



Department
for Environment
Food & Rural Affairs



Ministry of Housing,
Communities &
Local Government



Department
for Transport

Litter Strategy for England:

First annual report (2017-2018)

July 2018



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Foreword by Thérèse Coffey MP

Parliamentary Under Secretary of State for the Environment



I am pleased to present this report on the first year of implementation of our Litter Strategy. Litter is lousy and unpleasant. Littering behaviour is lazy and irresponsible. It has been suggested that 80% of the litter in the seas and oceans comes from litter dropped on land. That is why our Litter Strategy sets out our intention to clean up the country and deliver a substantial reduction in litter and littering within a generation. We said we would do this by applying best practice in ‘education’, enforcement and “binrastructure” in order to change people’s behaviour and make littering entirely socially unacceptable.

We have already fulfilled some commitments, initially focussing on implementing improved enforcement powers for councils and others responsible for keeping land clear of litter and refuse.

We have increased the maximum fixed penalty for littering and given councils in England new powers to tackle littering from vehicles. Those changes came into force in April 2018. It is for councils now to use these powers and some are already taking advantage of them.

The Litter Innovation Fund, launched in August 2017, has kick-started a programme of research projects to support councils and communities in finding innovative approaches to tackling litter. The Fund has already awarded over £120,000 to test and evaluate a range of projects including interventions to tackle littering associated with the night-time economy, roadside littering, dog mess on sports fields and plastic litter in the River Thames.

This coming year, the launch of the new national anti-litter campaign and increasing the standards of cleaning, particularly along our roads, will be my main focus.

A handwritten signature in blue ink that reads "T. Coffey". The signature is written in a cursive style and is enclosed within a thin blue rectangular border.

Foreword by Rishi Sunak MP

**Parliamentary Under Secretary of State
(Minister for Local Government)**



Keeping our streets clean of litter costs local authorities hundreds of millions of pounds each year. This diverts money away from essential local services and imposes unnecessary costs on taxpayers while making our cities, towns and countryside less pleasant places to live.

Since the publication of the first national Litter Strategy for England one year ago, we have made great strides towards addressing this avoidable blight on our communities and transforming our culture into one where it is no longer acceptable to drop litter.

In the past year, the Government has introduced a series of measures to clean up the country and curb littering behaviour. The Ministry of Housing, Communities and Local Government (MHCLG), for example, has worked closely with the Department for Environment, Food and Rural Affairs (Defra) in administering the Litter Innovation Fund, a £450,000 programme designed to reduce litter by funding innovative solutions to this issue. I am excited to see what these projects can tell us about curbing litter nationwide and tackling a variety of types of litter.

The past year has also seen the Government introduce strengthened enforcement powers for councils to penalise littering behaviour. From increasing the fixed penalties for littering to introducing new powers to enable councils to issue civil penalties to the keepers of vehicles from which litter is thrown, councils are now empowered with more effective ways of combatting litter than ever before. When combined with the designing of a new national anti-littering campaign, I am assured this will send the message that littering is unacceptable and help us realise our goal of a litter-free society.

I am proud of the steps we have taken towards delivering on the commitments we made in the Litter Strategy one year ago. I would like to thank all of our partners in this campaign, not just in Westminster and the private sector, but across England. The passion exhibited by individuals across the country who have taken the initiative to organise litter picks and help clean up their communities has been truly inspiring. I look forward to another year of working together to find innovative ways of tackling litter and leaving a lasting legacy for future generations.

A handwritten signature in blue ink that reads "Rishi Sunak".

Foreword by Jesse Norman MP

Parliamentary Under Secretary of State for Transport



This report covers the first year of implementation of the Litter Strategy for England, and underlines the Government's commitment to reducing roadside litter, which is ugly, environmentally hazardous and expensive to clean up.

The law is clear: it is the duty of the relevant authority to ensure that, so far as practicable, the land or highway for which it is responsible is kept clear of litter and refuse, and highways and roads are kept clean.

The Department for Transport and Highways England continue to work closely together to reduce the amount of litter on the side of motorways and trunk roads, and good progress has been made so far. The approach so far has been to target the 25 litter hotspots identified in the Litter Strategy for England.

Litter is an avoidable issue. It is costly to deal with it by clearing up the roadside. Far better to explore innovative tools and techniques to prevent littering in the first place.

