



HM Government

Litter Strategy for England

April 2017



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Foreword from Lord Gardiner of Kimble

Parliamentary Under Secretary of State at the
Department for Environment, Food and Rural Affairs



England is a beautiful country, but it is tarnished by the persistent blight of litter. A clean, healthy environment is good for us and for our economy. It plays an important role in improving our well-being and it helps our businesses to be more successful. The Government has the ambition to make ours the first generation to leave the natural environment of England in a better state than we found it. Eliminating litter is an important part of this. Many people from abroad see the litter which builds up beside our roads and on our streets and wonder what this says about us as a nation. Litter is a sign that people do not respect their local environment, and it leads people to feel less safe in their communities.

Tackling it can only be done in partnership, involving central and local government, volunteers, campaigners, and businesses.

So many of us have a very strong desire to do something that makes a real and substantive improvement.

I want to offer my thanks for the great work already done by volunteers in cleaning up litter across the country. The Clean for the Queen community event saw a quarter of a million litter-pickers taking to our streets, parks and beaches in March 2016. This was the biggest anti-litter community event the UK has ever seen. This was a wonderful achievement and something we can build on in the future. I am therefore pleased that as part of this Strategy the Government will continue to support national clear up days, beginning with the Great British Spring Clean at the start of March, where I was delighted to be amongst the many volunteers.

Litter is an avoidable problem, and we all have a responsibility to the communities in which we live to help address the problems that affect them. Our highways are gateways to our towns, so let us clean them up and be proud of our country. I encourage everyone to come together to help us get on top of the persistent blight of litter to our landscapes, roads and communities. I am optimistic about the new national anti-litter behaviour change campaign that Government will lead, with funding and delivery by a coalition of partners including private sector, public sector, voluntary sector and media partners. The voluntary approach is preferable and we want the private sector to work closely with us, but we are not ruling out the possibility of further regulation if that is what is required to achieve real change.

As part of this Strategy I will fulfil our Manifesto commitment to review the case for increasing the fixed penalties for littering and related offences. This will help to improve enforcement against littering and other similar crimes. I am also planning to bring forward new Regulations giving councils outside London the power to fine the keeper of vehicles from which litter is thrown. To ensure that these powers are used appropriately by local councils we will also publish improved guidance for councils on their enforcement functions.

The common aim of all the actions in the Litter Strategy is to change the behaviour of those who currently feel that it is acceptable to drop litter. In the short term it is about making sure our communities and roads are cleaned up and we make it as easy as possible for people to put their rubbish in the right bins. Over the coming years I want people to see and feel that the situation is better and continues to get better. Our longer term ambition is to create a culture where it is completely unacceptable to drop litter.

There is no magic bullet; we have a long haul ahead of us. My intention is that the Litter Strategy will be a spur to real action. We will need to continue to work together to deliver a lasting change in culture. It will be a great prize if we can clean up England and help to make our beautiful country ever more attractive. I will report annually for the rest of this Parliament on the progress made in delivering this Strategy.

I am most grateful to the members of our Litter Strategy Advisory Group for their participation in the development of this Strategy. I encourage other organisations that want to work to be part of the solution to step forward and join forces with us. It is a venture that we need to succeed for the sake of our environment and our country's reputation.

A handwritten signature in black ink, reading "Gardiner of Kimble". The signature is written in a cursive, flowing style with a large initial 'G'.

Foreword from Marcus Jones MP

Parliamentary Under Secretary of State (Minister for Local Government), Department for Communities and Local Government



I am passionate about our need to reduce litter in this country. It is a significant issue for residents, local authorities, and the Government alike.


For local residents, surveys repeatedly find that levels of litter affect their satisfaction with where they live and feelings of safety and well-being. One recently found that 81 per cent of people are angry and frustrated by the amount of litter lying all over the country.¹

For local authorities, litter remains a significant financial burden. It costs them hundreds of millions of pounds every year to clear it up. They shouldn't have to do this. Litter is an avoidable problem. It is simply not right that the behaviour of a selfish minority ends up spoiling our public spaces while imposing costs for local taxpayers.

It's going to become increasingly important for local authorities too. By 2020, they will be able to retain all their business rates income. It is therefore vital for them to have clean streets in order to attract a full range of companies and customers to their area. High streets, main roads and neighbourhoods ridden by litter are not good for local business.

For Government, tackling litter remains a priority and that is why we have produced this first ever National Litter Strategy for England. I know from my own involvement in clear-ups in my constituency how litter really gets people's backs up and diverts money that could be spent on vital local services. It has many 'hidden' costs too from restricting local economic growth to harming pets and wildlife.

We need a strategy to set out the range of issues that have to be addressed, often different depending on the local area. We've got to do everything from being smarter about the packaging that we produce; smarter about the way that we collect litter; and smarter about the way we communicate to the public. Working with partner organisations, and identifying innovative ways of reducing litter, I am determined this strategy will help create a lasting legacy for this country.



¹ *Populus* (May 2015): Public Perception on Litter in the UK.

Foreword from John Hayes MP

Minister of State, Department for Transport



Litter blights lives by spoiling the places we live and travel. So, like my fellow Ministers at the Department for Environment, Food & Rural Affairs, and the Department for Communities and Local Government, I am an enthusiastic advocate of this Strategy and am committed to tackling litter. Specifically, I want to do more to battle against litter and graffiti scarring our motorways, trunk roads, roadside facilities, and other places nearby.

The negative effect of litter is not just limited to unsightliness, it is also hazardous to drivers and the environment. Our roads and highways are the gateways to our towns and cities and our major ports. We are each and all diminished when the places we go to and from are dirty and ugly. Litter cluttering up these gateways only harms our economic prospects and stifles communal wellbeing. That is why I have pledged that the Department for Transport, working with its partners, will play its part in cleaning up our nation.

Plans are in place. Highways England published an update to its Litter Strategy earlier this year. Since then, I have asked Highways England to identify the top twenty five most littered locations on the Strategic Road Network for litter and clean them up. This is the beginning of a new battle in the war against litter and graffiti.

Other interventions are set out in the roads section of this document – but that’s not the end of the story – the fight goes on and my Department will continue to work with others to do its bit.

A handwritten signature in black ink, appearing to read 'John Hayes', with a horizontal line underneath.



Summary

We want our whole country to be a great place to live in, with clean water and air; beautiful countryside to enjoy and urban areas that are prosperous, vibrant and welcoming. A littered environment is bad for our wellbeing, and bad for the economy.

The facts concerning litter speak for themselves:

- 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 the 2016 Great British Beach Clean 802 litter items were collected per 100 metres of beach in England
- Last year the RSPCA received over 5,000 phone calls about litter-related incidents affecting animals

Our ambition is to be the first generation to leave the natural environment of England in a better state than it found it. We are clear that we must act now to clean up the country and change our culture so that it is no longer acceptable to drop litter. The changes in how local government is funded also make it vital for local authorities to attract business and housing growth. Keeping streets cleaner and litter-free will be of the utmost importance in their efforts to do this.

Our strategy is to apply best practice in education, enforcement and infrastructure to deliver a substantial reduction in litter and littering behaviour, so that in the coming years we see demonstrable improvements against the figures above.

We will:

- [Send a clear and consistent anti-litter message, by:](#)
 - developing, seeking funding for, and delivering a world class national anti-littering campaign
 - developing an anti-littering culture which aims to educate young people not to litter
 - inspiring and engaging local communities, and empowering them to take action, including introducing a new ‘litter innovation fund’ to pilot, implement and evaluate small scale local research projects that could be replicated more widely

- making a compelling business case for businesses of all kinds to invest in anti-litter activity
- exploring voluntary and regulatory measures that aim to increase recycling and reduce litter
- working with stakeholders to look at innovative ‘nudge’ techniques’ to tackle littering behavior
- **Improve enforcement against offenders, including:**
 - delivering on our Manifesto commitment to review the case for increasing fixed penalties for littering and related offences
 - introducing new regulations to help councils tackle littering from vehicles
 - providing improved guidance for councils on how to use their enforcement powers proportionately and appropriately, and
 - raising councils’ and magistrates’ awareness of the range of sanctions available to tackle littering and fly-tipping.
- **Clean up the country, including:**
 - supporting national clean-up days
 - working with Highways England to put in place measures to deliver a lasting improvement in cleanliness at 25 priority litter hotspots on the Strategic Road Network, including updating the Code of Practice on Litter and Refuse to clarify the expected standards of cleanliness on the Network
 - producing new guidance on “binrastructure” (the design, number and location of public litter bins and other items of street furniture) for local areas to help them reduce levels of litter
 - working with the relevant industries to tackle certain types of particularly problematic litter, including fast-food packaging, smoking-related litter and chewing gum
 - exploring the ways in which packaging and packaging design can contribute to reducing litter.

This is not a strategy that will just gather dust. We want everyone to step up and deliver, and one of our first actions will be to develop a new ‘litter baseline’ to measure the progress being made. Where voluntary approaches are not working we will continue to consider other measures which could help to achieve our strategic aims, as well as promote a more resource-efficient economy.

Good infrastructure and clear social expectations, supported by proportionate enforcement, will help reinforce social pressure on everyone to do the right thing. Throughout, we want to encourage innovation, and the continued development of effective new ways to reduce littering, as well as ensuring that approaches which are proven to work are implemented as widely as possible.

The publication of this Strategy is the beginning, not the end, of the process. We will continue to work hard to start to implement this new strategic approach, and we will report annually for the remainder of this Parliament on our progress.

Introduction

We want our whole country to be a great place to live in, with clean water and air; beautiful countryside to enjoy and urban areas that are prosperous, vibrant and welcoming. The environment in which people live has a profound impact on their quality of life. In surveys the public have consistently identified local environmental factors as being one of the most important factors in their wellbeing. When our towns, suburbs, villages and countryside are blighted by litter, our ability to enjoy our local environment is reduced and so too is our wellbeing.

25-Year Environment Plan

The Government is committed to protecting and improving the natural environment in order to safeguard the enormous range of valuable benefits it provides to us all, from clean air and water through to our diverse wildlife, beautiful landscapes and urban green spaces.

Our vision is that in 25 years' time, our country will have the healthiest environment and be the most beautiful place to live, work and bring up a family; driving wellbeing and prosperity. We want ours to be the first generation to leave the natural environment of England in a better state than we found it. Our nation's future prosperity will greatly depend on how well we manage our environment.

Protecting and improving the environment is not just a job for Government. Every decision that citizens, workers, businesses and charities take can have an impact on our environment. We want to help people feel connected to the environment and able to take better-informed decisions to protect and improve it; ensuring everyone can understand the value that it brings.

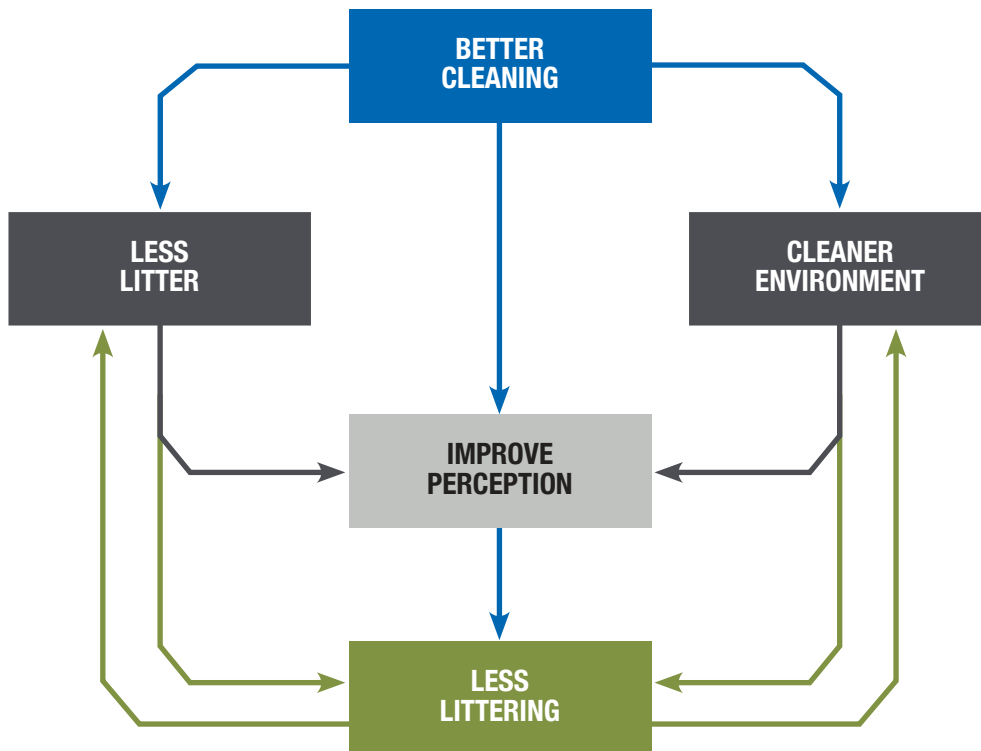
As we develop our plan, we will be guided by the advice of stakeholders including the Natural Capital Committee. Of course, we cannot predict everything that will happen over the next 25 years and so the Environment Plan will have to be flexible to adapt to new circumstances and new evidence to ensure it remains focused on delivering the outcomes we want.

Our strategy is to apply best practice in education, enforcement and infrastructure to deliver a substantial reduction in litter and littering behaviour.



Good infrastructure and clear expectations, supported by proportionate enforcement, helps reinforce social pressure to do the right thing

Our strategy therefore addresses cleaning as well as focusing on influencing behaviour.



Most people say that they would feel guilty about dropping litter. But yet almost one in five people admit to dropping litter consciously. The real figure, which includes those who drop litter but do not admit to it, is likely to be higher. This inconsiderate and anti-social behaviour by a minority of people blights our neighbourhoods and our open spaces, waterways and seas, and creates the impression that England is a littered country.

Dealing with litter places a significant burden on our local councils, costing the taxpayer hundreds of millions of pounds each year at the price of investment in other local services. Moreover, living in a littered environment makes people feel less safe in their communities, and discourages people from going outside. This in turn affects their mental and physical health and creates further costs to local healthcare providers. Poor local environment quality also discourages inward investment and may suppress property prices, damaging local economic growth. It is in everyone's interest to tackle this problem.

England is a beautiful country. We want to restore our civic pride and make littering socially unacceptable, by making it as easy as possible for people to do the right thing, and removing any potential excuse for this antisocial and inconsiderate behaviour.

To achieve this, we will need to focus on methods that can be proven to work. That means continuing to apply and improve on existing best practice, as well as supporting innovation and testing to develop effective new interventions.

In order to create a change in people's behaviour and deliver a long-term reduction in the amount of litter that is dropped, we also need to reduce the amount of visible litter and address the perception of England as a littered country, because we know that people drop less litter in a clean environment. Our strategy therefore addresses cleaning as well as focusing on influencing behaviour.

Chapter 1 describes how the common aim of all the actions set out in this Strategy is to change the behaviour of those who currently feel that it is acceptable to drop litter. Measurement of our progress will of course be critical, and Chapter 2 explains the work we are undertaking to develop a new approach to monitoring litter in England, which will enable us to monitor changes in the amount of litter over time. Under the headings of "Education and Campaigns", "Improving Enforcement" and "Better cleaning", chapters 3 to 5 set out a range of actions that we and others will be taking to achieve this. Where we can commit to immediate and specific actions, we have done so. In other cases, we recognise that more work is needed to understand how best to achieve our strategic aims, and we have committed to looking further at these issues. Three "Litter in context" sections describe how our policy on litter relates to, and is supported by, other key areas of work on marine and aquatic litter, fly-tipping, and wider resource efficiency and waste management policy. Chapter 6 brings together all the commitments to indicate who will be responsible for taking them forward, and (where possible) indicate our expected timescales for delivery.

To develop this strategy we have worked across several government departments, but Government acting alone cannot make the change we want to see. We can set the legislative framework, provide a focus for action and provide the necessary leadership, but achieving real change will also require concerted action by local government, communities, charities, campaign groups and businesses. Our aim is to help local communities, businesses and individuals to work together within a wider framework to tackle the specific problems in their areas.

Our strategy is a call to arms. The publication of this Strategy is the beginning, not the end, of the process. We will be working hard over the next few months to start to implement this new strategic approach, and we will report annually on our progress.



1. Changing behaviour

Over the course of the next generation, we want to create a culture where it is totally unacceptable to drop litter. To do this, we need to bring down the number of people who litter consciously, and to generate strong and lasting social pressure against littering. The common aim of all the actions set out in this Strategy is therefore to change the behaviour of those who currently feel that it is acceptable to drop litter.

Our strategy is based on three broad themes of “education, enforcement and infrastructure” . Within each of these, there is a range of choices and options. For example:

- “Education” 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.
- “Enforcement” can include both formal and informal sanctions, as well as social or peer pressure.
- “Infrastructure” is about how we arrange the physical world. It includes where we put litter bins, 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, and even the design of products themselves.

We know that people behave differently in different environments, with different groups of people, at different stages of their lives, and with different types of litter. As noted in the Introduction, we know that people drop less litter in clean environments. In any given situation, varying combinations of all three approaches will be needed to create the change in behaviour that we want to see.

Our Strategy also draws on insights from behavioural science and ‘nudge’ theory. Recent studies have shown that these approaches, which often combine elements of all three means of influencing behaviour, can be very effective ways to address specific types of littering.

Above all, we want to focus on what works: interventions which can be proven effective in reducing litter and littering, and which can be replicated and implemented cost-effectively. We welcome innovation and trials of new ideas as part of the search to find the most effective ways of reducing litter and littering, but it is crucial that these are supported by robust monitoring and evaluation. There is, of course, a place for eye-catching or short-term awareness-raising interventions, but our priority is the development of sustainable approaches to changing behaviour which are replicable and cost-effective in the longer term.