This Government is doing both these things. We are committed to continue to target the issue of litter on our road network, combining prevention with cure in order to make our roads clean and safe places to work and travel.

A handwritten signature in black ink that reads "Jesse Norman". The signature is written in a cursive, flowing style.

Executive summary

The first ever Litter Strategy for England in April 2017 set out 36 commitments and actions to contribute to our aim to clean up the country and deliver a substantial reduction in litter and littering within a generation. This is the first annual report which sets out our progress against these commitments, identifies what actions we will take forward in the next year and offers case studies from members of the Litter Strategy Advisory Group.

Of the 36 actions outlined below, four have been completed, twenty one are in progress, eight are behind the original schedule and three have yet to start. The main focus so far has been on regulating for the new powers and penalties for councils, the launch of the Litter Innovation Fund, and development of a new approach to measuring litter. We have also been taking forward work to assess the extent of litter on trunk roads, although the poor weather in Q1 2018 delayed the collection and assessment of this data. Highways England has also organised the removal of over 10000 bags of litter from the 25 litter hotspots, and increased its engagement with councils on the timing of maintenance and giving access to make it easier to plan for and safer to remove litter. Information on actions taken so far are detailed in the following chapters, which reflect the structure of the Litter Strategy.

Activity this next year will include a consultation on a deposit return scheme for single use drinks containers, the second round of the Innovation Fund, a new national anti-littering campaign and further work with councils and civic society.

Commitments and progress

Commitment		Status and target date
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.	Complete (p10)
Education and awareness		
2.	Deliver a world class national anti-littering campaign.	Launch in 2018 – in progress (p12)
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 communication campaign, to ensure that young people receive consistent messages about litter.	By 2020 – not started
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	By 2020 – in progress
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.	Ongoing – in progress (p12)
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.	Recommendations due Summer 2017 - In progress, expected during 2018-19 (p14)

Commitment		Status and target date
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	Ongoing – in progress
8.	Explore further how best to acknowledge and recognise the voluntary contributions made by individuals to tackling litter.	2019 – in progress
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.	Ongoing – in progress
Make a compelling business case		
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.	Ongoing – in progress
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.	2017 – ongoing (p16)
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.	June 2017 – in progress (p17)
13.	Consider the role packaging could play in reducing litter and littering behaviour	2017 – in progress (p17)
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	Ongoing from mid-2017

Commitment		Status and target date
15.	Continue to seek ways to increase the reach of Chewing Gum Action Group's work.	Ongoing – in progress (p18)
16.	Publish research on best practice in removing gum	Summer 2017 - In progress (p18)
17.	Review and update guidance on “Reducing litter caused by ‘food on the go’: A voluntary code of practice for local partnerships”	2018-2019 – not started
Improving Enforcement		
18.	Review the case for increasing the fixed penalties for littering	Complete (p20)
19.	Lay Regulations which allow English councils to fine the keeper of a vehicle from which litter is thrown.	Complete (p20)
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.	Ongoing – in progress (p21)
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.	Ongoing – in progress (p22)
22.	Publish improved guidance to promote proportionate and responsible enforcement.	2017 – in progress, expected end 2018 (p22)
23.	Promote transparency and accurate reporting of enforcement action against littering	Ongoing – in progress (p23)
24.	Raise councils and magistrates' awareness of the range of sanctions available for littering and fly tipping offences, including alternatives to fixed penalties	Ongoing – in progress (p23)

Commitment		Status and target date
Better cleaning and litter infrastructure		
25.	Identify opportunities for improvement in the cleaning of the Strategic Road Network.	Ongoing – in progress (p25)
26.	Put in place measures to deliver a lasting improvement in cleanliness at 25 priority litter hotspots on the Strategic Road Network	2017 and ongoing – in progress (p25)
27.	Commission and publish an independent assessment of road cleanliness	2017/18 – in progress (p25)
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.)	2019 – not started
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	Recommendations due Summer 2017 - In progress (deferred) (p27)
30.	Support councils in collaborating to co-ordinate cleaning	Ongoing – in progress (p27)
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'	2017 – in progress (deferred) (p28)
32.	Produce guidance on “binrastructure” (the design, number and location of public litter bins and other items of street furniture designed to capture litter)	2019 – in progress

Commitment		Status and target date
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	Ongoing – in progress
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.	2019 – in progress
35.	Spread best-practice in street cleaning and reducing littering, including learning from international experience and implementation / evaluation of innovative new approaches	Ongoing – in progress
36.	Launch new Litter Innovation Fund	Complete (p31)

Chapter 1 – Measuring litter

Commitment 1. Develop a baseline and an affordable, impartial, statistically robust and proportionate methodology for assessing and monitoring the extent of litter in England.

On 12th February 2017, Defra published a new ‘dashboard’ of indicators relating to litter in England from 2016 through to 2017.¹

This dashboard approach helps us understand how litter affects England in a way that is impartial, affordable and statistically reliable. The dashboard is not a single, definitive measure of litter. Instead, it looks at litter from five different angles, which should be viewed as a group:

- litter on the ground (including beach litter);
- public perception of litter;
- cleanliness of public places;
- involvement of the public in doing something about litter; and
- the cost to the public purse of keeping the streets clean.

The indicators were chosen by the Litter Strategy’s Working Group for Data and Monitoring. The data in the dashboard includes citizen-science data from a smartphone app recording litter incidents, and data from the Great British Spring Clean and the Great British Beach Clean.

¹ <https://www.gov.uk/government/publications/litter-and-littering-in-england-2016-to-2017/litter-and-littering-in-england-2016-to-2017>

Litter incidents reported in apps



11,900 incidents

Great British Spring Clean



303,000 volunteers

Great British Beach Clean
(and supplementary beach surveys)



744 items of litter per 100 metres of beach

Places meeting the acceptable standard for litter



88%

Percentage of people perceiving litter as a problem



30%

Cost of keeping the streets clean per household



£29

The Dashboard is expected to be updated annually, and changes in the numbers over time will help inform policy development and assess progress towards our goal of achieving a substantial reduction in litter and littering. Over time we may also add new indicators or improve existing ones if new suitable data emerges.

The dashboard attracted 640 page views within the first five working days of publication.

The working group will continue to monitor litter in England and to update the dashboard, and will consider the feasibility of litter-reduction targets for commonly-littered items. During 2018-19, the working group intends to advise on evaluation of anti-litter interventions from this strategy, enabling best-practice to be identified and applied elsewhere.

Chapter 2 – Education and awareness

National anti-littering campaign

Commitment 2. Deliver a world class national anti-littering campaign

Initial discussions with the National Campaign working group considered learnings from previous campaigns, and identified our key audiences, partners and approaches. We have recently formed a new partnership with Keep Britain Tidy to jointly develop and deliver the campaign. This campaign will seek funding from private sector companies, particularly those companies whose brands' packaging are often littered.

We have worked with an integrated communications agency that specialises in developing national behaviour change, with a focus on partnership marketing, to test and refine initial ideas for campaign branding concepts. Our ambition is to provide partners with an overarching, consistent and neutral identity to use on their own anti-litter materials and communications. This branding will also be used to deliver specific 'activations' of the campaign, targeting particular audiences and issues.

We will launch the campaign name and identity later this year, with the first 'activation' of the campaign, designed to appeal to young people, expected during 2019.

National clear-up days

Commitment 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.

The annual Great British Beach Clean took place across the country on the third weekend of September 2017. Volunteers removed a massive 255,209 pieces of litter from 339 beaches. Environment Minister Thérèse Coffey participated in the event at Aldeburgh beach and helped volunteers remove rubbish and restore the natural beauty of the area.

The primary aim of the Great British Spring Clean campaign is to bring together a broad coalition of partners who want to see an end to littering and cleaner, safer communities and local environments. Thanks to headline support from Coca-Cola, together with a range of partners, the 2018 Great British Spring Clean secured commitments from almost 400,000 people to cleaning up their local communities. The campaign also continues to attract new partners with Wilko, LIDL and Iceland all coming on board in 2018. In addition, the vital support of key partners such as the RSPCA, the Women's Institute and the Marine Conservation Society have all helped in ensuring Keep Britain Tidy's campaign becomes an annual fixture in the calendar. Around 270 local authorities took part, engaging local communities, organising events and distributing equipment, and over 100

parliamentarians from across the political spectrum also got actively involved in backing the campaign. Because of the bad weather in early March, the event was extended until 26 March.