2. Measuring litter

As set out in the Government's response to the Communities and Local Government Committee's inquiry, we acknowledge that we need better data on litter to help us to measure our progress towards our goal of achieving a substantial reduction in litter and littering². We also need this data to help us, and local land-managers, understand what and where the biggest litter problems are, and so identify priorities for additional intervention or investment in the future.

Robust measurement of litter presents interesting challenges, however. For example:

- measuring litter by weight means we do not know whether there was a small number of heavy items or a large number of small/light items;³
- measuring litter by the number of items doesn't necessarily reflect the impact on visual amenity, because a small number of large litter items may make a place appear far more heavily littered than a greater number of small items;
- measuring only the presence or absence of litter tells us nothing about how long the litter has been there, or how much of it is present.

Measurement of litter can also be affected by other factors such as the frequency with which areas are cleaned, and how long litter is left to accumulate. For example, an area might be subject to a lot of litter, but if it is swept frequently it can appear cleaner than an area with less litter fall but which is swept less frequently. Some types of litter, such as chewing gum, also tend to be harder to remove and so can accumulate more than other items despite frequent cleaning. Population density can also appear to distort measurements at a national level, since litter is an extremely local issue: there is inevitably more litter in more populated areas, but more remote areas are also more difficult to reach for cleaning and so litter may persist there for longer. A single figure for the 'amount of litter in England' may therefore tell us little about how littered the country appears.

These are interesting but ultimately solvable issues and there is already a wealth of valuable evidence around litter which provides context for the Strategy. For example we know that perceptions of the amount of litter often differ markedly from strictly quantitative measurements, in part because it is also affected by population density. Belgian research has shown that litter is most often dropped in "anonymous places for which nobody really feels responsible" such as bus stops, motorway service stations and slip roads and near other waste-disposal/recycling facilities. It notes that "at the same time, they are places where many people can see the littering. As a result, [the area] appears to be dirtier than it actually is."⁴

Research also shows that people find different types of litter more or less noticeable, and that this affects people's perception of how littered an area is. Despite robust data showing that, in quantitative terms, the majority of England is relatively clean (90% of sites being "predominantly free of litter" in 2014-15),⁵ there is nonetheless a widespread perception that England is a "littered country". "According to LEQSE [Local Environment Quality Survey for England] data, fast food litter is less of a problem on the ground than confectionery packs and non-alcoholic drinks-related litter, but people perceived fast-food items litter to be more frequently littered than these items".⁶ The National Noise Attitude Surveys, conducted in 2000 and 2012 both found that people placed litter and dog-fouling in their top five local environmental problems.⁷ Similarly for the past five years, the National Crime Survey has found that around 28-30% of people perceive "litter and rubbish lying around" as a problem in their area, although only around 4% reported having experienced anti-social behaviour associated with littering, rubbish or dog fouling.

Measuring litter can also be time consuming and therefore costly, particularly if it is necessary to quantify the litter, for example through weighing or counting individual items. Again, however, these are surmountable challenges and there are potentially low cost means of gathering data which can be used to measure litter. These include 'citizen science', approaches such as apps used to report incidence of litter, as well as data gathered from voluntary litter surveys and litter picks. Some local authorities also voluntarily gather and publish data on the standards of local cleanliness. We know that litter is a local issue and that there is more litter in areas of greater population. As such, looking at app data, which is provided by people noticing litter and wanting to tackle it, could be an effective way of identifying the scale of the littering problem where it most matters to people (see also section 5.1.3 below).

Ideally, evaluation of interventions should also gather further detailed information locally, covering the instances and types of litter targeted by the intervention, as well as information on perception. In order to support scalable and replicable behavioural interventions, feedback should also be sought from participants in schemes or groups targeted by interventions (e.g. young adults or smokers) on what they found motivated their change in behaviour and what would help them to sustain that change once the scheme (e.g. a communications campaign) had finished.

We have set up a working group on data and monitoring to consider these issues. Its first priority is to develop a baseline and an affordable, impartial, statistically robust and proportionate methodology for assessing and monitoring the extent of litter in England. Following on from the development of a baseline, we will continue to monitor litter in England according to the methodology set out by the working group, and will consider the feasibility of litter-reduction targets for commonly-littered items.

Progress has been good – to date at least four current datasets have been found that appear to provide sufficiently good quality data to help establish a national baseline, including citizen science data from the LoveCleanStreets (LCS) app. For example, the LCS app data shows more litter incidents recorded in areas of higher deprivation, which is what we would expect to find from previous surveys such as LEQSE. Citizen science data is among the promising datasets identified and it would be ground breaking if such data is used to support the Strategy. However, there are also limitations to citizen science data, for example, we cannot monitor areas where there is no litter. In developing the baseline, citizen science data will be supplemented with more conventional datasets produced by robust surveying methodology.

In light of the complexities to monitoring litter set out above and the limited insight that can be gained from a national figure alone, the working group will also seek to develop a broader ‘dashboard’ in support of the baseline, to reflect the multi-faceted nature of litter and to help track progress across the aims of this Strategy. The dashboard will present a richer picture of litter and its impacts, drawing on diverse datasets from the Great British Spring Clean to the Marine Conservation Society, and potentially also covering tackling litter, perceptions and enforcement.

The working group will also advise on evaluation of interventions implemented from this strategy and enabling best-practice to be identified and applied elsewhere, possibly through the development of websites, or a guide to the evaluation of interventions.

² Government’s response to the Communities and Local Government Committee’s Seventh Report of Session 2014-15 on Litter and Fly-Tipping in England <https://www.gov.uk/government/publications/litter-and-fly-tipping-government-response-to-the-communities-and-local-government-committee-report>

³ For example, a glass wine bottle (c.400g) weighs roughly the same as 20-30 soft-drinks cans (c.15g each), or many hundreds of cigarette butts (less than a 1g each)

⁴ OVAM, *Activities Report 2014* http://ovam.be/sites/default/files/atoms/files/OVAM_Activiteitenoverzicht_14_DRUK_completed_opmOVAM_engels_LR.pdf

⁵ Keep Britain Tidy, *How Clean is England?* 2014-15 <http://howcleanisengland.keepbritaintidy.org/>

⁶ Keep Britain Tidy, *The View from the Street: Local environment: public perceptions vs reality* 2012

⁷ Defra, *National Noise Attitude Survey 2012* <http://bit.ly/2aTGO5l>

⁸ <http://www.wrap.org.uk/about-us/about/wrap-and-circular-economy>

⁹ <http://www.wrap.org.uk/content/recycle-go-england>

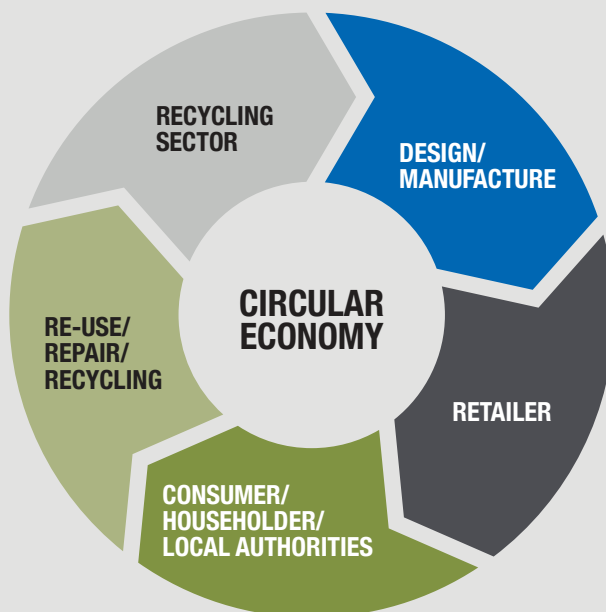
¹⁰ <https://www.gov.uk/government/consultations/preventing-backdoor-charging-at-household-waste-recycling-centres>

¹¹ <http://www.keepbritaintidy.org/new-action-plan-to-tackle-fly-tipping-launches/2756/2/1/999/3>

Litter in context – Resource efficiency and waste management

As seen in section 5.2 below, decisions made by central and local government, and by individual land-managers, in relation to wider resource efficiency and waste management can have a significant impact on litter and littering.

Over the next 25 years, we want to become one of the most resource efficient countries in the world; reducing waste, tackling litter and maximising the value we get from our natural and material resource assets; protecting our environment and strengthening our economy in the long-term. Building on the progress we have already made, we will work to achieve even greater levels of recycling, improve the utilisation of our food and bio-waste to stimulate a strong bioeconomy and incentivise activities such as reuse, repair and remanufacturing – to increase the efficiency and productivity of resource use in our economy and genuinely move us towards a circular economy.⁸



We will work towards reducing the amount of new materials we need to produce our products and services by encouraging more efficient production processes that produce less waste. Improved waste management techniques are also helping to deliver important reductions in our Greenhouse Gas (GHG) emissions as biodegradable material - which produces methane as it decomposes - is diverted from landfill. Thanks to the success of policies such as the Landfill Tax, carbon emissions from the waste sector are down 73% on 1990 levels. This means that waste now accounts for just 4% of total UK GHG emissions compared to 8% in 1990.

To help tackle waste crime and reinforce the principle of the polluter pays, the spring Budget also announced a consultation on whether to extend the scope of Landfill Tax to disposals at illegal waste sites.

Recycling on the Go

We want to support people being able to recycle more and to encourage people to recycle ‘on the go’. Standard litter bins often do not provide people with the opportunity to separate different types of waste materials for recycling, something which is easy to do and already done by many at home as part of their local kerbside recycling service. There are many things to take into account when considering the options for a Recycle on the Go (RotG) solution. WRAP (Waste and Resources Action Programme) has produced a guide, which provides key information on the options for, and benefits of, introducing RotG facilities. Its principal aims are to aid and inform decision-making, and to highlight the options for introducing new RotG facilities or enhancing existing ones.⁹

Waste Collection

The Government supports comprehensive and frequent bin collections. We also recognise that fly-tipping and litter can be fuelled by complex bin collection rules which make it difficult for householders and businesses to dispose of their rubbish responsibly. In the last Parliament, we legislated to abolish plans for new bin taxes on family homes in England which could have fuelled fly-tipping and backyard burning. We continue to work with local authorities and key stakeholders to improve the quality of waste collection services and to make it easier to recycle.

In September 2016 a Framework for Consistency in household recycling was launched with support from WRAP, local authority and industry stakeholders. WRAP will be working with local authorities over the next year to demonstrate where consistency can help to deliver improvements in services and also with industry stakeholders to improve communications with householders and to encourage the use of more recyclable materials. This will help make recycling easier for householders and could deliver benefits across waste management.

We have made great progress in boosting recycling rates for plastic bottles, with their collection for recycling increasing dramatically, from less than 13,000 tonnes in 2000 to over 330,000 tonnes in 2015, and with almost all local authorities now collecting plastic bottles as part of their general waste collection services. We will continue to work with industry and WRAP to build on this progress.

Both the distributors and retailers of electrical and electronic equipment are obliged (under the Waste Electrical & Electronic Equipment (WEEE) Regulations) to offer to take back waste of the same type as any new item their customers buy from them, regardless of whether they buy in-store, online or by mail order and regardless of the particular brand of the waste item. They must also take back any products or equipment that has the same function, (e.g. an old VCR set when buying a DVD or DVD hard-drive unit). They have to offer the in-store service for free, but can charge to cover transport costs if the old items are being collected from their customers' homes. They must also give those customers at least 28 days to bring back their discarded item after the date of the new purchase.

Household Waste Recycling Centres (also known as civic amenity sites, or local 'tips')

There is a long-established precedent of free access for local residents to deposit household waste at household waste recycling centres (HWRCs) and this is now reflected in Regulations brought into force in 2015. This service enables residents to dispose of their household waste without charge and reduces the risk of fly-tipping and backyard burning.

Government's view is clear: DIY waste is classed as household waste if it results from work a householder would normally carry out. A number of local authorities have introduced additional charges for the deposit of waste which local authorities categorise as 'waste other than household waste'. However, as Government made clear following the consultation on preventing 'backdoor' charging at HWRCs, this can inconvenience residents and make disposing of their waste more difficult. There is also a risk these charges can be counterproductive and simply transfer costs to dealing with additional fly-tipping and littering. It is therefore important that, where charges are proposed, they are proportionate and transparent and are made in consultation with local residents so that local services meet local needs.

We welcome the #crimenottocare campaign recently launched by Keep Britain Tidy, which recognises that two-thirds of fly-tipped material is household waste, and is aimed at raising householders' awareness of the Duty of Care.¹¹

The Government also supports the industry-led 'Right Waste, Right Place' campaign, which was established alongside the Waste Duty of Care Code of Practice to help business understand how to manage their waste properly. The campaign is managed by the Environmental Services Association, sponsored by the Environment Agency, the Chartered Institution of Wastes Management and the Environmental Services Association Education Trust. It has strong support from a number of waste-producing and waste management businesses. A number of trade associations and several large waste management companies have now endorsed the campaign by signing up to its Ambassador programme, extending the reach to many thousands in their supply chains.

We also want to help smaller businesses to use existing waste collection and disposal infrastructure more effectively and at proportionate cost. This will help to make recycling and responsible waste disposal cheaper and more convenient. In particular, we want to encourage local authorities to consider whether HWRCs, and other bring-bank recycling facilities, could be adapted to accept waste and recycling from local traders or small business at an affordable cost to the user. Accepting waste from small businesses at HWRCs may also have a subsidiary benefit to local authorities and household residents: a number of less cost-efficient sites are currently under threat of closure but the revenues generated from accepting waste from small businesses could help provide the funds needed to keep them open.

Through WRAP, we have provided guidance to local authorities on how they can resolve practical issues associated with adapting HWRCs and ensure that charging is fair, easy to understand and transparent to business and local householders.

We will work with WRAP and local authorities to:

- **explore further ways of managing these services to facilitate access by small businesses;**
- **review current guidance to ensure this reflects changes in the law and to make clear what can and cannot be charged for at HWRCs (including in respect of DIY waste); and**
- **explore ways of managing HWRC services to facilitate access for local householders (and their waste other than household waste) and for small businesses at proportionate cost. Revised guidance will be published by the end of 2017.**

Two-tier authorities

In two-tier local authority areas we are aware that inefficient transfers of cost between waste collection and waste disposal authorities can hinder joint working and good management of waste and recycling services. **We will work with WRAP and local authorities to explore how cost-sharing arrangements for waste and recycling, especially in two-tier areas, can work most effectively.**



3. Education and Awareness

3.1 Send a clear message

3.1.1 Deliver a world class national anti-littering campaign

A compelling communications campaign is a common feature of almost all successful international approaches to tackling litter. In England, many remember Keep Britain Tidy's high profile campaigns of the 1970s, which used a range of celebrities as well as the Wombles to influence the public to stop dropping litter. They and other individual organisations have continued campaigning on this issue in the following decades. We believe there is now a need for a more joined up approach led by Government, in order to develop a world class national anti-litter campaign to help deliver sustained behaviour change for this generation.

We will fund some initial work on the campaign, but will then look for the campaign to be delivered and funded by a coalition of partners from the private sector, the public sector and from the voluntary sector. We will develop a unifying campaign identity with central creative campaign designs and materials to be adapted and used locally. The campaign will be evidence based and use a combination of "awareness-raising" and "behaviour change" approaches with some targeted paid-for media.

Work is already underway. We have set up a working group which brings together key campaigning organisations and behavioural experts and are working with businesses to develop and secure funding for this new national anti-litter campaign.

3.1.2 Facilitate strong and consistent anti-litter education

Education and work with young people is a consistent theme in international approaches to reducing littering. Flanders, Australia and the Netherlands all include education and engagement with young people as part of a strategic approach to tackling litter. The international Foundation for Environmental Education (FEE), which seeks to "make every school... sustainable and to bring about behaviour change in young people and those connected to them so that good habits learned in schools are followed through into homes and communities", also includes "litter" as one of the nine themes within its Eco-Schools programme.

Eco-Schools

St Mary's RC Primary School in Maidenhead is one of nearly 18,000 Eco-Schools in England, and one of only 1,146 to achieve the highest "Green Flag" award. The Eco-Schools programme is the largest schools programme in the world.¹² In order to qualify for the prestigious Green Flag a school covers topics including waste, water, energy and, of course, litter.

St Mary's has been part of the programme for ten years and has just received its fifth Green Flag. In the time it has been an Eco-School it has reduced its gas bill by 40%, its waste by a third and built a greenhouse from 2,000 used plastic bottles. The school, like all Eco-Schools, ensures that it is litter-free but takes it out into the wider community and has adopted a street nearby, with the children carrying out litter-picks.

We want every child to have the opportunity to participate in learning about the impacts of litter. At present, around 70% of schools in England are members of the FEE Eco-Schools programme. We would like to increase participation in this programme overall, as well as increasing the number of participating schools achieving the international Green Flag Award and working actively on anti-littering awareness, including participating in litter-picks. (See section 3.2.3 below for more information about Green Flag.)

MARLISCO: Marine Litter in European Seas – Social Awareness and Co-Responsibility

The MARLISCO project (2012-2015) sought to engage key stakeholders with an interest in, or responsibility for, some aspect of reducing the quantity of litter entering the ocean.¹³ These include government, academia, industry, citizens' groups, environmental NGOs, school children and the general public.

The project was a joint effort by 20 bodies across Europe, including the UK's marine research agency Cefas, the University of Plymouth and various NGOs. It conducted a scoping study of the sources and trends of marine litter in European seas, the prevailing perceptions and attitudes of different stakeholders regarding marine litter, and best practice from all partner countries. It then developed and implemented a range of outreach and educational activities across Europe:

- National Fora, to help stakeholders feel responsible, motivated and able to address marine litter by providing scientific information and an opportunity to discuss potential long-term solutions
- National Exhibitions, to inform and inspire action in the general public through attention grabbing and thought provoking art installations and activities, in collaboration with national artists
- A European Video Contest, to engage young people in the topic of marine litter and encourage them to think about its sources, impacts and solutions.
- An educational pack including lesson plans, activities and an e-learning course to help students and teachers to understand and take action to tackle the issue of litter in our seas and coasts.