Overall, nearly 400,000 people participated and more than 630,000 bags of litter were cleaned up from sites around England. Just under 300 local authorities officially supported the campaign; over 260 Costa Coffee stores participated in clean ups; the Ahmadiyya Muslim Association held community clean ups around the country; and over 125,000 school children were involved in the Great Big School Clean in their schools' grounds and local neighbourhoods. Central government officials also participated.

In 2018/19 we will continue to support and endorse national clean-up days and encourage participation.

Hubbub: Love Your Forest

Every year 250 tonnes of litter are removed from the Forest of Dean area at a cost to the local taxpayer of up to £430,000. #LoveYourForest aims to raise awareness around this issue and encourage locals and visitors to the forest to take their litter home. The success of the 2016 pilot campaign led to the replication and expansion of the campaign in 2017, and 2018 will see a continuation of activities. As part of our ambition to make the campaigns sustainable within themselves, we will continue to work with the local council and community groups to empower them to lead on the campaigns we have already tested, namely the 'Communitrees' installations, #LoveYourForest school educational programmes, Litter-free picnic promotion and general communications. Hubbub will continue to work on developing scalable and replicable versions of the 'Trashconverter' which highlights the issue of roadside littering, as well as the development of new interventions to tackle littering behaviours in the Forest.

Engage local communities

Engaging and involving citizens

Commitment 6. Explore the barriers to engaging and involving citizens in tackling litter and improving local places, and recommend steps to address them.

The Community Engagement working group has held productive initial discussions about the barriers that can face those who want to get involved in local anti-litter activity, as well as the concerns that local councils may have about collaborating with volunteers. During 2017-18, Defra has prioritised work to deliver the government's manifesto commitments relating to enforcement, but we expect to resume work on this issue from 2018-19 and will report further next year.

CleanupUK – Beautiful Boroughs

CleanupUK's Beautiful Boroughs Project continues to empower local communities to come together and clean up their littered neighbourhoods. The project has expanded and CleanupUK is now working in twelve London boroughs and three Birmingham wards.

Since it began, the project has engaged around 1,800 volunteers who have formed over one hundred and sixty residents' groups. Anna Muller, who leads a group in Tottenham, says that the biggest benefit is that as a result of picking up litter together, people are more community-minded and sociable. The group has held monthly cleanups since joining the project in 2016. She says, "Don't be afraid to talk to park users as you litter pick, don't prejudge them, engage with them. We've found they're almost all very supportive about what we're doing. It often makes them think – if we're looking after the park, they can too."

Make a compelling business case

McDonald's

McDonald's has set standards and guidance for all its restaurants to take action in litter control. Restaurants carry out daily litter patrols in the area, collecting all the litter found (not just McDonald's-branded items). For operators that are open 24 hours, at least four litter patrols are carried out each day. Working with Keep Britain Tidy and its equivalents in the devolved administrations, McDonald's restaurants also delivered over 400 clean up events in their communities in 2017 alongside their daily litter patrols. As part of their 2017 litter campaigns, many restaurants contacted local authorities and community groups to identify areas which they could support in collecting litter or spruce up.

McDonald's also has a number of other anti-litter projects ongoing, including:

- A roadside littering intervention with Keep Britain Tidy looking at methods to reduce roadside littering in carefully selected locations;
- A partnership with a media platform using gamification techniques to encourage drive-thru customers to dispose of their litter responsibly.



McDonald's have also altered their guidance to all restaurants to ensure that any customer that wishes to refill their water bottle or to have a coffee in a reusable coffee cup can do so.

Voluntary and economic incentives

Commitment 11. 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.

The Voluntary and Economic Incentives Working Group was established and has now concluded their inquiry into drinks containers. The Working Group held a call for evidence on voluntary and economic incentives to reduce littering of drinks containers and promote recycling. The focus of this call for evidence was rigid and flexible plastic, glass or metal drinks containers that are sold sealed, and used for the sale of alcoholic or non-alcoholic beverages, often for consumption 'on-the-go'. This included seeking evidence on the costs, benefits and impacts of deposit and reward and return schemes. The report and recommendations of the independent working group which held the call for evidence can be found on Gov.uk.²

The government received and reviewed the working group's report and announced it will introduce a deposit return scheme for single use drinks containers, subject to consultation. The consultation will look at the details of how such a scheme would work, alongside other measures to increase recycling rates. The specific model, scope and scale of any scheme will be set out in our consultation due later this year.