Surveys throughout the project indicated that participants recognised the importance of tackling marine litter and felt that the tools developed by this project increased their understanding of the topic and their confidence in how to address it.

Organisations such as Keep Britain Tidy, the Campaign to Protect Rural England, the Marine Conservation Society and the MARLISCO project have all produced excellent resources for schools about litter and the impact that it can have on the environment.

We and they will work with teachers themselves and subject associations to review existing teaching resources, make sure that they meet teachers' needs and are easily accessible to them.

We will also seek to link any new teaching materials to the proposed national communications campaign, to ensure that young people receive consistent messages about litter.

Although almost all sectors and age-groups contain some people who litter, research has consistently shown that younger people are more likely to drop litter than older people, and that the group most likely to drop litter is teenagers and young adults. When interviewed, the vast majority of 16-25yr olds seem to know that littering is wrong, and “most would never litter in front of their parents, on a first date, or in front of a younger sibling”, yet many still feel social pressure to drop litter when with their peers.¹⁴ There is a clear need for cultural change and reinforcing of the social norm against littering among this particular age-group, and this needs to extend beyond the school environment. The National Citizen Service (NCS) is a government-funded initiative that supports social cohesion, social engagement, and social mobility among young people. Raising awareness of the environmental issues associated with littering (and taking direct action to combat littering) is at the heart of what is meant by ‘social engagement’ and is actively encouraged by the NCS.

Bin it! schools programme

Bin it! is The Wrigley Company's long-running anti-litter education programme targeting 11-13 year olds in secondary education. It aims to educate students about responsibility and litter, encouraging young people to make a lasting change to their local communities and environment. The programme consists of an annual schools tour of interactive actor-led workshops and free materials for teachers made available online. Since 2006 the Bin it! tour has visited over 570 schools and the show has been seen by over 100,000 children. The current 2016 tour was the largest in Bin it's! history, running over 150 sessions around the country and reaching 30,000 children in one year.

Bin it! also offers free secondary school materials for teachers via an interactive website that provides a free resource pack containing teachers' notes, resource and activity cards, posters and games. The website now also includes a teaching resource designed specifically to encourage primary children to dispose of litter responsibly. Bin it! materials have been produced to explore the issues and impact of littering in a way that is meaningful to young teenagers, helping students to understand why it is so important to take personal responsibility for putting their litter in the bin. The materials include a musical film (Bin it beats) and lyric sheet for pupils to sing along, as well as three lesson plans – complete with teaching notes and accompanying activity sheets. The impact of the roadshow is evaluated by testing recall and views on littering at different stages after the shows have taken place. 2015 research found:

- High recall of the show and a positive response to the visit: 93% recalled seeing the show in their school
- The show is a strong tool for delivering what could be a 'boring' message: 73% said they loved/enjoyed seeing the show
- Increased awareness of consequences of littering: 79% were aware of the fine for littering after the show; an increase of 15%.

The Wrigley Company has committed to reach a further 100,000 students across the UK by the end of 2020, almost doubling the reach achieved in the first 10 years of the programme.

We will work with the National Citizen Service, the Scouts Association, and other organisations that work with this age-group, to discourage littering and raise awareness of the environmental and economic costs of dropping litter. Our first national anti-littering campaign will be specifically designed to appeal to young people.

3.1.3 Support national clear-up days

Clean-ups targeting litter 'grot spots' obviously reduce litter in the immediate short term in these areas. In the longer term they also help to build and raise awareness that a growing proportion of people in this country want to see an end to litter and littering, helping reinforce the message that littering will no longer be tolerated. A national clean-up day sends an important signal that the country wants to do something about its litter problem, as well as providing a structured way for new volunteers to start taking action against litter in their area.

Clean Up Australia Day

Clean Up Australia Day was launched in 1989. In the past 25 years, Australians have devoted more than 27.2 million hours towards the environment through Clean Up Australia Day and collected over 288,650 tonnes of rubbish. Data from the event is also collected to monitor the scale of the litter problem in Australia via the Keep Australia Beautiful National Litter Index.

In the UK, the Marine Conservation Society's "Beachwatch" volunteer programme also combines litter-picking and data collection throughout the year, culminating in the Great British Beach Clean held in September each year.¹⁵

Following a recommendation by the Communities and Local Government Committee, the first 'Community Clear-Up Day' in England was held on 21 March 2015, funded by Defra and DCLG, and delivered by Keep Britain Tidy. In 2016, we also provided funding towards the Clean for the Queen campaign, organised by Country Life magazine in advance of Her Majesty's 90th birthday. Community volunteers organised over 5,000 Clean for the Queen events, involving 250,000 people and collecting 300,000 bags of rubbish over the weekend of 4-6 March 2016.

We therefore greatly welcomed the announcement by Keep Britain Tidy of their intention to run a brand new clean-up campaign in 2017, called "The Great British Spring Clean", with a view to making this an annual fixture in the calendar.¹⁶

We will continue to support and endorse national clean-up days such as the Great British Spring Clean, and the Great British Beach Clean, and to use our influence as central Government to encourage participation and support by as many people and businesses as possible.

3.2 Engage local communities

We can all play a role in helping to clean up our country and change social attitudes towards litter. But litter is also an inherently local issue, which varies significantly from place to place, and litter and littering behaviour varies significantly depending on the physical and social context. It is therefore important that local communities feel empowered and confident in identifying their local priorities and taking action to address the specific litter issues in their areas.

There are already huge numbers of enthusiastic and dedicated volunteers who carry out litter-picking across England as individuals or as members of local groups. Around 900 litter-picking groups are registered on the LitterAction website, run by the Campaign to Protect Rural England and CleanupUK. In 2016, a quarter of a million litter-pick heroes took to the streets, parks and beaches for Clean for the Queen - the biggest anti-litter campaign the UK had ever seen. Community volunteers organised over 5,000 events, and 300,000 bags of rubbish were collected, containing enough litter to stretch from Land's End to John O'Groats. Although working locally and on a small scale, the efforts of these volunteers make an important national impact, not only in keeping their local communities clean but in setting an example and encouraging others to join them.

A study into the barriers to community participation identified six different 'segments' within communities, each of which respond to different messages and approaches. Overwhelmingly, that research found that "people were motivated to get involved in activities when they were asked by people they already knew".¹⁷ Most importantly, this research found that "education or increased

awareness took people to a level where they showed real interest and a desire to get involved and make an impact”. Community engagement therefore flows naturally from education and awareness as part of our strategic approach.

3.2.1 Empower local communities to channel their passion for their local environment into positive action

We know that people feel passionately about litter in their communities. When asked to rank different types of local environmental quality problems, people across the UK regularly place litter and dog-fouling at the top of their priority lists.¹⁸ For the past five years, almost a third of people have told the National Crime Survey for England that they think “litter and rubbish lying around” is a problem in their area.¹⁹

Research has shown that community expectations and social norms relating to litter and local environmental quality vary significantly between different neighbourhoods. The two year Perceptions of Place Project (2009-11) sought to understand not only what drives people’s perceptions of their local environment, but also how levels of deprivation affect the way people perceive their local environment, if at all. It found that people from more deprived communities were more likely to respond to personalised messages that appealed to their emotions and connection to specific places that were relevant to them. Those from less-deprived communities were more likely to respond to messages based on relevant economic arguments (such as the impact of poor local environmental quality on property valuations).²⁰

Much-loved features of the local environment such as rivers, canals and beaches can also be used as ‘flagship’ locations for action for communities, providing a springboard to engaging them in wider community clean-up activities.

CleanupUK’s Beautiful Boroughs project

Local people have an important part to play in reducing litter in their community. Carnegie Trust research shows that, for people living in deprived areas to take action, an external trigger or spark is usually required.²¹ The Beautiful Boroughs approach supports a bottom-up movement of people who want to take local action against litter and who will, by persuasion and peer pressure, both pick up litter and also influence their neighbours not to drop litter in the first place.

The Beautiful Boroughs project currently runs in partnership with 10 London boroughs: Barking and Dagenham, Camden, Enfield, Greenwich, Hackney, Haringey, Newham, Redbridge, Tower Hamlets and Waltham Forest. Partnerships are also formed with other appropriate local organisations (e.g. charities and youth and faith groups) in each of the boroughs. Project Coordinators work in the relevant communities and funding is secured for each project from grant-making trusts and foundations as required. Success is currently measured qualitatively via questionnaires given to the participants in the project. CleanupUK will increase the number of Beautiful Boroughs groups and expand the project outside London in 2017

We understand that community priorities and expectations vary, and that different communities face different challenges in developing their own solutions to local litter problems. A range of different tools and approaches will be needed in order to tap into their enthusiasm and energy, and help willing volunteers access opportunities to get involved. These need not be complex: People Against Litter (PAL) is an organisation which simply asks each member to commit to picking up at least one piece of litter a week, and asking someone else to do the same.²²

Providing training to build local capacity for action

Thames21 was established to address the issue of litter in the Tidal Thames. Recognising the need to build local capacity for community organisations to facilitate public involvement in environmental actions, it delivers an effective, nationally-accredited training programme across the Greater London Area and is now looking to expand this programme across the country. To do so it is learning from existing voluntary sector models such as the Sports Leaders UK system of delivering volunteer leadership training nationally for local beneficiaries, but with increased emphasis on providing the ongoing support and encouragement needed following training.

We have established a working group which brings together local councils, national and local campaigners, and experts in behavioural science, to explore the barriers to engaging and involving citizens in tackling litter and improving local places, and to recommend steps to address them.

3.2.2 Recognise and reward the contribution of volunteers to tackling litter

As noted above, there are already a huge numbers of dedicated volunteers who take part in litter-picking and related activities such as beach and river clean-ups. They do this because they care about their local environment and want to do what they can to make a difference in their local areas. Recent behavioural studies have also shown that in a social market, “people are willing to exert as much effort on a task for a chocolate candy bar as for a much higher monetary reward” and suggested that “Perhaps the most rewarding type of non-monetary incentives of all are social rewards. People respond well to positive feedback from others, such as social recognition, status or praise”.²³

At a very basic level we therefore want to make sure that people’s voluntary contributions to anti-litter activities are appropriately recognised. Around 5% of those participating in Clean for the Queen were uniformed groups such as scouts or guides, many of whom used the activity towards the achievement of appropriate badges. Other community-focussed organisations such as the National Citizen Service also undertake litter-picking activity, and we want to encourage this.

We will work with the National Citizen Service, the Scouts Association, Girlguiding and others to make sure that participation in The Great British Spring Clean and other organised litter-picking activity is promoted and is formally recognised in progress towards existing qualifications/awards or badges.

As well as recognising participation in organised events, we also want to find a way to recognise the personal contribution made by individuals. A number of people have already been recognised for their voluntary action to tackle litter. **We will explore further how best to acknowledge and recognise the voluntary contributions made by individuals to tackling litter.**

3.2.3 Continue to support “quality of place” awards

A number of award schemes already exist to identify and acknowledge excellence in maintaining different types of public spaces. Although they are all tailored to reflect the different characteristics and uses of the areas to which they apply – beaches, parks and green spaces, high streets etc. – they all emphasise the value of having clean and well-managed public spaces. These schemes set high standards for cleanliness and provide a ‘roadmap’ for councils, volunteer groups and others to demonstrate their pride in their local area and make it attractive for visitors and investors. A common feature of all these awards is that land-managers must choose to put themselves forward for assessment against the award criteria, and we strongly encourage them to do so.

For example, the Blue Flag award is the international quality mark for beaches and is the most well-established of the existing “quality of place” awards. To achieve Blue Flag status, beaches must meet a series of stringent criteria covering environmental quality, education, safety and access. In particular the beach must have an adequate number of bins, which are regularly maintained and emptied. Facilities for receiving recyclable waste materials must also be available on or by the beach. There are currently 68 Blue Flag beaches in England. Seaside Awards, which are presented to the best beaches in England and celebrate the quality and diversity of our coastline, are assessed against similar criteria.²⁴

The Green Flag Award Scheme was launched in England in 1996 to recognise and reward the very best parks and green spaces, and is managed on behalf of the Department for Communities and Local Government.²⁵ In 2016, a record 1701 sites achieved Green Flag Award status which is judged against criteria such as cleanliness, safety, horticultural standards, infrastructure and environmental management, and community involvement.

In June 2016, Keep Britain Tidy also launched the Keep Britain Tidy Award, which recognises “public spaces that are clean and litter free”. It is aimed at the managers of public spaces such as shopping centres, transport hubs, business and leisure destinations, hospitals and town centres. The first three winners were the Bullring shopping centre in Birmingham, Alder Hey Children’s Hospital in Liverpool and the Barbican Centre in London.

Purple Flag is the international accreditation scheme for towns and cities that have created a safe, vibrant and diverse early evening and night time economy.²⁶ The programme looks at the negative impacts of the evening and night time economy that need to be addressed and the potential for economic growth, increased conviviality and community enhancement. Areas are assessed against the core themes: Wellbeing, Movement, Appeal, Place and Policy. These themes include a requirement that the area is “welcoming, clean and safe”. Areas that meet the standards are able to fly the purple flag as a sign of the vibrancy of their night time economy. Around 65 towns and cities in the United Kingdom and Ireland hold Purple Flag status. Given the common association between the night-time economy and littering of fast-food and alcoholic drinks containers, this is a particularly critical opportunity for town centre managers to consider and invest in means to reduce littering in their area.

Most recently, in December 2016 the Department for Communities and Local Government announced the winners of the third Great British High Street Awards celebrating the nation’s best high streets. A number of nominations for the Awards focused on what has been done to improve the appearance of a town centre and to encourage “dwell time”. The High Streets Pledge, announced in July 2016, also encourages local businesses of all sizes to make a public commitment to supporting their high street,

which may include getting involved in helping to improve public spaces and working in partnership with other local businesses to help drive up footfall and improve the financial results of local outlets.

We will continue to support and encourage councils and other land-managers to aspire to achieve the highest standards of local environment quality, and to apply for these awards to ensure that their efforts are recognised.

3.3 Make a compelling business case

We believe that businesses have a key role to play in helping to tackle the problem and supporting the implementation of this strategy, and we want to work with them to do so. We would strongly encourage all businesses to recognise the benefits to their own business, and to the economic health of the area, of helping to ensure that the streets remain clean and attractive to customers, and the potential negative impact on their business of litter outside their premises. Research has even shown that seeing an item as litter can reduce consumers' willingness to buy that brand.²⁷ Although they may be less numerous than chewing gum stains or cigarette stubs, brightly coloured and large items like carrier bags and other packaging have a disproportionate influence on people's perceptions of how littered the environment is.²⁸

Many businesses invest heavily in influencing the behaviour of their customers through marketing strategies, product design and the creation of brand images and identity. They can bring some of that influence to bear and demonstrate their opposition to littering and their support for work to tackle it. This makes good business sense: it is in the interest of retailers and other businesses of all sizes to support this work because a clean environment is more attractive to potential customers and clients.

That support might be through:

- investment and innovation in product design (to reduce the potential for their products or packaging to become litter, and to reduce their environmental and amenity impact if they do)
- active participation in local initiatives near their premises, such as financial or in-kind support for local campaigns, litter-picks or anti-litter partnerships
- financial support for:
 - research and innovation in new ways to reduce littering and/or
 - larger-scale projects and campaigns, such as the national campaign proposed at 3.1.1 above.

Business investment in tackling litter therefore, should not be seen as an admission that the company has a 'litter problem'. It is a sign that the business wants to make a positive impact on the environment and on the wellbeing of the communities in which its staff and customers live and work.

Smoking-related litter

Smoking-related litter is a particularly persistent and widespread problem. Research states that “cigarette butts, matches and discarded, empty packets are the most littered item in the country”.²⁹ The Government recognises that more needs to be done to tackle it and remains committed to reducing the numbers of people who smoke. Reducing the prevalence of smoking is the most lasting way to reduce smoking-related litter.

Local Stop Smoking Services offer smokers the best chance of quitting. Smokers are four times more likely to quit with the combination of behavioural support and medication they provide. We continue to support people to quit through policies such as banning open displays of tobacco in shops, which we know can undermine quit attempts, and through Public Health England running social marketing campaigns such as Stoptober. We have committed to publishing a new tobacco control plan, which will build on our success so far and will include renewed national ambitions.

Help to quit

Some councils have implemented schemes under which people who are issued with a fixed penalty for littering their cigarette butts are directed at the same time to services to help them quit smoking. Some councils have even teamed up with local retailers to offer vouchers (which can offset the cost of the fixed penalty) as a reward for litterers who attend a smoking-cessation course and successfully stop smoking for at least 4 weeks.

We have also seen a significant take-up of e-cigarettes in this country since they first started to become popular in 2011/12. An estimated 2.8 million people are currently using e-cigarettes (in Great Britain) and almost half of them are no longer smoking tobacco. The evidence indicates that e-cigarettes are significantly less harmful than smoking tobacco. E-cigarettes are also likely to create less litter than traditional means of consuming tobacco.

The tobacco industry has given public commitments to provide free ashtrays at the point of sale and to fund the provision of specific litter bins that include ashtrays (while complying with restrictions on the advertising of tobacco products).³⁰ We also note that there are emerging markets in cigarette butt recycling, which could encourage proper disposal.

As set out in our evidence to the Communities and Local Government Select Committee, it is understandable that people also want to see the tobacco companies that profit from selling these items somehow contribute to the costs of the clean-up of their products from our green spaces, streets and waterways.

We believe that councils and the wider public sector, as well as manufacturers and associated trade bodies, need to think about ways to address this litter issue. We are mindful that such discussions should be compliant with the World Health Organisation Framework Convention on Tobacco Control and accompanying Guidelines on Implementation, in particular in relation to Article 5.3.³¹ The framework does not prevent public bodies from discussing tobacco litter with the industry where that is necessary. However, where public bodies, including local authorities, decide to discuss steps that the tobacco industry can take to clean up the litter caused by its product, we recommend that such discussions are fully transparent – for example, by pro-actively publishing online any correspondence and minutes of meetings.

3.3.1 Promote the development of litter-prevention partnerships among local businesses

The Department for Communities and Local Government launched the High Streets Pledge in July 2016. The aim of the pledge is to encourage every high street to aspire to work together and increase jobs and growth, by creating a healthy daytime, evening and night-time economy. By actively engaging in town centres, companies can drive up footfall and improve the financial results of local outlets. Companies can fulfil the pledge by helping to improve public space, improving building frontages, and making town centres more welcoming, amongst other ideas.

Larkfield Voluntary Litter Code

Businesses of all sizes in the Kent village of Larkfield have adopted a Voluntary Litter Prevention Code in partnership with Tonbridge and Malling Borough Council and local volunteers. Under the Code, local businesses undertake to keep the area around their premises free of litter, providing bins and litter-picking as necessary, as well as displaying anti-littering posters. ‘Mystery shoppers’ (including members of Larkfield Neighbourhood Watch, PCSOs on the beat and other local volunteers) carry out random monthly checks, and businesses which are found to be fully compliant for 12 months receive a certificate from the local parish and district councils. Since the Code was developed on a single parade of shops, other businesses in nearby areas have signed up and nearly 30 businesses are now signatories. Littering and other antisocial behaviour in the area has reduced, as has the need for local volunteer litter-picking in some places. The Code is also now being rolled out to other areas within Tonbridge and Malling Borough Council.

We encourage all businesses to work in partnership with their local communities to help tackle littering near their premises and create clean, welcoming public spaces which are attractive to customers and staff.

3.3.2 Explore the case for voluntary and economic incentives to reduce litter

Incentives exist that require producers of products, such as packaging, to take responsibility for the products they place on the market at the end of the product’s life. By improving the reuse, recycling and recovery of these “end of life” materials, these requirements aim to achieve a more sustainable approach to resource use, build viable economic enterprises and reduce the quantity of waste going to landfill. In the UK, businesses are responsible for ensuring they obtain appropriate evidence to prove they have met their specific recycling obligations, which contribute to recycling targets.

Charge on single-use plastic carrier bags

So far the introduction of the 5p Carrier Bag Charge has been highly effective at reducing consumption of single-use carrier bags. Data from the first reporting year, for six months from 5 October 2015 to 6 April 2016, demonstrates a reduction of 6 billion single-use carrier bags sold by seven major retailers compared with 2014. The charge has also resulted in donations of more than £29 million from retailers towards good causes. In advance of the charge coming into effect, Defra ministers wrote to retailers to encourage them to invest some of this income in environmental good causes such as supporting work to help tackle littering. We welcome the decisions by businesses such as Greggs and Lidl to donate a percentage of their bag-charge income for these purposes.

First and foremost the Government strongly supports voluntary initiatives by the private sector that contribute to environmental and economic objectives. Recognising the negative impact on consumers' perceptions of a brand when it is seen as litter, we would encourage retailers, brand owners, manufacturers and suppliers to consider setting themselves similar voluntary targets for the reduction of litter associated with their products (and to commit to funding the associated data-collection/monitoring).

Examples which echo this type of approach include the successful Courtauld Commitments, which are voluntary agreements aimed at improving resource efficiency and reducing waste within the UK food supply chain.

As part of our work to explore this we will establish a working group to look at different voluntary and/or regulatory options and measures to improve recycling and reuse of packaging, and to reduce the incidence of commonly littered items.

As well as voluntary models, the working group will consider regulatory options and measures to target particular types of item or product. For its first piece of work, Ministers will ask the group to consider the advantages and disadvantages of different types of deposit and reward and return schemes for drinks containers, and to provide advice by the end of 2017. In taking forward this work, the group will gather evidence from relevant industries and independent experts, and analyse the full costs impacts and benefits of these tools when put together. This should include looking at the administrative costs of such schemes, the effect on consumer prices, and the impact on consumers who responsibly dispose of such products via their council-provided household recycling service.

While the number of bags has fallen, they remain a significant source of residual litter and pollution. We will work with the Research Councils to help develop a standard for biodegradable plastic bags as part of emerging work on a national Bioeconomy Strategy (while also recognising the need to avoid microplastics pollution). Initial stakeholder engagement suggests that there may be economic and environmental benefits in doing so.

3.3.3 Support the packaging industry in improving product and packaging design to deter littering

Packaging is designed first and foremost to protect products – to protect human health and prevent the products themselves going to waste. The European Commission estimates that more than 80% of the life-cycle environmental impact of a product is typically determined at the design stage.³² This is important in relation to tackling litter because the physical characteristics of packaging can affect how likely consumers are to litter it. For example, packaging which breaks into separate pieces (e.g. removable can ring-pulls or plastic anti-tamper tabs etc.) creates more opportunities for it to be littered than packaging which stays in one piece. Similarly, recent research in both the UK and the Netherlands has shown that people may be less likely to litter a plastic bottle which can be re-sealed than a can which could leak in a bag or pocket.³³

Paper Cup Manifesto

We welcome the recent launch by the Foodservice Packaging Association (FPA) and the Paper Cup Recovery and Recycling Group of the “Paper Cup Manifesto” with support from more than 45 signatories. The Manifesto pledges that: “The paper cup supply chain agrees to work together to ensure paper cups are designed, used, disposed of and collected to maximise the opportunities for recycling by further investment and funding of recycling, disposal and collection projects.”

Businesses that sign up to Keep Britain Tidy’s Litter Prevention Commitment undertake to “Minimise litter and its associated clean-up costs through product design, labelling and influencing customers wherever possible”.³⁴

Packaging has carried anti-litter messages for many years, but some research suggests that it has become ubiquitous and is relatively ineffective: products carrying anti-litter messages are still littered. A 2010 study by “Litter Heroes” found that “current anti-littering markings on the most littered brands are either non-existent or too small to be credible.”³⁵

Research in the Netherlands has demonstrated that the use of on-pack messaging about the decomposition time of a paper cup (based on health warnings on cigarette packets) led to a 5% reduction in observed littering. But we think there may be potential to go further using insights from behavioural science to encourage better behaviour. For example, recent research by Newcastle University found that printing images of eyes on packaging reduced people’s tendency to litter it.

There is, of course, also scope for well-designed labelling to go further and not just deter littering but help to ensure that items are actively recycled by people who are already inclined towards responsible disposal. Including this type of disposal information on the item may act as a nudge to encourage consumers to think of the item as a resource with potential value, and thus to take greater care over its disposal.



Every Can Counts

“Every Can Counts” is a behaviour change communications programme, developed and funded by a partnership between drinks can manufacturers, the recycling industry and leading brands. The programme aims to help people to recycle more of the approximately 40% of drinks cans that are used outside the home.

Since 2009 Every Can Counts has set up over 13,000 recycling points across the UK to encourage the recycling of drinks cans and has helped all types of organisations to start, or improve, their recycling. It provides practical advice and support to organisations, including help with finding a recycling service provider, promoting recycling to staff or customers, and providing free starter packs which include branded recycling containers and communications resources. Users of Every Can Counts find that implementing the programme also boosts collections of other recyclables, like paper, cardboard and plastic.

Every Can Counts also works with event organisers and their waste management partners, running experiential events to promote recycling at music festivals, major tourist locations and sporting events. These events provide the perfect opportunity to talk to consumers about recycling while they have a can in their hand, so reinforcing the positive behaviour change message.

Every Can Counts is funded by European and UK drinks can manufacturers (Beverage Can Makers Europe, UK Canmakers and Can-Pack UK) the aluminium packaging producers and reprocessors, soft drink brand AG Barr and energy drink market leader Red Bull UK. It is supported by Waste & Resources Action Programme (WRAP). It has been developed and is managed by the Aluminium Packaging Recycling Organisation (Alupro). The programme developed in the UK is now operating in ten countries across Europe.

The Food and Drink Federation and INCPEN (the Industry Council on Packaging and the Environment) have produced a Sustainable Packaging Checklist which was published in March 2017.³⁶ It poses a series of questions for businesses to ask at the packaging design stage, including two relating to litter:

1. Has the packaging been designed to help its sortability at end of life – including choice of material colour, use of readable inks and ability to separate into constituent materials (and taking account of the trade-off with keeping all parts together so, if it becomes litter, it is only one piece)?
2. Has the use of information and/or logos to encourage responsible disposal and discourage littering been considered?

INCPEN is also committed to consider ways to prevent litter at the packaging design stage.

The Foodservice Packaging Association (FPA) brings together the hospitality industry, and manufacturers and distributors of packaging which is used to serve and prepare food and beverages on the go, to promote the responsible manufacturing, sourcing, distribution, usage and disposal of foodservice packaging. The FPA supports the development of a voluntary labelling agreement on placing appropriate anti-litter messaging on packaging and at point of sale, and would like to see such a code be adopted on all relevant forms of packaging.

The FPA will promote this approach among packaging converters, importers, distributors and retailers/caterers and will work with them to develop a suitable voluntary Code. The FPA will ensure that its members check artworks and, if there is no anti-litter message, recommend that one be added. The FPA will also promote this on their website, social media and PR.

We will work with INCPEN, the Food and Drink Federation, and the FPA to help promote the Sustainable Packaging Checklist, and the FPA's voluntary agreement, and we will encourage their adoption by manufacturers and retailers of other types of packaging.

The Advisory Committee on Packaging is an independent expert committee which was set up to advise Government on policy for packaging. **The Committee has agreed to set up a task force group looking specifically at the role packaging design could play in reducing littering and littering behaviour, to report in 2017. This will include looking at design aspects such as number of components (e.g. detachable caps) across a range of common items such as plastic drinks bottles, take out meal bags, sandwich packs and confectionery. The Government will carefully consider and encourage the take up of the Committee's recommendations by packaging manufacturers and designers.**

3.3.4 Increase the reach of industry-funded Chewing Gum Action Group campaigns to promote responsible gum disposal

Launched in 2003, the Chewing Gum Action Group is chaired by Defra and funded by the gum industry. For the last 10 years it has run high-profile four-week outdoor advertising campaigns in 10-12 local authority areas each year, to encourage responsible gum disposal and raise awareness of the possible enforcement consequences of littering gum. Monitoring has shown that the campaigns (which are supported by improved cleaning and enforcement for the duration of the campaign) are usually effective in reducing gum littering by around 50% while the campaign is running.

The Communities and Local Government Committee inquiry into litter and fly-tipping expressed a desire to see the Group “make a larger contribution to the costs of removing gum and staining” and “achieve a significant reduction in litter” as well as simply encouraging consumers to change their behaviour.

In 2015 and 2016 the Group tested a new, much cheaper, campaign model which provides councils or Business Improvement Districts with a “toolkit” of customisable posters and banners etc. to use as they wish, rather than paying for costly outdoor advertising. This approach means that campaigns can be run over a number of months instead of weeks, and are capable of being targeted more accurately at specific hot-spots. **Evaluation shows that this model is capable of delivering similar results to the more expensive paid-for approach, but at a much lower cost per area. From 2017, the Group will prioritise and expand this new approach. This will allow the campaign to be run in many more areas, and for longer periods, helping to embed the behaviour change and reach a wider audience. We will continue to work to improve the effectiveness of this approach, and to explore other ways to increase the reach of the Group's work.**

The Group has also funded research into best practice in removing gum staining from different surfaces. **The research will be published in early 2017 as guidance for councils to help them select the most cost-effective approach to tackle gum staining in their area. The Group will also work with members of the Keep Britain Tidy and Chartered Institution of Wastes Management Networks to look into ways to enable councils to access the specialist equipment sometimes required for tackling gum staining.**

3.3.5 Encourage councils, producers and retailers of “food on the go” to work in partnership to tackle fast-food litter.

The Local Environment Quality Survey of England 2014-15 found that 80% of sites surveyed had some ‘food-on-the-go’-related litter present (such as fast-food or snack-food packaging, discarded food and drink, or supermarket or retail carrier bags). Half of main roads and 58% of industry and warehousing sites had fast food related litter present. Over the past decade, there has been a relatively steady rise in the percentage of all sites affected by fast-food related litter, from around 20% of all sites in 2004/5 to over 30% of sites in 2014-15. This may be linked with a significant rise in the number of fast-food outlets over the same period.³⁷

Love Essex Campaign

The ‘Green Heart of Essex’ campaign was launched in June 2009 by Braintree Council to initiate pride in the area and prevent people from littering. This campaign grew in reach and popularity, and in 2013 all 14 Essex authorities combined to form the Cleaner Essex group. Together they launched ‘Love Essex’ in 2014, a behaviour change campaign designed to create a positive impact across the county and beyond.

This was a collaborative campaign involving the police, councils and businesses including KFC, McDonald’s, Coca-Cola Enterprises and Domino’s pizza. Aimed at making it socially unacceptable to drop litter, the campaign featured a series of images of young people, with the slogans ‘Littering. It’s not pretty’ or ‘It’s not cool’ and highlighting the potential £75 fine. The images were displayed all over the county on bus stops, petrol pumps, litter bins, car parks and drive thru’ restaurants. It was also supported through local radio, TV, newspaper and social media campaigns.

This created momentum for anti-litter activity, and resulted in a 41% drop in branded fast food littering across Essex, and a 21% reduction in all litter. The campaign was also successful in creating broader awareness of the litter problem through television coverage on Panorama and BBC1’s ‘Don’t Mess with Me’.

Now in its 3rd year, Love Essex continues to use impactful slogans and images, with 2016’s campaign stating ‘DON’T TOSS IT #BINIT’. The success is spreading, with Love Kent and Love Suffolk now also part of a wider project, using the same messaging but with the different counties’ logos.

In 2007, Defra published “Reducing litter caused by ‘food-on-the-go’: A voluntary code of practice for local partnerships”.³⁸ This guidance aimed to “reduce food and drink litter, and waste that becomes litter, in the local environment” by providing “a framework for businesses to firstly identify how, when and where their worst litter problems arise, and secondly to work out the best ways in partnership with other agencies to solve these issues.” The code has been successfully used, for example as the foundation of the Larkfield Voluntary Litter Code (3.3.1 above) but it is in need of updating to take account of new research and changing patterns of consumption.

We will work with members of the Litter Strategy Advisory Group and others to review and update this guidance.

¹² <http://www.eco-schools.org.uk/>

¹³ www.marisco.eu

¹⁴ Keep Britain Tidy *Soft Drinks Littering* (2015)

¹⁵ <http://www.mcsuk.org/beachwatch/greatbritishbeachclean> and <http://www.mcsuk.org/seachampions>

¹⁶ <http://www.keepbritaintidy.org/cleanup2017/2565> and <http://www.greatbritishspringclean.org.uk/home/2684>

¹⁷ Keep Britain Tidy *Breaking Barriers* (2012)

¹⁸ Defra *National Noise Attitude Survey* (2012)

¹⁹ <http://www.crimesurvey.co.uk/> Litter, rubbish or dog fouling is recorded as a form of “antisocial behaviour” within the National Crime Survey statistics for England and Wales. These are incidents that may still be crimes in law but are not of a level of severity that would result in the recording of a notifiable offence. A review by HMIC in 2012 found that there was a wide variation in the quality of decision-making associated with the recording of ASB. As a result, ASB incident data should be interpreted with caution.

²⁰ Keep Britain Tidy *Perceptions of Place: Whose reality is it anyway?* (2012)

²¹ Carnegie Trust *Pride in Place: Tackling Environmental Incivilities* (2012)

²² <http://www.peopleagainstlitter.org/>

²³ Kolodko, Read and Taj, *Using behavioural insights to reduce littering in the UK* (2016). As “social market” is defined as “a market with no money, where personal relationships dominate and altruism is of importance” – for example, volunteering

²⁴ <http://www.theseasideawards.org>

²⁵ <http://www.greenflagaward.org.uk/>

²⁶ <http://www.atcm.org.uk>

²⁷ Stuart Roper *Doing Well by Doing Good - A Quantitative Investigation of the Litter Effect* - Submitted to Journal of the Academy of Marketing Science Special - Edition on Sustainability (December 2009)

²⁸ Keep Britain Tidy *Beacons of Litter* (2015) <http://innovate.keepbritaintidy.org/beacons-of-litter/2761/2/14/1944/152>

²⁹ Keep Britain Tidy *No Butts: Smoking Related Litter* (2008)

³⁰ Oral evidence to the Communities and Local Government Committee, <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/communities-and-local-government-committee/litter/oral/17273.html> questions 149 and 150

³¹ World Health Organisation Framework Convention on Tobacco Control <http://www.who.int/fctc/en/> - see Article 5.3 and accompanying Guideline, including recommendations 2 and 6

³² European Commission (2012) *Eco-design. Your future. How eco-design can help the environment by making products smarter*

³³ Keep Britain Tidy (2015) *Soft Drinks Littering*; Wever (2006) *The impact of packaging design on littering behaviour*

³⁴ <http://www.keepbritaintidy.org/litterpreventioncommitment/1376>

³⁵ Litter Heroes *What's littering Britain?* (2010)

³⁶ <https://www.fdf.org.uk/publicgeneral/Packing-checklist.pdf>

³⁷ Keep Britain Tidy *How clean is England? The Local Environment Quality Survey of England 2014-15* <http://howcleanisengland.keepbritaintidy.org/>

³⁸ <https://www.gov.uk/government/publications/reducing-litter-caused-by-food-on-the-go-a-voluntary-code-of-practice-for-local-partnerships>

Litter in Context – Aquatic and Marine Litter

What did we find?