The government also launched a call for evidence seeking views on how changes to the tax system or the introduction of new charges (like the carrier bag charge) could reduce the amounts of waste from single-use plastics, and so reduce the likelihood of their becoming litter. The deadline for responses was 18 May and these are currently being assessed.

Hubbub – Square Mile Challenge

2.5 billion paper cups are thrown away each year in the UK; equivalent to 7 million a day. Less than 1% are recycled due to the plastic lining in the cups. In 2017 Hubbub piloted the #SquareMileChallenge campaign alongside Simply Cups, seeking to collect and recycle 5 million coffee cups from the heart of London. In 12 months the campaign collected 5 million coffee cups for recycling. Hubbub is now exploring ways to scale and replicate the campaign elsewhere in the UK.

Building on the success of the campaign Hubbub recently announced a partnership with Starbucks to trial the impact of adding 5p cup charge on disposable cups in 35 central London Starbucks stores. This partnership will include more testing to assess the impact a charge may have on nudging people towards using reusable cups.

² <https://www.gov.uk/government/consultations/drinks-containers-reducing-litter-and-increasing-recycling-call-for-evidence>

Voluntary code on on-pack messaging

Commitment 12. [The Foodservice Packaging Association] will 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.

The Foodservice Packaging Association (FPA) is committed to on-pack litter messaging where technically possible (i.e. where space and material enables a readable message), and will produce recommended guidelines for its usage.

The FPA will take forward this work during 2018-19. Following publication of the Code, the government will work with INCPEN, the Food and Drink Federation, and the FPA to help promote the voluntary Code, and we will encourage its adoption by manufacturers and retailers of other types of packaging.

Packaging design

Commitment 13. Consider the role packaging design could play in reducing littering and littering behaviour.

The Advisory Committee on Packaging is an independent expert committee which was set up to advise government on policy for packaging. As part of the Litter Strategy, it agreed to set up a task force looking specifically at the role packaging design could play in reducing litter and littering behaviour.

The task force has brought together packaging designers, purchasers, manufacturers and retailers. It has considered a range of potential impacts on littering behaviour of the design of packaging itself, rather than wider aspects such as recyclability, on-pack messaging or what happens to the packaging after disposal. The task force identified the need for further research in this area, and a study has been carried out by Keep Britain Tidy, to bring together existing behavioural research on this issue.

For 2018-19, the task force will resume its work, drawing on the conclusions of the Keep Britain Tidy study, applying its expertise in packaging design and manufacturing to develop a set of recommendations for packaging designers, industry and wider stakeholders to consider when designing packaging, with the ultimate aim of reducing litter.

Chewing Gum Action Group

Commitment 15. [The Chewing Gum Action Group will] continue to seek ways to increase the reach of the Group's work

Commitment 16. [The Chewing Gum Action Group will] publish research on best practice in removing gum

The Chewing Gum Action Group conducted its annual autumn campaign, running from September through to October 2017. Over 40 councils took part in the campaign, a threefold increase on the previous year. The increase in participation reflected the new campaign model the Group is using which provides councils with all the free printed materials they need to run the campaign and less onerous obligations on them. Industry also funded outdoor advertising in many of the regions where local councils were participating, including on poster sites, buses and telephone kiosks. Keep Britain Tidy conducted measurement in 6 council areas to look at the impact of the campaign. Every site saw a reduction in littered gum, with an overall average reduction of 66%.

The research on gum removal methods is well underway but its final publication has been deferred while the Group has focussed on developing and implementing its new campaign approach.

The Group intends to further increase the number of councils participating in the annual campaign in 2018.

It will also conclude its work on gum removal, and 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.

Mars Wrigley Confectionery - Research into gum littering

Previous attempts to study gum littering behaviour had segmented people into groups more or less likely to litter but these were based on claimed data and led to an assumption that a hard core anti-social group was responsible. Mars Wrigley Confectionery commissioned a major new piece of ethnographic research to get under the skin of people's behaviour and deliver fresh insight into what was really going on. The key finding was that most gum litterers do not litter all their gum: likelihood to drop gum varies considerably and is determined much more by the situation people find themselves in than by the individual themselves. There is also often some pro-social motivation involved: people know it's wrong and will often make at least a partial attempt to do the right thing. So the challenge is to help them to do the right thing, more often.