Here's the top 10 items that were found during the Great British Beach Clean 2016.



Our landscape is connected by a network of aquatic environments - rivers, streams, canals, ponds, lakes, reservoirs, estuaries. As an island we are also surrounded by sea and thousands of miles of coastline. However these aquatic environments are also blighted by litter, from tiny plastic fragments to large items such as shopping trollies and traffic cones. Some 80% of man-made debris in the marine environment originated on land before being thrown, blown or washed into rivers, canals and the sea. In addition, items that are inappropriately flushed down drains and toilets can also be released into aquatic and marine environments when blockages or heavy rainfall causes sewer overflows.

Once litter reaches the aquatic environment, it is considerably harder to collect than litter on land. Larger items tend to accumulate at strandlines, inlets and beaches, and over time the material that remains in the water breaks down into smaller pieces, further increasing the challenge of retrieval. The accumulating quantities of litter in our aquatic environments can harm marine ecosystems and blight coastal communities. Smaller items such as microplastic particles can be consumed by marine animals, damaging their health. Larger items can entangle animals, smother habitats, damage tourism and pose a serious risk to life and livelihood by causing breakdown of vessels at sea.

Fishing for Litter

Fishing for Litter is a simple yet effective initiative that aims to reduce marine litter by involving one of the key stakeholders, the fishing industry. Fishing for Litter schemes provide fishing vessels with large bags so they can collect any rubbish that is caught in their nets during fishing activities. When full, these bags are returned to port to then be collected for responsible disposal at a site regulated by the Environment Agency. This reduces the volume of debris washing up on our beaches, reduces its impact on fishermen and raises awareness of the problem amongst each community.

Following successful projects in the Netherlands and Scotland, a project was launched in South West England in 2009. Involvement in the scheme costs fishermen nothing and helps them meet their requirements under the Responsible Fishing Scheme. Since its launch the South West project has facilitated and funded the recovery of more than 150 tonnes of marine litter. Currently, the South West project has 160 registered member vessels and 12 participating harbours. An additional project was launched in Yorkshire in 2015 and currently has around 90 registered members, covering both commercial and recreational vessels.

Fishing For Litter schemes are coordinated in the UK by KIMO International. They support the UK's commitment to implementing the OSPAR Regional Action Plan on marine litter. For more information see <http://www.fishingforlitter.org.uk/>

Working together

Tackling aquatic litter requires governments, businesses and communities to work together, both to reduce the amount of litter entering the marine environment and to remove litter that is already there. In addition, since marine litter is a transboundary problem, international collaboration is important to effectively address this issue. The UK Marine Strategy Part Three sets out the key legislation of relevance to marine litter as well as the other measures we are taking to address it.³⁹ We will continue to work with a wide range of countries, government departments, industries, NGOs and charities to address marine litter.

For example:

- The UK is an active participant in OSPAR (the Oslo and Paris Convention for the protection of the marine environment of the North-East Atlantic) through which we collaborate with neighbouring countries to address marine litter. Through OSPAR we have developed, and are implementing, a Regional Action Plan (RAP) on Marine Litter, which includes actions to address key sources of litter and industries producing litter. The UK has also played an important role in developing the G7 Action Plan on Marine Litter.
- We will continue to conduct monitoring of marine litter on beaches, in the water column and on the seafloor, including funding the Marine Conservation Society (MCS) to conduct beach cleaning and monitoring on priority beaches. MCS also run a wider programme of beach cleaning, staffed by volunteers, which provides additional data. Monitoring allows us to assess whether the measures we have put in place are having an effect. For example, results from the MCS 2016 Great British Beach Clean have demonstrated the success of the 5p plastic bag charge by showing a 40% decrease in bags found on the beach. This is the lowest number collected in the last ten years. As well as removing litter, the MCS beach cleans may help to tackle its sources through raising awareness. Additional litter removal activities are covered in the case study above.

- According to the Marine Conservation Society's 2016 Great British Beach Clean, cigarette butts are the number 2 littered item found in their survey. The Government is committed to tackling smoking-related litter, and more detail on our approach can be found at page 32.
- Defra plays an active role in advising and influencing marine litter and microplastics research, and is a member of the Marine Litter Action Network, which works with stakeholders from various sectors to raise awareness of the sources and problems associated with marine litter. We endorse and support a range of initiatives such as the MARLISCO project, the Seafish Responsible Fishing Scheme and Operation Clean Sweep to improve education around marine litter.^{40,41}
- In England, between 2015 and 2020, water companies are investing over £2 billion to improve their sewerage infrastructure, guided by the requirements of the Environment Agency. This will further increase the proportion of sewage-related debris which is caught by their filters and reduce the occurrence and severity of untreated overflows. In addition their work under the 21st Century Drainage programme aims to protect and improve the performance of sewerage systems now and for the future. In addition to planning for future capacity it builds links with the manufacturers of frequently-flushed items, better informing customers about the impacts of sewer misuse.
- The incorrect disposal of wet wipes, and other so-called 'flushables', into the sewers can increase the risk of sewer blockages, increasing flood risk and littering on beaches and in waterways. All parties have a role to play in giving their customers the information they need to dispose of these products in the correct manner. In November 2016 we led a meeting to facilitate dialogue between Ministers and leading manufacturers and retailers of wet wipes and personal care items, and water industry representatives, on how to reduce the amount of non-biodegradable products getting into the sewer system. EDANA (the international association for the nonwovens and related industries) has since updated their product labelling Code of Practice, moving the "Do Not Flush" symbol to the front of the package for those types of wipes that are most at risk of being incorrectly flushed into the sewer.
- On 3rd September 2016 we announced plans to ban the manufacture and sale of cosmetics and personal care products containing microbeads which may harm the marine environment. We ran a formal consultation on our proposals and at the same time called for evidence on the extent of the environmental impacts of other sources of microplastics which enter the marine environment. We are currently considering consultation responses, and will use the evidence we have gathered to inform future UK actions to address marine litter.
- We are also working with OSPAR to evaluate all products and processes that include primary microplastics e.g. microbeads and act, if appropriate, to reduce their impact on the marine environment.
- European Maritime and Fisheries funding is available for projects to support the collection of waste by fishermen from the sea, including lost gear. This can include funding for equipment on board or in ports for the collection, storage and recycling of litter; creating schemes for waste collection; and training for fishermen and port agents. In Autumn 2016, the Chancellor provided a guarantee that all EMFF projects approved before we leave the EU will receive funding, including those that continue after the UK has left.⁴² As we leave the EU, the UK will continue to encourage fishermen to play their part in addressing the problem of marine litter and recovering lost gear.
- Seafish (the industry levy-funded Non-Departmental Public Body) operates the Responsible Fishing Scheme, which helps all member vessels to showcase their contributions to best practice through independent, third-party auditing. Members of the scheme comply with a range of standards, which includes having equipment and plans in place to recover lost fishing gear.



³⁹ <https://www.gov.uk/government/publications/marine-strategy-part-three-uk-programme-of-measures>

⁴⁰ <http://www.seafish.org/rfs/>

⁴¹ <https://opcleansweep.org/>

WARNING
DOGS MUST BE KEPT ON A LEAD
AT ALL TIMES
...ian Water Services Ltd

DOG WASTE AREA

Clean Up After Your Dog

USE THIS BIN



4. Improving enforcement

4.1 Stronger enforcement

Littering, and associated environmental offences like dog fouling, blight our communities and impose avoidable costs on the public purse, drawing money away from priorities such as social care and education. The education and awareness measures outlined in the previous section will help to embed a culture which views littering as an undesirable act which creates an avoidable problem. However, in order to change behaviour effectively we also need to back up this social message with appropriate and proportionate enforcement.

4.1.1 Review the case for increasing the fixed penalties for littering (and related offences)

The Government committed in its election Manifesto to “review the case for increasing the fixed penalties for littering” to help tackle this type of anti-social behaviour.⁴³

The fixed penalty for littering offences is currently between £50 - £80, with a default fine of £75 applying unless the relevant local council specifies a different amount. The levels of fixed penalty notices have not changed since 2006, but adjusting for inflation since that time means that a maximum penalty of £80 in 2006 would now be £100.⁴⁴ In Wales, the maximum fine for littering offences is already £125.

Alongside this Strategy, we have also published a consultation document which seeks views on whether the fines for littering and related offences should be increased.⁴⁵ Subject to the consultation and Parliamentary approval, any changes to the fines will be delivered through amendments to Regulations in 2017/18.

4.1.2 Regulate to allow English councils to fine the keeper of a vehicle from which litter is thrown

We recognise that it can be particularly difficult to take enforcement action against those who throw litter from their vehicles. Littering is a criminal offence, and therefore enforcement action (issue of a fine or prosecution) should only be taken when the local authority has evidence against the offender to a criminal standard of proof (“beyond reasonable doubt”). When littering offences take place from a vehicle, councils report that it is difficult to identify the offender with sufficient certainty to take enforcement action.

Section 24 of the London Local Authorities Act 2007 (amended in 2012) gives powers to London boroughs to issue penalty charge notices (PCNs) to the owner of a vehicle when an enforcement officer has reason to believe, on the balance of probabilities, that litter was thrown from that vehicle. A PCN is a civil fine. Unlike a criminal penalty, a civil fine does not carry the risk of a criminal prosecution, and therefore does not require the offender to be identified to a criminal standard of proof. The Anti-social Behaviour, Crime and Policing Act 2014 amended the Environmental Protection Act 1990 so as to allow regulations to be made giving similar powers to local authorities in England outside of London.

Subject to Parliamentary approval, we will make Regulations which extend this approach to the rest of England. In the consultation published alongside this Strategy, we seek views on the level at which these civil fines should be set and how they should operate.⁴⁵

4.1.3 Support councils in using new powers to issue fixed penalties for small-scale fly-tipping offences

There may be a fine line between littering and small-scale fly-tipping, although, as set out in the Litter in Context – Fly-tipping section below, fly-tipping is often associated with a desire to avoid the legitimate costs of waste-disposal. Under the Code of Practice on Litter and Refuse, the deposit of a single black plastic sack of rubbish should usually be considered a fly-tipping offence, rather than littering. Fixed penalty notices can be issued for littering offences, but previously the only enforcement route available to councils against fly-tipping offences was prosecution, which is both costly and burdensome.

In May 2016, we delivered our Manifesto commitment to make it possible for councils in England to issue fixed penalty notices of between £150 and £400 to anyone who commits a fly-tipping offence. As well as acting as a deterrent, the fixed penalty notices will also save local authorities time and money, as they will provide an alternative to prosecuting fly-tippers through the courts. However, a fixed penalty notice will not be an appropriate sanction for operators in the waste management industry, repeat offenders or those responsible for large-scale fly-tipping or the fly-tipping of hazardous waste. These types of incident will continue to be enforced by local authorities using existing prosecution powers. Prosecution remains an option for local authorities in punishing large scale waste criminals. The new powers have already been received positively by local councils and the waste management industry.

We have recently published new guidance to help councils use their new powers.⁴⁶ The guidance makes it clear that fixed penalties are one of a range of options that local authorities can use as a sanction against those who fly-tip. Prosecutions leading to either unlimited fines or imprisonment of up to 5 years are also options for more serious or repeated offences and costs may be recovered.

In April 2015 we also put in place new legislation (the Control of Waste (Dealing With Seized Property) (England And Wales) Regulations 2015) to enable a waste collection authority (most local authorities), the Environment Agency and Natural Resources Wales to take more effective enforcement action against those with suspected involvement in offences concerning the transport or disposal of waste (such as fly-tipping).

The National Fly-Tipping Prevention Group (NFTPG) also continues to spread awareness and best practice. The NFTPG website offers advice and guidance to landowners, businesses and individuals about how to prevent fly-tipping and how to ensure waste they produce is handled appropriately. The NFTPG meets regularly to share best practice and keep updated with, and contribute to, policy development.

We will continue working with stakeholders to tackle fly-tipping and ensure that the right enforcement tools are available to local authorities/regulators to tackle the issue.

4.1.4 Promote the use of Community Protection Notices to deal with businesses or individuals whose behaviour is having a detrimental effect on the quality of life of those in the locality

The Anti-social Behaviour, Crime and Policing Act 2014 provided local agencies with flexible powers to tackle a range of anti-social and nuisance behaviours, including Community Protection Notices. These replaced a number of previous measures such as Litter Clearing Notices and Street Litter Control Notices.

The Community Protection Notice (CPN) is intended to deal with particular, ongoing problems or nuisances which negatively affect the community's quality of life by targeting those responsible. CPNs can include requirements to do, or not do, specified things, or to take reasonable steps to achieve specified results. They may therefore be used to tackle litter problems associated with particular premises (including businesses) by requiring them to clear up litter around their premises and/or provide and maintain suitable bins.

Before a CPN can be issued, a written warning must be issued to the person or business committing the anti-social act. The warning must make clear that if they do not stop the behaviour, they could be issued with a CPN. We are hearing from frontline practitioners that the written warning stage is proving to be effective at making the business or individual take action to prevent the notice from being issued.

The Home Office has established the Anti-Social Behaviour Advisory Group with practitioners and relevant departments and agencies to monitor the impact of these new powers. The Group meets quarterly and also provides a route for agencies to discuss how the powers are being used and to share experiences. Government has also published statutory guidance for frontline professionals, including councils about how these new powers can be used in relation to litter and rubbish, and we will continue to support councils in using these powers to improve local environmental quality.⁴⁷

4.2 Better enforcement

Unfortunately there are many public misconceptions about enforcement activity against littering. Surveys suggest that many people are unaware that they can be fined for dropping litter.⁴⁸ At the same time, media coverage of enforcement activity often focusses on enforcement activity which is perceived as disproportionate, which undermines public confidence in its legitimacy. We want to support councils in implementing a proportionate and responsible approach to enforcement against littering and other related environmental offences, so that it operates as an effective deterrent and retains the support of the wider public.

When exercising their enforcement powers, councils are acting in a quasi-judicial capacity, and we are clear that these powers must be exercised in such a way as to uphold public confidence in a fair judicial system. Enforcement action (including the imposition of fixed penalties) should not be taken in respect of petty or trivial incidents, or if there is no evidence of intent to drop litter, and should be used in conjunction with education. Where councils choose to use a third-party enforcement service, they should avoid an approach based on arbitrary targets for the number of fines issued: after all,

an effective enforcement policy, combined with appropriate infrastructure and education should lead to a reduction in the need for enforcement action in the medium to long term. Councils should also regularly scrutinise the operation of enforcement contracts and the penalties issued, and use this information to inform their wider anti-litter activities.

Local authorities should also choose the appropriate and proportionate enforcement mechanism to deal with issues concerning litter and rubbish in their area. There are specific enforcement powers for dealing with litter offenders, which differ from those for fly-tipping offenders or for failure to comply with household bin ('waste receptacle') requirements. As set out in the Code of Practice on Litter and Refuse, a single plastic sack of rubbish should usually be considered to be fly-tipping rather than litter, so only deposits of less than that should be dealt with under the litter legislation.

In 2015, the Government removed criminal penalties for breaches of household bin requirements, and introduced a new 'harm to local amenity' test in order to enforce against such waste receptacle breaches under the new civil penalty system. We will reinforce in the new guidance the need to ensure householders are not bullied or fined for minor breaches of (often complex) council rules. Councils can consider the use of letters or notices on bins to remind households of appropriate practices. This measured and balanced approach will allow councils to focus their efforts on the small minority who cause genuine harm to the local environment through socially irresponsible behaviour.

4.2.1 Deliver guidance to promote proportionate and responsible enforcement

As set out above, we intend to consult on whether to increase the fixed penalty for littering and some other environmental offences. In line with our Manifesto commitment to seek to reduce ring-fencing on local authority income, we also propose that arrangements which allowed the majority of councils to use the income from fixed penalties for environmental offences for "any of their functions" be extended to all councils.

Subject to consultation, we also intend to issue stronger guidance to enforcement authorities on the use of these enforcement powers. That guidance will make clear that fixed penalties should only be issued when it is in the public interest to do so, and when it is proportionate to do so. Our policy is clear that under no circumstances should councils view the use of fixed penalties for these offences as a means to generate income.

4.2.2 Promote transparency and accurate reporting of enforcement action against littering, so that offenders know they will be punished if they are caught

Research has found that "people who have seen or heard about fixed penalty notices being issued via (local and national) newspaper reports are significantly more likely to think they are effective" and that "attitudes to enforcement are greatly shaped by the degree to which an individual sees them as a threat – and many do not think it is likely they will be fined for environmental offences."⁴⁹

In the UK, most media reporting of enforcement activity is in the local and regional press: more councils could actively publicise their enforcement successes, which would be in line with the evidence showing that this would be likely to increase the deterrent effect. National media reporting of enforcement activity against littering tends to focus on cases where the enforcement activity is felt to be disproportionate, which undermines public support for enforcement activity by creating a perception that disproportionate enforcement is the norm, that enforcement action against littering is somehow unjustified or illegitimate, and that is used by councils to raise revenue from citizens. Greater transparency by councils could help to dispel some of these perceptions as well as increase the perceived threat and deterrent effect. Better

public awareness of responsible enforcement activity and the seriousness with which these offences are viewed may also help to reinforce the social norm against littering and other environmental ‘incivilities’.

Enforcement weeks

In West Flanders “enforcement weeks” have been held to increase the perceived threat of enforcement. During these weeks, lots of resources are put into enforcement activity in a particular locality in order to “reduce the sense of impunity and increase support for the battle against litter”. However, as one analysis of the Belgian approach to tackling litter points out “It is extremely important here to work towards forms of reasonable punishment, in order to avoid expressions of blind resistance”.

We will encourage councils to use their communications with residents, social media and other channels to publicise their enforcement activity more effectively, in order to build public trust in legitimate enforcement and increase its deterrent effect. We will also consult on proposals to improve transparency around local councils’ enforcement activity.

4.2.3 Raise councils and magistrates’ awareness of the range of sanctions available for littering and fly tipping offences, including alternatives to fixed penalties

We are clear that formal enforcement action against littering and other environmental offences should only be taken when it is proportionate and in the public interest to do so. Furthermore, enforcement activity should be combined with education, so that the alleged offender understands what they have done wrong and why enforcement action is being taken against them. Enforcement authorities therefore always have a degree of discretion about whether formal sanctions such as prosecution or a fixed penalty are appropriate in any particular case, and they may consider that other forms of sanctions or education may be more effective and appropriate in some cases.

In particular, we encourage enforcement authorities to examine their data on enforcement activity to identify patterns which may reveal opportunities to prevent, rather than deter offending (for example by identifying the source of particular litter problems, and providing appropriate receptacles or signage in hotspot areas).

The majority of littering offences are dealt with via fixed penalty notices (on the spot fines), which discharge the offender’s liability to prosecution for the offence. However, there is no obligation on councils to offer a fixed penalty notice if prosecution would be more appropriate (for example if the offender is violent or aggressive to the enforcement officer, or is a persistent offender). In 2013 just over 5,500 people were found guilty in the magistrates’ courts for littering offences, and the average fine imposed by the courts was just under £140.⁵⁰

Councils of course have discretion as to whether to take enforcement action in a particular case. As seen in the smoking-cessation case study on page 32, councils may wish to consider offering alternatives to enforcement action in order to change behaviour and reduce littering.

It is often recommended that those found guilty of littering or similar offences should be required to participate in litter-picking, and we recognise the obvious attraction of ‘making the punishment fit the crime’. However, as set out in chapter 3.2 above, we also want to encourage voluntary and community-led litter-picking activity.

Community Payback (previously ‘community service’) is the work carried out by offenders who have an Unpaid Work requirement as part of their community sentence. It can be offered by the courts as an alternative to a custodial sentence. Community Payback must benefit the local community, must not take paid work away from others and no-one must make a profit from the work. It must also be challenging and demanding, worthwhile and constructive. Offenders must be seen to be putting something back into the community. Typical Community Payback projects include clearing dense undergrowth, repairing and redecorating community centres and removing graffiti.

Get Community Payback

The “Get Community Payback” app was developed by Staffordshire and West Midlands (SWM) Probation Trust. Ownership of the app was transferred to the SWM Community Rehabilitation Company (CRC) in July 2014. This app enables local residents to alert the CRC to specific local environment quality problems. If the work required is suitable for offenders (according to criteria initially set out by the CRC), the CRC is then able to deploy offenders to deal with the problem, and the person who reported it receives an update when the work is done.⁵¹

The use of litter-picking as a sanction in itself must be handled with care, to avoid creating a perception that anyone seen litter-picking must be an offender serving a community sentence, which could deter law-abiding citizens from volunteering to take part in these activities. Community Payback is therefore best used in circumstances in which community volunteers are unlikely to be operating, including tackling issues on private land, or to address particularly persistent or large-scale problems.

Operation Fly-Swat in Lincolnshire

Operation Fly-Swat in Lincolnshire is a partnership between Boston Borough Council and HMP North Sea Camp. Prisoners volunteer to participate in the scheme, which sees them working in a supervised team to help clear fly-tipped waste. Those who wish to take part are assessed for suitability and receive appropriate training in handling waste and operating equipment in order to remove fly-tipped material from farmland and drainage channels. The prisoners, who are near the end of their sentences and are eligible for release, benefit from undertaking structured work, learning new skills and paying back to society. The manpower provided by the prisoners through the scheme has enabled the council to carry out work worth £350,000 for a cost of only £60,000.

In 2014, Defra worked with the independent Sentencing Council to develop new sentencing guidelines for certain environmental offences including fly-tipping, to tackle concerns raised by the Environment Agency and magistrates about how offenders were being sentenced for these offences.⁵² In consulting on the draft guidelines, the Sentencing Council acknowledged that “the levels of fines currently being given in the courts for environmental offences are not high enough and so neither reflect the seriousness of the offences committed nor have a sufficient deterrent effect on offenders”. It also expressed concerns about “inconsistency in fine levels for similar offences, committed by similar offenders, across the country”.

The Sentencing Council has recently carried out an initial assessment of how these guidelines are being implemented. This showed that in relation to organisations sentenced for these offences, the

guidelines appears to have had the effect anticipated, as some organisations have received higher fines since the guidelines came into effect. The Government will continue to provide information to the Sentencing Council as they monitor the impact of their guidelines.

Ministers consider that those responsible for fly-tipping should be punished by clearing it up. Community Rehabilitation Companies are responsible for assigning offenders who have been sentenced to carry out unpaid work as part of their community sentences to specific work assignments. Providers of unpaid work must ensure that there are mechanisms in place that give local communities a voice in the decision making process about what reparation work could be undertaken by offenders. Providers must ensure that Community Payback is able to benefit all sections of local communities. **We will explore opportunities to work with HM Prison and Probation Service to promote activities involving clearing litter and fly-tipped waste, in circumstances in which community volunteers are unlikely to be operating.**

The Judicial Office provides training to magistrates and their legal advisers. **Should the level of fixed penalty notices for littering and related offences be increased following the review described above (section 4.1.1), we will work with the Judicial Office to raise magistrates' and their legal advisers' awareness of the changes.**

⁴³ *Conservative Manifesto* 2015 <https://www.conservatives.com/manifesto> page 45

⁴⁴ 2006 prices uplifted to 2016 levels using Consumer Price Index (CPI).

⁴⁵ <https://consult.defra.gov.uk/environment/litter-penalties>

⁴⁶ <https://www.gov.uk/guidance/fly-tipping-council-responsibilities>

⁴⁷ <https://www.gov.uk/government/publications/anti-social-behaviour-crime-and-policing-bill-anti-social-behaviour>

⁴⁸ *Keep Britain Tidy* The Effectiveness of Enforcement on Behaviour Change: Fixed penalties from both sides of the line (2011); Chewing Gum Action Group Attitudes and Behaviour surveys (unpublished)

⁴⁹ *Keep Britain Tidy* The Effectiveness of Enforcement on Behaviour Change: Fixed penalties from both sides of the line (2011)

⁵⁰ Ministry of Justice figures, 2014

⁵¹ <https://data.gov.uk/sites/default/files/library/Get%20Community%20PayBack.pdf>

⁵² Consultation: https://www.sentencingcouncil.org.uk/wp-content/uploads/Environmental_Consultation_web_final.pdf and Environmental Offences Definitive Guidelines: (2014)

Litter in context – Fly-tipping

There are a number of reasons why fly-tipping occurs, including wanting to avoid the cost of proper waste disposal and the perceived limited availability of legal sites to dispose of material. Unlike littering, fly-tipping often also entails the deliberate transport of the waste to the place where it is dumped. Businesses caught fly-tipping have cited the reason for doing so as including lack of funds to pay legitimate waste disposal charges. Household waste recycling centres (HWRCs) are free for household waste but for other types of waste charges are made.

The Government has taken a number of measures in recent years to help tackle fly-tipping and other waste-crime, including:

- Introducing fixed penalty notices for small-scale fly-tipping offences (see 4.1.3 above)
- Introducing the power to seize vehicles used for fly-tipping
- Enhancing the Environment Agency's powers to deal with illegal activity at waste sites
- Planning a further consultation to strengthen the waste permitting regime and to reform the waste exemptions regime which can be used to hide waste crime
- Giving extra funding to the Environment Agency (around £30m over 6 years) to tackle waste crime and the causes of waste crime
- Developing new sentencing guidelines to provide tougher sentences for environmental crimes, including fly-tipping and other waste crimes
- Producing guidance for local authorities on their responsibilities where fly-tipping is concerned ⁵³
- Guidance from WRAP on managing bring sites properly to reduce the incidences of flytipping ⁵⁴
- Chairing and supporting the National Fly-Tipping Prevention Group (NFTPG)

National Fly-Tipping Prevention Group (NFTPG)

The NFTPG has been established for over 10 years and was formed to bring together regulators (both local authority and agency) and the Country Land and Business Association (CLA), National Trust, Countryside Alliance (CA), Federation of Small Business (FSB), Canal and Rivers Trust, Keep Britain Tidy and Chartered Institution of Wastes Management (CIWM), amongst others. NFTPG is national and includes representation from Scotland and Wales. There is support and knowledge exchange between all parties, including presenting of each other's reporting systems and enforcement policies, along with campaign successes and lessons learnt.

The NFTPG quickly highlighted that fly-tipping was not just a local authority issue but affected a large number of land owners of different types, such as Network Rail, water utility companies, Highways England and farmers. In June 2016, NFTPG produced a guide for landowners indicating what could be done to mitigate fly-tipping.⁵⁵

During 2013/14 a framework was developed, setting out a working partnership approach that local authorities and landowners can choose to follow and sign up to.⁵⁶

Defra also provided funding during 2013 to local authorities to run anti fly-tipping campaigns. Suffolk ran a successful campaign, working with CLA called "Tip-Off: Stop Fly-tipping in Suffolk" under which they established a partnership and looked at promoting HWRC sites for business use.⁵⁷

Swindon Borough Council ran a campaign called Swindon Community Waste Partnership engaging the local community by informing them about fly-tipping, what should happen to the material and encouraging businesses to use the correct facilities.⁵⁸

⁵³ <https://www.gov.uk/guidance/fly-tipping-council-responsibilities>

⁵⁴ <http://www.wrap.org.uk/sites/files/wrap/Littering-and-flytipping.pdf>

⁵⁵ http://www.tacklingflytipping.com/Documents/NFTPG-Files/Main_doc_landowner.pdf

⁵⁶ <http://www.tacklingflytipping.com/Documents/NFTPG-Files/20140410%20Fly-tipping%20framework%20FINAL.pdf>

⁵⁷ <http://www.tacklingflytipping.com/Documents/NFTPG-CaseStudies/D.pdf>

⁵⁸ <http://www.tacklingflytipping.com/Documents/NFTPG-CaseStudies/E.pdf>



5. Better cleaning and litter infrastructure

It is becoming increasingly important for councils and land-managers to maintain clean streets in order to attract a full range of businesses and customers to their area (see section 3.3 above). Just as litter can deter customers from spending time in an area, businesses can choose not to move to high streets and neighbourhoods if they are affected by litter and fly-tipping which will be off-putting to their customers.

The current situation is unacceptable. Our roads and highways are the gateways to our towns and cities, and yet verges, traffic islands, and roadside paths are often marred by unsightly litter. Local authorities will need to improve their own cleaning and work more effectively with neighbouring authorities and Highways England to keep such places consistently clean, as potential investors and customers' impressions of an area can be significantly harmed if they have to drive past accumulated rubbish on their routes into town.

By 2020, local authorities will be able to retain all business rates income. It is therefore also in their interests to ensure that the area is clean and attractive, in order to support a thriving local economy.

5.1 Create cleaner places

We know that people are more likely to drop litter if the environment is already littered: a clean environment helps to send a signal that dropping litter is not the socially acceptable in that area. Successive studies have found that 'litter breeds litter', and more recent research has even shown that the presence of larger, brighter pieces of litter, such as drinks, takeaway containers and plastic bags may be associated with the dropping of more litter than the presence of the same number of less-obvious items such as transport tickets, cellophane wrapping, foil wrapping, tissues or drinks-bottle caps.⁵⁹

5.1.1 Work with Highways England and others to tackle litter on the roadside, and address practical barriers to litter-picking along roads

Local councils are responsible for litter clearance on the majority of roads, including trunk roads within the strategic road network. Highways England is responsible for maintenance and litter clearance on motorways and a small number of trunk roads (the 'strategic road network'). Transport for London is similarly responsible for maintenance and litter clearance on a number of strategic routes in the London region.

Litter on the roadside can arise as a result of people deliberately dropping or throwing it from their vehicle, or from material accidentally (or negligently) falling from moving vehicles. A number of different authorities have responsibility for tackling and enforcing against this:

- Drivers and passengers that drop, put or throw food, coffee cups, fast food material or smoking material, nappies etc. out of their vehicle are committing littering offences. Enforcement against littering from vehicles is a matter for the relevant local authority within whose area the offence occurs. As set out in section 4.1.2 above, subject to Parliamentary approval, we intend to regulate to enable councils to serve a penalty charge notice (civil fine) on the keepers of vehicles from which litter is thrown.
- Material falling or coming out of a vehicle carrying waste is an escape of waste. Producers of waste also have a duty to ensure vehicles do not leave their site inappropriately covered or sealed. This can be enforced by local authorities or the Environment Agency under Section 34 of the Environment Protection Act 1990.⁶⁰
- Other objects falling from vehicles may be considered an insecure load.⁶¹ In 2013, the Highways Agency (now Highways England) reported over 22,000 road impact incidents in England caused by objects falling from vehicles.⁶² Incidents of this type would be attended by Highways England Traffic Officers or police. Enforcement would be dealt with by the Driver and Vehicle Standards Agency (DVSA). Waste materials which fall from a vehicle in this way could also be considered for prosecution (as an insecure load), depending on the situation.

The Code of Practice on Litter and Refuse sets out the standards that land managers are expected to be able to achieve in carrying out their duty to keep relevant land clear of litter and refuse, and to keep the highways clean. In setting out the expected standards for highways, it recognises that carrying out litter-picking beside high-speed roads poses particular challenges. Like all employers, those responsible for keeping land clear of litter owe a duty of care to their employees and are required to ensure that appropriate measures are put in place to protect their health and safety.

WISH 24 guidance

The requirements for health and safety working on highways are set out in Chapter 8 of the Traffic Signs Manual.⁶³ When taken alongside recent Department for Transport guidance Safety at Street Works and Road Works, this has meant that current working practices for roadside litter-picking and other environmental services (such as grass-cutting) have needed to be reviewed and updated.⁶⁴ Litter-picking alongside roads is deemed a ‘temporary situation’ in relation to traffic safety measures due to coning, speed restrictions and lane closures.

The Waste Industry Health and Safety (WISH) Forum is a body of waste and cleaning industry experts that have health and safety as their principal remit. WISH has produced more targeted guidance that addresses specific issues arising from litter-picking at the roadside, including grass cutting and other environmental services: the WISH 24 guidance note: “Safe cleansing on the highway – managing the risks associated with manual and mechanical cleansing”.⁶⁵

WISH 24 is aimed at those with responsibility for the design, specification, operation, management and monitoring of cleaning operations on the highway. Its primary focus is on traffic-related issues associated with manual and mechanical cleaning, including litter picking.

The Government is determined to take action to tackle roadside litter. We have established a working group on roadside litter, including representatives from local councils, Highways England, road users and others, to explore and understand the practical barriers to keeping all our roadsides clear of litter, and to help identify and promote best-practice in roadside litter prevention.

Highways England and the strategic road network

The country's strategic road network, comprising its motorways and certain trunk roads, acts as the gateways to our major urban areas. They create people's first impressions and help to cement their ongoing perceptions of our towns and cities.

Evidence to the Communities and Local Government Committee highlighted some of the difficulties experienced by some councils and Highways England in co-ordinating arrangements for litter clearance on a small number of trunk roads where Highways England is responsible for management and maintenance, but the local authority is responsible for removing litter.⁶⁶

Highways England's litter strategy sets out its vision of a "network predominantly free from litter without compromising safety and delivered affordably" through four key workstreams.⁶⁷

- Influence littering behaviour
- Improve operational delivery and asset maintenance
- Seek and respond to customer feedback
- Improve partnership working.

Since Highways England launched its litter strategy in 2014, it has been sharing best practice through Keep Britain Tidy's network and working with them to establish a national Litter Stakeholder Working Group. Highways England continues to extend the scope of its collaborative working arrangements by developing agreements with other key stakeholders, including local authorities and the freight and road haulage industry, supporting each other in reducing the need for litter picking on its network.

As set out in its 2016-17 Delivery Plan, Highways England is to launch a Litter Collaboration Pack which will help formalise working relationships and facilitate better co-ordination of litter clearing operations.⁶⁸

Tackling Litter Together

In December 2015, Highways England's Midlands region signed a partnership agreement with a number of local authorities in the Coventry and Warwickshire area, formalising their collaborative approach to tackling litter together. This has helped ensure safety standards are met. Working in partnership has delivered an additional 24 tonnes of litter collected from a number of trunk roads in the region. The aim is for all parties to share resources and equipment while supporting each other to improve the sweeping and cleaning of trunk roads across their counties and districts.

Highways England will continue to embed the stakeholder collaboration pack in its regions, to share as best practice and encourage effective partnership working in respect of litter clearance on the network.

It will also continue to support national anti-littering campaigns, including undertaking specific litter picking activities, and will use behavioural insights to develop a more sophisticated approach to encouraging road users not to drop litter; for example by improving signage.

We're Watching You (littering from vehicles)

We're Watching You was a poster intervention trial Highways England carried out in partnership with Keep Britain Tidy and Extra Motorway Services, aimed at reducing littering at Beaconsfield Motorway Service Area (MSA). Previous research has suggested that vehicle littering is more likely to occur when people are alone or out of sight from others.⁶⁹ This trial therefore aimed to test whether the 'watching eyes' approach that has been successful in deterring dog-fouling would also work in this context.⁷⁰

Forty posters, designed specifically to target drivers and vehicle litterers were fixed to lampposts across the car park, including at the entrance and exit. They were produced in a reflective material, allowing them to be visible under car headlights and other lighting. There were also a number of smaller, non-reflective versions placed inside the services building.