The research identified six circumstances where people were most likely to need to dispose of gum. These included outside shopping areas and fast food restaurants, station entrances and bus stops. In a series of workshops, the team worked through these circumstances with the help of stakeholders such as local authority waste and enforcement teams and organisations like Keep Britain Tidy. Theories and tools from behavioural science together with insights from the research were used to spark new ideas for interventions.

Since late 2016 Mars Wrigley Confectionery has been piloting these interventions in partnership with local authorities, waste companies and BIDs in Cardiff, Bristol, Islington and Sheffield. Anti-littering messages have been trialled in a range of contexts including shopping centre bins, railway station signage and even electronic bus stop indicators. All the interventions have been designed to be simple, low cost and scalable so that local authorities and others can easily replicate it in future. The team also commissioned a robust new evaluation methodology which involved a rigorous process of counting gum on the ground and using CCTV to measure this against variations in foot traffic.

All 16 pilot sites showed a significant reduction in littered gum of up to 64% and local partners are keen to repeat the activity. Mars Wrigley Confectionery is now developing a toolkit, which will enable local authorities and other partners to take these tried and tested interventions and deploy them to tackle gum littering in their local areas.



Chapter 3 – Improving enforcement

Increasing penalties

Commitment 18. Review the case for increasing the fixed penalties for littering.

We published a consultation on proposals alongside the Litter Strategy in April 2017. We received a majority of positive responses to the consultation, and changes to the level of fixed penalties were made through The Environmental Offences (Fixed Penalties) (England) Regulations 2017.³

From 1 April 2018 the maximum fixed penalty that local authorities can issue for dropping litter has almost doubled, from £80 to £150, and the default penalty has increased from £75 to £100. From April 2019, the minimum fixed penalty will also increase from £50 to £65. The same changes also apply to penalties for graffiti, fly-posting and the unlicensed distribution of free printed material in a designated area.

Littering from vehicles

Commitment 19. Lay Regulations which allow English councils to fine the keeper of a vehicle from which litter is thrown.

With effect from 1 April 2018, we have given district councils in England outside London (London boroughs already have similar powers) new powers to hold the keeper of a vehicle responsible for littering offences committed from it.⁴

Councils can issue the keeper with a civil penalty of between £65 and £150 (default £100), which is set at the same level as the fixed penalty for littering in the area. If the penalty is not paid within 28 days, it will double and may be recovered by the council as a civil debt. The keepers of public service vehicles such as buses, taxis and private hire cars will be exempt from liability if the littering offence was committed by a passenger. The regulations also contain a number of grounds on which penalty notices may be challenged.

We have written to councils to make them aware of these changes and provided advice to help them successfully implement these powers.

³ <http://www.legislation.gov.uk/uksi/2017/1050/contents/made>

⁴ <http://www.legislation.gov.uk/uksi/2018/171/contents/made>

Fly-tipping

Commitment 21. Continue to work with stakeholders to tackle fly-tipping and ensure that the right enforcement tools are available to local authorities to tackle the issue.

Earlier in 2018, Defra consulted on introducing fixed penalty notices of up to £400 for householders who fail to make sure they pass their waste to a person authorised to take it. This reduces the chance of waste ending up in the hands of those who go on to fly-tip it. As a part of this, we will also be providing updated guidance for householders about how to ensure their waste is disposed of correctly and raising householders awareness of their duty of care.

We will seek to lay the regulations to implement the fixed penalty notice, subject to parliamentary approval, and publish the final guidance before the end of this year.

Hubbub: Fly-tipping

Fly-tipping continues to be a huge issue across many local councils Hubbub has come into contact with. Oldham Council has asked Hubbub to propose a range of options for reducing fly-tipping in four local areas where there are hotspots for fly-tipping activity. In 2017 Hubbub conducted research with local stakeholders and residents to identify the key issues as well as barriers which prevent people from seeking to get value from the items, or disposing of them correctly. They are now testing a range of different approaches to raise awareness, increase local pride and reduce fly-tipping behaviours. Trials launched in the coming months will include the transformation of alleyways prone to fly-tipping, into green spaces for people to use.

KBT: Fly-tipping - behavioural research

As identified in *Reaching the Tipping Point*, Keep Britain Tidy's action plan for fly-tipping, while there have good evidence about where and when fly-tipping is happening, there is less evidence about *why* it is happening, including insights into the triggers and barriers to different fly-tipping behaviours.

In 2017, in partnership with the Hertfordshire Waste Partnership, Welwyn Hatfield Council and Stevenage Borough Council, Keep Britain Tidy carried out research comprising focus groups and surveys with residents, including with those who had admitted to a behaviour classed as fly-tipping. This research has identified important insights which can be used to tackle fly-tipping. This includes insights about the types of images that should be used to communicate about fly-tipping; the values that drive different fly-tipping behaviours and how to respond and; how to increase resident awareness of behaviours which constitute fly-tipping.

Additional research is being undertaken this year with a number of London Boroughs, with a focus on understanding issues more predominant in urban areas such as the transience of populations and flatted accommodation. Findings of this research will follow this year.

In 2018, through its Centre for Social Innovation, Keep Britain Tidy will be combining the insights gained from research with its expertise in behavioural science, and developing and piloting new campaigns and interventions to reduce fly-tipping. Where interventions prove to be successful, they will scale these nationally with a range of partners, including those in Keep Britain Tidy's local authority network.

Community Protection Notices

Commitment 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.

On 24 December 2017, the Home Office published refreshed statutory guidance for frontline professionals on the use of the anti-social behaviour powers in the Anti-social Behaviour, Crime and Policing Act 2014, which includes details of how Community Protection Notices can be used to tackle littering by individuals or businesses which is having a detrimental effect on the quality of life of those in the locality.

The Home Office keeps the powers under review through the Anti-social Behaviour Advisory Group.

The Home Office will continue to review the use of the powers through this Group.

Enforcement guidance

Commitment 22. Publish improved guidance to promote proportionate and responsible enforcement.

On 10 April 2018, we launched a consultation on improved guidance covering the use of fixed penalties for littering and related offences as well as the use of the new civil penalties

for littering from vehicles.⁵ The consultation proposed that the draft guidance be included in the statutory Code of Practice on Litter and Refuse, to which councils must have regard when carrying out their statutory duties to keep relevant land and highways clear of litter and refuse.

The consultation closed on 8 June. We intend to issue the final updated enforcement guidance before the end of 2018.

Promote transparency and accurate reporting of enforcement

Commitment 23. Promote transparency and accurate reporting of enforcement action against littering.

In the consultation published alongside the Litter Strategy, we sought views on whether existing requirements for councils to publish information should be updated to include data on their use of their enforcement powers. A clear majority of respondents agreed that the Local Government Transparency Code should be amended to make it clear that councils are under an obligation to publish data on enforcement activities against littering and other environmental offences under the INSPIRE Regulations.⁶ Councils were also asked if they already published the data which the consultation document suggested should be published under the INSPIRE Regulations: 48% said yes, while 52% said no.

Subject to consultation, we will include in the statutory Code of Practice on Litter and Refuse a recommendation that councils routinely collect and publish this data, as part of the improved guidance on the use of enforcement powers against littering.

We will continue to promote the publication of this data, and will consider whether amendments to the Local Government Transparency Code are required.

Work with Judicial Office to raise awareness of changes to penalties

Commitment 24. Raise councils and magistrates' awareness of the range of sanctions available for littering and fly-tipping offences, including alternatives to fixed penalties.

The average fine imposed by magistrates on conviction for littering offences has increased from £140 in 2013 to over £160 in 2016.

Following the coming into force of the increase in fixed penalty levels and new littering from vehicles penalties in April 2018, we have written to all councils in England to ensure

⁵ <https://www.gov.uk/government/consultations/litter-and-refuse-updating-enforcement-guidance>

⁶ <http://www.legislation.gov.uk/ukxi/2009/3157/introduction>

that they are aware of the changes, and are working with Ministry of Justice to ensure that magistrates and their legal advisers are aware of the changes.

Chapter 4 – Better cleaning and litter infrastructure

Commitment 25. Identify opportunities for improvement in the cleaning of the Strategic Road Network.