Observation during the trial found that littering often occurred once visitors had exited the services building (79%), and the greatest proportion of litterers (48%) were sat in a car rather than sat at tables or walking.

Waste composition analysis found the most frequently littered items were food packaging and utensils such as plastic forks (27%), followed by paper (17%) and tissues (15%). Almost half (49%) of the litter from this sample was from the two fast food restaurants at the site.

Overall, the 'We're Watching You' poster intervention was successful in reducing observed littering behaviour by 23%. Littering rates increased with group size, meaning the larger the group, the less effective the posters were. Overall, littering was observed most frequently in vehicle passengers, but the posters had a greater impact on the littering behaviour of drivers (a reduction of 25%).

Highways England has identified 25 priority litter hot spots on the Network and will ensure a lasting improvement in cleanliness in those areas. More generally, where a local authority is responsible for cleaning in the area, Highways England will work collaboratively to understand the barriers to effective cleaning and agree measures to address them.

Building on the recommendations made by the Office for Road and Rail in its first annual assessment of the performance of Highways England, we will continue to work closely with Highways England to identify opportunities for improvement in the cleaning of the Strategic Road Network.⁷¹

We will also consider how Highways England's Performance Specification can drive better litter cleaning, and will consider developing a revised litter cleaning KPI for the next Performance Specification period.

The Government will commission and publish an independent assessment of road cleanliness and publish cleanliness reviews by authority. We will then set a deadline for underperforming authorities to improve their performance within this Parliament.

We also propose to reallocate responsibility for managing relevant cleaning activities from any local authority that is not fulfilling its statutory duties on the road network. We will consider how to provide a mechanism to recover the cost of these activities from local authorities, and if needed, will put in place powers for the Secretary of State to make this transfer of responsibility and funding.

5.1.2 Support councils in collaborating to co-ordinate cleaning

The Campaign to Protect Rural England (CPRE) is currently taking forward a three-year project (began in 2016) to test and explore whether better collaboration at county level between all the organisations with statutory cleaning responsibilities can deliver improvements in litter clearance and public perceptions, as well as reduce costs.

CPRE is seeking to work in partnership with all the bodies with statutory cleaning responsibilities within one county in England to agree a county-wide action plan to improve litter clearance. The project will focus on identifying and coordinating all activities into an agreed joint framework, which it is hoped will allow cost efficiencies to be identified and anomalies resolved (e.g. responsibility for litter clearance on trunk roads).

CPRE will undertake baseline monitoring of both litter levels and public perceptions of statutory bodies in the project area and repeat this at key points throughout the project, as well as a full evaluation at its end. The project will conclude in 2019, and if successful, this model could be adopted by other counties at no direct cost.

5.1.3 Promote the use of reporting apps to help people report litter problems and enable speedy resolution

A number of English councils have begun to use digital technology to help improve the way that they tackle local environmental quality problems. The main GOV.uk website provides a form which enables any user to report a litter problem directly to the relevant council. Other councils have gone further, by partnering with apps such as “Love Clean Streets”, “Littergram” or “Find it Fix It Love It” to enable users to report incidents of litter or dog fouling (or other problems such as potholes or faulty street lighting etc.) directly to the relevant authority. The app logs the user’s location and automatically sends the report to the right body, along with a picture. The picture and location data enable the authority to send the right team and equipment to resolve the problem. When the problem is resolved, the report can be updated by the authority to show the user what action has been taken.

This approach may particularly help to resolve local environment quality problems in more deprived areas. Research has shown a clear correlation between higher deprivation scores and poor-quality local environments.⁷² Studies have also shown that “residents from more deprived communities displayed clear preferences to talk to each other about their concerns regarding local environmental quality and related antisocial behavioural issues, and this was not always in a productive way. Equally, people from less deprived communities appeared more inclined to report the issues they faced via official channels (with varying degrees of success).”⁷³

Data from apps like LoveCleanStreets can help us get a sense of the litter problems being reported to councils and support the development of a national baseline against which the impact of this Strategy can be measured. In line with our commitment to make better use of digital technology and existing data without placing new reporting burdens on local government, we are working with the developers of LoveCleanStreets to make use of this rich, open data source. Therefore the more people and councils that use these reporting apps, the more representative our data will be. As well as app data, we are making appropriate use of other surveys to ensure coverage and robustness of a national litter baseline.

Love Clean Streets

In Lewisham, where the Love Clean Streets app was launched, the council's response time for dealing with a reported environmental problem has reduced from 3 days to less than one day after a report is lodged, 70% of rubbish is removed within a day, and the clean-up rate has improved by 87%. The app has also delivered savings on reporting costs: online reporting costs the council just £1.10 compared to £5.10 for a phone complaint, as well as better allocation of resources and reduced demand. Love Clean Streets is available through the Government's G-Cloud Store, and has received interest from Jamaica, the United States and China.⁷⁴

5.1.4 Review and update the Code of Practice on Litter and Refuse

The statutory Code of Practice on Litter and Refuse describes the standards which councils and others are expected to be able to achieve in carrying out their legal duty to “keep their relevant land clear of litter and refuse” under the Environmental Protection Act 1990.

The Code was last updated in 2006, following the passage of the Clean Neighbourhoods and Environment Act. It describes four ‘grades’ from A to D; land managers must maintain their land so that it does not fall below a “B”, which means that it is “substantially free of litter and refuse”.

The Environmental Protection Act 1990 gives a person the right (under section 91) to take legal action to require a land manager to remove litter on their land where it falls below the acceptable standard set out in the Code for longer than the period specified. If the magistrates' court is satisfied that the duty body has not met its duty to keep the land “clear of litter and refuse”, it may require the land manager to clean it up.

We know that some parts of the Code now need updating to take account of the changed technological and economic environment in which land-managers now operate. We are also concerned that some of the standards described in the Code may need clarification or review, particularly in relation to land with ‘special circumstances’ (situations where issues of health and safety and reasonableness and practicability are dominant considerations when undertaking environmental maintenance work, such as the carriageway, verges and central reservations of motorways and trunk roads).

We will update the Code of Practice on Litter and Refuse, including clarifying the standards which we expect to apply to land with ‘special circumstances’.

By the end of this Parliament, we will also review the mechanism by which councils and other land-managers can be held to account for maintaining their land to the standards set out in the Code of Practice, considering a range of options to make it easier for citizens to hold land-managers to account for delivering their responsibilities.

5.2 Make it easy to dispose of litter

5.2.1 Help councils and others put the right bins in the right places

Research into littering behaviours has consistently found that many litterers - around one in four people, including a particularly large segment of young adults and one in six chewing-gum litterers - blame their behaviour on a (perceived or real) lack of bins.⁷⁵ Observational research has also confirmed that littering rates increase the further people are from a bin.⁷⁶ Other studies have found that about half of smokers would not walk more than 10 paces to use a bin, but also that many smokers did not notice bins that had been placed in convenient locations for their use.⁷⁷

Under section 5 of the Litter Act 1983, a litter authority in England and Wales may provide and may maintain litter bins in any street or public place. The Highways Act 1980 provides a similar power to install refuse or litter bins on streets. Once a bin has been installed, the authority has a duty to make arrangements for the regular emptying and cleaning of any litter bins that they provide or maintain. They also have the power to clean and empty litter bins provided in any street or public place. The emptying of litter bins must be sufficiently frequent to ensure that no such litter bin or its contents becomes a nuisance or gives reasonable grounds for complaint.

Smart Bins

Douglas Borough Council (Isle of Man) has deployed the “Enevo” technology in its litter bins around the Promenade and surrounding areas. The sensor-equipped litter bins have contributed to towards a 50% reduction in collections because the sensor removes the need for councils to check on a bin to see whether it needs emptying, and only needs to make a collection when the sensor reports that the bin is full. One of the two trucks that was previously deployed to empty the litter bins has now been redeployed on to other cleaning duties.

Councils must therefore balance the number and types of bins they provide with the cost of maintenance. Different styles of bin may be more appropriate to target the different types of litter that occur in different locations, including smoking-related litter. Around a third of people (35%) will be deterred from using a litter bin if it is dirty or damaged.⁷⁸ Moreover, if a bin is overfull, people cannot use it, and litter from the bin can start to fall and litter the streets. People may also be tempted to place their litter beside, rather than into, a bin which is full, dirty or damaged.

When considering the location and design of bins, councils and others must also take into account security considerations: litter bins may provide a concealment opportunity for an explosive device and have been used by terrorists in the past. Certain types of receptacles, such as those made of metal, concrete or plastic, pose a greater risk as they can add to blast fragmentation, which can cause serious injury and structural damage. In some places it is therefore important that litter bins should be of a type that would not contribute to fragmentation if an Improvised Explosive Device were to explode inside it, such as a clear plastic sack suspended from a frame.

Railway and coach stations can be hotspots for litter. The Department for Transport regulates security at some railway stations and has provided guidance on light-rail, bus and coach security which gives best practice advice on bin design and management from a security point of view.⁷⁹ Local authorities and transport services need to work closely together to optimise bin placement and design. **Working together we will develop or update as necessary guidance that balances security and bin placement issues to make it easier for travellers to dispose of their litter.**

Big Belly Bins

In England, Nottingham City Council and Bath and North East Somerset council pioneered the installation of bins across their cities with solar powered sensors which send a digital message direct to staff that the public bin is either full or nearly full. This solves the problem of over-flowing bins and can save up to 390 man hours a month. Other councils including Bradford, Chester, Coventry, Ealing, Islington, Leeds, Rugby and York are also using this technology.

Some councils have chosen to adopt innovative new technologies such as ‘smart bins’ to help clean up their communities while saving money for their local taxpayers. Others are using nudges to encourage people to use bins in order to raise money for local charities.

Bin it for Good

Rochford District Council piloted a scheme (developed by Keep Britain Tidy and supported by The Wrigley Company) encouraging people to use local bins by linking the amount of rubbish collected in bins with donations to three local charities. At the end of each month the amount of litter binned was weighed and compared to the weight of litter collected from the street – it resulted in over £1,300 in charitable donations and a reduction in the amount of litter on the ground by over 40%. Further trials in other areas deliver reductions in littering of between 30-50%. This “Bin it for Good” scheme is now being rolled out to four more locations in England.

We have established a working group to explore and identify best practice in ‘binrastructure’, cleaning, innovation and technology. A key output from that group will be new guidance to councils and Business Improvement Districts on the design, number and location of public litter bins and other items of street furniture designed to capture litter, to ensure they are optimising their street scene to minimise littering and fly-tipping. This guidance will include sections on the best practice in ‘binrastructure’ for different local environments and different types of litter, such as smoking-related litter.

5.2.2 Encourage councils to adopt waste management approaches that help to reduce littering and fly-tipping

The choices that councils make in relation to household and commercial waste management can have a significant impact on litter and fly-tipping in the area. For example, charging for services such as garden waste collection or for access to HWRCs may lead to an increase in local littering and fly-tipping. If waste is left out for collection for long periods of time, especially in plastic sacks rather than bins, it can inadvertently lead to an increase in litter. For example:

- sacks may be broken into by animals, leading to waste being scattered along the street;
- people may start to leave their litter amongst the waste awaiting collection, or even fly-tip larger objects alongside the waste;
- creating a perception that the street is already affected by litter and waste may lead to an increase in littering behaviour.

Issues can also arise when councils have more than one waste contract in operation in an area, for example separate contractors for street cleaning and household waste collection, or for maintenance of hard and green spaces. Unless there is a shared commitment between all contractors to working in partnership to ensure that litter and other waste is dealt with as soon as possible, this can serve to exacerbate the accumulation of litter, or to make it difficult to identify which team is responsible for addressing a specific problem.

Where more than one waste management contract exists in the same area, issues around responsibility boundaries could be addressed by making provision for each contractor to (in certain circumstances), act on the other's patch. This outcome-focussed approach could ensure that problems are quickly and consistently addressed, and that litter is not left to accumulate. Suitable cross-charging arrangements from one contractor to another in the event of such 'exceptional' actions could even create a financial incentive for all contractors to work together to avoid such problems arising.

Decisions made by other council departments such as planning and licensing can also affect litter patterns in an area, both in the short and long term. Flexibility in contractual arrangements can help ensure that litter-picking and collection arrangements can adapt to changes in land-use and foot-fall over time.

Unlike littering, fly-tipping is often driven by economic factors, including a desire to avoid the costs of waste disposal (see Litter in Context – Fly-tipping above).

We encourage councils to adopt a whole-business approach to tackling litter, and to consider ways to foster collaboration between contractors, waste management, street cleaning, planning and licensing teams to help ensure that impacts on litter are taken into account in decision-making.

5.2.3 Work with local councils, ports and the haulage industry to improve facilities for hauliers, fishing vessels and others to dispose of their litter and waste

Haulage drivers spend many hours living in their cabs, and a particular problem has been identified in England of a lack of suitable facilities for them to dispose of their litter and other waste. Litter is often dumped in laybys, including items such as bottles of urine, bags of human excrement, discarded magazines, drink cans, food packaging and tyres. This problem is compounded by the high cost to councils of maintaining and emptying bins in lay-bys across a wide geographical area. Research undertaken on vehicle litter in 2009 found that 67% of commercial drivers admitted to dropping litter in the week before the survey. There are 450,000 lorries or heavy goods vehicles (HGVs) on British roads each and every day, equating to 301,500 separate individuals from HGVs alone admitting to littering on our roads each week.⁸⁰

Keep Your Cab Fab!

In North West Leicestershire a campaign was designed, based on research with the haulage industry, to reduce the amount of litter dumped in the district's lay-bys. The research had found that many hauliers were unaware of any specific rules or regulations set out in their work contract regarding vehicle littering, and none of the interviewees had ever been caught or reported for littering out of their vehicles. A partnership between haulage firm Pall-Ex and the council led to the creation of a 'charter' setting out the campaign's objectives and urging local businesses to encourage their drivers to 'keep their cabs fab'. Pall-Ex provided 'cab-packs' to all its drivers including a small bin, bin-bags and hand-sanitizer, as well as information on waste disposal and recycling. Pall-Ex also helped to encourage other businesses in the area to follow its lead, including United Biscuits, McVities and KP. The campaign went on to win two Keep Britain Tidy awards in 2014.

We recognise that this approach works well with drivers from the UK, but that it may be more difficult to reach foreign hauliers. **We will seek to work with local councils, ports and the haulage industry to understand the particular issues drivers face in disposing of waste along their journeys, and to identify options to improve facilities for, and communications about, proper waste disposal by UK and overseas hauliers.**

Where practical we will work with neighbouring countries to align our approach with international approaches. By doing so we aim to increase consistency across Europe and beyond, and help visitors to understand and comply with UK systems. Our approach will be informed by various programmes of work we are conducting through the OSPAR (Oslo and Paris Conventions for the protection of the marine environment of the North-East Atlantic) Regional Action Plan on marine litter. This plan includes actions to develop best practice in the fishing industry to reduce mis-management of waste, and to contribute to a review of current requirements regarding the provision of port reception facilities, across the UK and neighbouring countries.

5.3 Focus on what works

Councils and others spend hundreds of millions of pounds per year on tackling litter, and we want to help them choose the most cost-effective combination of approaches to tackle the particular litter problems facing their communities. That means that we need to make continuous improvements in our understanding of 'what works'. We need to try out and evaluate new ways of doing things, and we also need to test and refine existing approaches. Even where we do know for sure that certain approaches do work in a particular context, we still need to consider whether they are cost-effective or practical for widespread or long-term implementation.

5.3.1 Spread best-practice in street cleaning and reducing littering, including learning from international experience

Until relatively recently, there was little quantitative evaluation by councils and land-managers of the effectiveness of different ways to prevent and deter littering. Projects were often deemed 'successful' or not based on the extent of their coverage in local media, or (drawing on techniques for measuring the effectiveness of advertising campaigns) whether people recalled the campaign messages, rather than by reference to any change in behaviour or the amount of litter dropped. This has made it difficult to identify best practice, and to effectively test and promote innovative new approaches.

In July 2016, Hubbub launched a new website at <http://neatstreets.co> which enables organisations from around the world to share information about their activities. The site is ‘open source’ and encourages contributors to submit information about their anti-litter activities, and is designed to aid councils and businesses that are looking for solutions in their fight to tackle litter. Entries on the new site include information about the cost of implementing the approach, as well as advice on what was learned from the initial trials.

Similarly, the Centre for Social Innovation develops, tests and scales innovation to prevent litter, reduce waste and improve local places.

Professional membership networks, such as those run by the Chartered Institution for Wastes Management and Keep Britain Tidy also enable practitioners to share and develop good practice and receive regular updates on developments within the sector.

Centre for Social Innovation

Keep Britain Tidy’s Centre for Social Innovation has won a number of awards and accolades including: 2015 Nudge Award, Guardian Best Ads of 2015, 2015 Local Government Chronicle Award High Commendation and the 2016 Charity Award in the Environment and Conservation Category.

The Centre for Social Innovation develops tools and guidance based on the findings of its work which can be used by local authorities, land managers and others to replicate innovations in their local areas. Published reports and findings from the Centre for Social Innovation are available online at www.innovate.keepbritaintidy.org

We would encourage all councils to use and contribute to these resources, to help test new innovations and extend the implementation of best-practice.

5.3.2 Encourage the use of behavioural insights to develop and test new ways reduce littering, such as nudge techniques and innovative bin designs

Behavioural science aims to work with, rather than against, the way humans tend to make decisions about how to behave. The Behavioural Insight Team established by the Cabinet Office recommends making the desired behaviour ‘Easy’, ‘Attractive’, ‘Social’ and ‘Timely’. In relation to littering, this may mean ensuring that bins are available, clean and easy to find/use when needed; or that packaging is designed so that when it has been used it stays in one piece, doesn’t leak mess and is simple to recycle or dispose of (or to retain until a bin is available).

“Nudge theory” is a concept in behavioural science and economics which argues that positive reinforcement or indirect suggestions can influence people’s decision-making at least as effectively – if not more effectively – than direct instruction, legislation, or enforcement. The authors of “Nudge” defined a nudge as “any aspect of the [context in which choices are made] that alters people’s behaviour in a predictable way without forbidding any options or significantly changing their economic incentives. To count as a mere nudge, the intervention must be easy and cheap to avoid. Nudges are not mandates. Putting fruit at eye level counts as a nudge. Banning junk food does not.”⁸¹ A number of nudge-type interventions have been trialled internationally and proven effective at reducing littering.

We're Watching You (dog fouling)

Interventions based on the theory that people behave better when they think they are being watched have been successful in encouraging socially desirable behaviours in other contexts, such as encouraging people to pay into an honesty box and preventing bicycle theft. Keep Britain Tidy combined this insight with their own research which showed that dog-fouling offences tended to take place at night-time or in areas that are not overlooked, such as alleyways. Incidents also tend to increase in the winter under the cover of darkness. They designed posters with glow-in-the-dark images of eyes combined with different messages encouraging people to clean up after their dog, or report fouling to the council. The posters were tested in dog-fouling 'hotspots' in 120 target sites and dog-fouling incidents were monitored in the surrounding areas. All versions of the posters were found to be effective and delivered an average reduction of 46% in fouling.

The "We're watching you" campaign has since won a Nudge Award, and a Charity Award, and has been rolled out to more than 115 areas across England. It is also now self-funding as land-managers purchase campaign 'packs' from Keep Britain Tidy.

Nudge-type interventions are often small changes that are relatively cheap to implement, compared to traditional behaviour-change tools like large-scale campaigns or enforcement. For example, there is no difference in cost between using positive social norm messages (e.g. "be part of a clean community") rather than negative instructions (e.g. "don't drop litter"), yet nudge theory suggests that positive messages should be more effective.

Love Your Forest

Hubbub recently launched the "Love Your Forest" campaign in the Forest of Dean, to test in a rural location some of the ideas originally developed as part of its 2015 "Neat Streets" project. The project was supported by Lucozade Ribena Suntory (whose head office is in the Forest of Dean), and was delivered from May – September 2016 in partnership with the Forest of Dean Council and the Forestry Commission. Building on the findings of the "Neat Streets" project, the Love Your Forest campaign was based on the theory that eye-catching, simple interventions are the most effective in engaging people's attention and making it fun to do the right thing. It aimed to target "playful" messaging at specific groups, and to use social media (including interesting visuals and videos) to inspire change and raise awareness of the issue to a broader audience. It also aimed to get everybody in the local community involved; the local authority, waste contractors, shops, pubs, businesses and local people.

The project was monitored through quantitative and qualitative pre- and post-intervention data, collected in conjunction with the Forest of Dean District Council and local volunteers. If successful, Hubbub will make the results available to enable other councils to run similar projects in their own areas.

We are keen to see further innovation and testing in this area, and to see successful interventions being shared via best-practice networks (section 5.3.1 above) and implemented more widely.

To support councils and communities in the development and evaluation of innovative approaches to tackling litter under this and section 5.3.1 above, we intend to launch a new Litter Innovation Fund later in 2017.

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- ⁵⁹ Keep Britain Tidy Beacons of Litter (2015) <http://innovate.keepbritaintidy.org/beacons-of-litter/2761/2/14/1944/152>
- ⁶⁰ The Environment Agency has a range of powers which target different activities in the waste management chain, and works with partner organisations (including the police, the Vehicle and Operator Services Agency (VOSA), HMRC and local authorities) to ensure that waste is treated and disposed of safely. It focuses its efforts where there is significant risk to the environment or public health, and takes enforcement action where it is in the public interest to do so.
- ⁶¹ Road Vehicles (Construction & Use) Regulations 1986, Regulation 100(2) and Section 42 of The Road Traffic Act 1988
- ⁶² <https://www.gov.uk/government/publications/load-securing-vehicle-operator-guidance/load-securing-vehicle-operator-guidance>
- ⁶³ Department for Transport/Highways Agency Traffic Signs Manual – Chapter 8 Traffic safety Measures and Signs for Road Works and Temporary Situations
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/203669/traffic-signs-manual-chapter-08-part-01.pdf
- ⁶⁴ Department for Transport *Safety at Street Works and Road Works A Code of Practice*
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/321056/safety-at-streetworks.pdf
- ⁶⁵ http://www.wishforum.org.uk/web/FILES/WISH/WISH_WASTE_24_Highway_cleansing_2015.pdf
- ⁶⁶ Communities and Local Government Select Committee *Litter and Fly-Tipping in England* (2015)
<http://www.parliament.uk/business/committees/committees-a-z/commons-select/communities-and-local-government-committee/inquiries/parliament-2010/litter/>
- ⁶⁷ <https://www.gov.uk/government/publications/highways-agency-litter-strategy>
- ⁶⁸ <https://www.gov.uk/government/publications/highways-england-delivery-plan-2016-to-2017>
- ⁶⁹ Keep Britain Tidy, *Vehicle Littering Report* (2009)
- ⁷⁰ Keep Britain Tidy, *Keeping an eye on it: A social experiment to combat dog fouling* (2014) http://www.keepbritaintidy.org/Documents/Files/KBT%20Network/11.%20Keeping%20an%20eye%20on%20it_Final%20report.pdf
- ⁷¹ <http://orr.gov.uk/publications/reports/highways-monitor-annual-assessment-of-highways-englands-performance>
- ⁷² Keep Britain Tidy *How clean is England? The Local Environment Quality Survey of England 2014-15*
<http://howcleanisengland.keepbritaintidy.org/>
- ⁷³ Keep Britain Tidy *Breaking Barriers: How to get people involved in their community* (2013)
<http://innovate.keepbritaintidy.org/breaking-barriers/2667/2/14/1944/152>
- ⁷⁴ <https://data.gov.uk/library/love-clean-streets>
- ⁷⁵ Keep Britain Tidy *People who litter* (2009) and *Teenage Dirtbag* (2004)
- ⁷⁶ Keep Britain Tidy, *Littering and Recycling in St James's Park and Green Park*, (2015) (unpublished); Keep Britain Tidy, *Neat Streets evaluation – baseline and interim reports*, (2015) (unpublished); Community Change Pty Ltd., *Littering Behaviour Study III: Measuring Environmentally Desirable Change in Australia*, 2001.
- ⁷⁷ Rath J, Rubenstein R, Curry L, Sharp S and Cartwright J *Cigarette litter: smokers' attitudes and behaviours'*, (2012) *Int. J. Environ. Res. Public Health*, 9: 2189-2203; Smith E and Novotny T *Whose butt is it? Tobacco industry research about cigarette smokers and stub waste*, *Tobacco Control*, 20 (Suppl.1): 2-9 (2011)
- ⁷⁸ Keep Britain Tidy *The Word on Our Street* (2012)
- ⁷⁹ <https://www.gov.uk/government/publications/light-rail-security-recommended-best-practice> and https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/3261/bus-coach-guidance.pdf
- ⁸⁰ Keep Britain Tidy *Vehicle Litter Research Report* (2009)
- ⁸¹ Thaler and Sunstein *Nudge: Improving decisions about health, wealth, and happiness* (2009)



6. Taking up responsibility

	What	Who	When
Measuring litter			
1	Develop a baseline and an affordable, impartial, statistically robust and proportionate methodology for assessing and monitoring the extent of litter in England.	Working Group on Data & Monitoring (for details, see Chapter 8 below)	Spring 2017
Education and Awareness			
2	Deliver a world class national anti-littering campaign	Working Group on National Campaigns (for details, see Chapter 8 below)	Launch in 2017/18
3	Review existing teaching materials, make sure that they meet teachers' needs and are easily accessible to them. We will also seek to link any new teaching materials to the proposed national communications campaign, to ensure that young people receive consistent messages about litter.	Defra, campaigning organisations, providers of teaching resources etc.	By 2020
4	Work with the National Citizen Service, the Scouts Association, and other organisations that work with teenagers and young adults, to discourage littering and raise awareness of the environmental and economic costs of dropping litter.	Defra, Scouts Association, National Citizen Service, campaigning organisations etc.	By 2020
5	Continue to support and endorse national clean-up days such as the Great British Spring Clean, and the Great British Beach Clean, and to use central Government's influence to encourage participation and support by as many people and businesses as possible.	Defra, DCLG, Keep Britain Tidy, Marine Conservation Society, corporate and other supporters	Ongoing

Engage local communities			
6	Explore the barriers to engaging and involving citizens in tackling litter and improving local places, and to recommend steps to address them.	Working Group on Community Engagement (for details, see Chapter 8 below)	Programme of actions to be agreed mid 2017
7	Ensure that participation in The Great British Spring Clean and other organised litter-picking activity is formally recognised in progress towards existing qualifications/awards or badges by the National Citizen Service and the Scouts Association	Defra, Cabinet Office, Keep Britain Tidy, National Citizen Service, Scouts Association, Girlguiding etc.	From 2017
8	Explore further how best to acknowledge and recognise the voluntary contributions made by individuals to tackling litter.	Defra	2019
9	Support and encourage councils and other land-managers to aspire to achieve the highest standards of local environment quality, and to apply for these awards to ensure that their efforts are recognised.	Defra, DCLG, Keep Britain Tidy, CIWM etc.	Ongoing
10	Encourage all businesses to work in partnership with their local communities to help tackle littering near their premises and create clean, welcoming public spaces which are attractive to customers and staff.	Defra, DCLG	Ongoing
Making a compelling business case			
11	Explore different voluntary and/or regulatory options and measures to improve recycling and reuse of packaging, and to reduce the incidence of commonly littered items.	Working Group on Voluntary and Economic Incentives to Reduce Litter (for details, see Chapter 8 below)	2017
12	Develop a suitable voluntary Code on placing anti-litter messaging on packaging and at point of sale, and promote this online, through social media and PR.	Foodservice Packaging Association, working with packaging converters, importers, distributors and retailers/caterers	June 2017
13	Consider the role packaging could play in reducing litter and littering behaviour	Advisory Committee on Packaging	2017
14	Promote the FPA's voluntary Code of Practice and the Sustainable Packaging Checklist, and encourage their adoption by manufacturers and retailers of other types of packaging	Defra, Foodservice Packaging Association, INCPEN, Food & Drink Federation etc.	Ongoing from mid 2017

15	Continue to seek ways to increase the reach of Chewing Gum Action Group's work.	Chewing Gum Action Group (for details, see Chapter 8 below)	Ongoing
16	Publish research on best practice in removing gum	Chewing Gum Action Group	2017
17	Review and update guidance on <i>"Reducing litter caused by 'food on the go': A voluntary code of practice for local partnerships"</i>	Defra, working with producers, packagers and retailers of food-on-the-go	2018-2019
Improving enforcement			
18	Review the case for increasing the fixed penalties for littering	Defra	2017/18
19	Lay Regulations which allow English councils to fine the keeper of a vehicle from which litter is thrown.	Defra	2017/18
20	Continue to work with stakeholders to deal with fly-tipping and ensure that the right enforcement tools are available to local authorities to tackle the issue.	Defra and the National Fly-Tipping Prevention Group (for details, see Chapter 8 below)	Ongoing
21	Promote the use of Community Protection Notices to deal with businesses or individuals whose behaviour is having a detrimental effect on the quality of life of those in the locality.	Home Office	Ongoing
22	Publish improved guidance to promote proportionate and responsible enforcement.	Defra, Working Group on Enforcement (for details, see Chapter 8 below)	2017
23	Promote transparency and accurate reporting of enforcement action against littering	Defra, Department for Communities and Local Government	Ongoing
24	Raise councils and magistrates' awareness of the range of sanctions available for littering and fly tipping offences, including alternatives to fixed penalties	Defra, Ministry of Justice, HM Prison and Probation Service, Judicial Office	Ongoing

Better cleaning and litter infrastructure			
25	Identify opportunities for improvement in the cleaning of the Strategic Road Network.	Defra, Department for Transport, Highways England, Department for Communities and Local Government	Ongoing
26	Put in place measures to deliver a lasting improvement in cleanliness at 25 priority litter hotspots on the Strategic Road Network	Highways England, in collaboration with local authorities as required	2017
27	Commission and publish an independent assessment of road cleanliness	Defra, Department for Transport, Department for Communities and Local Government	2017/18
28	Reallocate responsibility for managing relevant cleaning activities from any local authority that is not fulfilling its statutory duties on the road network, and consider how to provide a mechanism to recover the cost of these activities from local authorities. (If needed, put in place powers for the Secretary of State to make this transfer of responsibility and funding.)	Government	2019
29	Explore and identify means to address the practical barriers to keeping our roadsides clear of litter, including issues relating to both cleaning and litter-prevention	Working Group on Roadside Litter (for details, see Chapter 8 below)	Programme of actions to be agreed mid 2017
30	Support councils in collaborating to co-ordinate cleaning	CPRE	Ongoing
31	Review the Code of Practice on Litter and Refuse, and update it as necessary, including clarifying the standards which we expect to apply to land with 'special circumstances'	Defra, Department for Transport, Highways England, Department for Communities and Local Government, working with others as necessary	2017
32	Produce guidance on "binrastructure" (the design, number and location of public litter bins and other items of street furniture designed to capture litter)	Working Group on Infrastructure" and 'what works' (for details, see Chapter 8 below)	2019
33	Encourage councils to adopt a whole-business approach to tackling litter, and to consider ways to foster collaboration between contractors, waste management, street cleaning, planning and licensing teams to help ensure that impacts on litter are taken into account in decision-making	Defra, Department for Communities and Local Government, local councils, Keep Britain Tidy, Clean-up Britain, CIWM	Ongoing

34	Work with local councils, ports and the haulage industry to understand the particular issues drivers face in disposing of waste along their journeys, and to identify options to improve facilities for, and communications about, proper waste disposal by UK and overseas hauliers.	Defra, Department for Transport, British Ports Association, Highways England, UK Border Agency and others	2019
35	Spread best-practice in street cleaning and reducing littering, including learning from international experience and implementation/evaluation of innovative new approaches	Keep Britain Tidy, Hubbub	Ongoing
36	Launch new Litter Innovation Fund	Defra	2017

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8. Litter Strategy Advisory and Working Group Members

Litter Strategy Advisory Group

British Plastics Federation
British Retail Consortium
Campaign to Protect Rural England
Chartered Institution of Wastes Management (CIWM)
Clean Up Britain
Connect Plus
Foodservice Packaging Association
Highways England
Hubbub
Industry Council for Research on Packaging and the Environment
Keep Britain Tidy
Local Government Association
London Councils
London Borough of Barnet
Marine Conservation Society
McDonald's Restaurants
The Wrigley Company
Veolia

National Campaign working group

Behavioural Science Group (Warwick University)
Campaign to Protect Rural England
Clean Up Britain
Coca Cola European Partners
Hubbub
Keep Britain Tidy
Lucozade Ribena Suntory
Marine Conservation Society
Surfers Against Sewage
Thames21
WRAP (Waste & Resources Action Programme)

Community Engagement working group

Behavioural Science Group at Warwick University
Clean Up Britain
CleanupUK
Greggs
Keep Britain Tidy
Marine Conservation Society
Surfers Against Sewage
Thames21

Roadside Litter working group

Campaign to Protect Rural England
Chartered Institution of Wastes Management (CIWM)
Connect Plus
Driver & Vehicle Standards Agency
Evergreen Extra
Health & Safety Executive
Highways England
Keep Britain Tidy
London Councils
North West Leicestershire Council
Road Haulage Association

Enforcement working group

3GS
Campaign to Protect Rural England
Doncaster Council
Keep Britain Tidy
Kingdom Ltd
Local Government Association
National Police Chiefs' Council

Infrastructure/ 'what works' working group

Association of Public Service Excellence;
Association of Town and City Management (ATCM)
Chartered Institution of Wastes Management (CIWM)
East Riding of Yorkshire Council
Keep Britain Tidy
Local Government Association
London Borough of Barnet
London Borough of Bexley
Marine Conservation Society
Southend-on-Sea Borough Council
Veolia

Data and Monitoring working group

Association for Public Service Excellence
Bbits
Campaign to Protect Rural England
Chartered Institution of Wastes Management (CIWM)
Industry Council for Research on Packaging and the Environment
Keep Britain Tidy
Local Authority Recycling Advisory Committee (via Kent Resource Partnerships)
Littergram
Local Government Association
Marine Conservation Society
Wandsworth Borough Council

Voluntary and Economic incentives working group

Cambridge Institute for Sustainability Leadership
Campaign to Protect Rural England
Coca-Cola European Partners
Defra
Environmental Services Association
Local Authority Recycling Advisory Committee
Policy Exchange
Tesco PLC
Warwick Business School
WRAP (Waste & Resources Action Programme)

Chewing Gum Action Group

Defra
The Wrigley Company
Perfetti van Melle
Keep Britain Tidy
Chartered Institution of Wastes Management (CIWM)
Food and Drink Federation
Local Government Association
Welsh Assembly Government
Scottish Government
Keep Wales Tidy
Zero Waste Scotland

National Fly-Tipping Prevention Group

Campaign to Protect Rural England
Canal and River Trust
Chartered Institution of Wastes Management
Country Land and Business Association
Countryside Alliance
Defra
Environment Agency
Energy Networks Association
Environmental Services Association
Department of the Environment (Northern Ireland)
Federation of Small Businesses
Fly-Tipping Action Wales
Highways England
Keep Scotland Beautiful
Keep Britain Tidy
Local Government Association
National Farmers' Union
Network Rail
National Trust
Water UK
Welsh Assembly Government
WRAP
Zero Waste Scotland
National Rural Crime Network