Commitment 26. Put in place measures to deliver a lasting improvement in cleanliness at 25 priority hotspots on the Strategic Road Network

Improving cleaning on the Strategic Road Network

The law is clear: it is the duty of the relevant authority to ensure that, so far as practicable, the land or highway for which it is responsible is kept clear of litter and refuse, and highways and roads are kept clean.⁷

Highways England has a statutory duty under Section 89 of the Environmental Protection Act 1990 to keep the Strategic Road Network (SRN)⁸ clear of litter as far as is practicable. Highways England also recognises, as set out in its Litter Strategy, that more needs to be done beyond its legal duty, and is working to achieve this in a number of ways, including looking at new methods to reduce the amount of litter on the road network and ways to improve litter removal practices.

Highways England has removed over 10,000 bags of litter from the 25 hotspots.

Highways England has created a collaboration pack to improve working with local authorities by supporting their contractors in enabling local authority litter pickers to work on roads for which they are responsible while Highways England has closed them for routine maintenance. This makes it easier to clean high speed roads.

The pack focusses on barriers that prevent councils from litter picking on these roads, and provides best practice examples and support, including health and safety guidance on sharing temporary traffic management. Councils can synchronise their litter-picking activity at the same time Highways England are conducting maintenance, which is mutually beneficial to all, including road users, as it minimises the time that lane closures are required and reduces costs. Depending on the needs of individual councils, Highways England may accompany litter pickers onto the network to assist in identifying safe working areas to pick litter, as well as providing the required network/site inductions.

⁷ <https://www.legislation.gov.uk/ukpga/1990/43/section/89>

⁸ The SRN in England is around 4,300 miles long and is made up of motorways and the most significant 'A' roads. Under the Environmental Protection Act, Highways England is responsible for litter-picking on motorways and a small number of 'A' roads. Local authorities are responsible for litter-picking on the majority of 'A' roads within the SRN. All other roads in England are managed by local and regional authorities.

Highways England has also introduced a new way of undertaking maintenance on the network, bringing the responsibility for asset and operational decision-making in-house, and directly managing the assets and network operations. This means Highways England can take a more flexible approach to when litter picking is planned, scheduled and coordinated. This approach enables a fast action response to areas of the road network that need urgent cleaning.

Highways England will continue to support national anti-littering campaigns, including undertaking specific litter picking activities, as well as using behavioural insights to develop a more sophisticated approach to encouraging road users not to drop litter; for example by improving signage. In support of this Department for Transport has published a research report on conducting trials to assess the effectivity of behavioural interventions on roadside litter.⁹

Education is an important aspect of Highways England's litter strategy and the Government and Highways England continue to look at interventions that target prevention as well as cure, exploring options for influencing behaviour to reduce the amount of litter dropped on the road network. To this end Highways England works collaboratively with organisations like Keep Britain Tidy, local authorities, other key stakeholders and their own staff to achieve this.

Highways England is also committed to ensuring that the 'binrastructure' is in place to support its vision for a litter-free network. HE have run communication campaigns at Motorway Service Areas (MSAs) to influence customers to dispose of their litter properly. Recently HE have installed brightly coloured 'drive up to window height' funnel shaped bins at two MSAs, following a successful trial at one of the MSAs that showed a reduction in littering by 25% (in this context). This approach is now being rolled out to more providers of roadside services.



Funnel bin at Winchester Motorway Service Area

27. Commission and publish an independent assessment of road cleanliness and publish cleanliness reviews by authority.

⁹ <https://www.gov.uk/government/publications/reducing-roadside-litter-using-randomised-controlled-trials>

Following a competitive tender, we commissioned Keep Britain Tidy to carry out this survey, data from which is currently being analysed. Survey sites have been identified along trunk roads other than motorways, in every council in England which has responsibility for litter-picking on one or more of these roads. The results will provide robust data on the scale of the litter on this part of the SRN for the first time. It will also enable us to both identify good practice and work with those local authorities which appear to be underperforming.

Initial surveying has been undertaken and a report of the survey's findings will be published later in the year.

Tackle roadside litter

Commitment 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.

The initial meetings of the roadside litter working group identified a consensus around the need to improve councils' enforcement powers against littering from vehicles as a priority. Many of the other barriers identified also related to the specific challenges associated with litter-picking on the Strategic Road Network.

We will prioritise work to address these two issues before re-considering the role of this group.

Support councils in collaborating to co-ordinate cleaning

Commitment 30. Support councils in collaborating to co-ordinate cleaning

The Campaign to Protect Rural England (CPRE), working in partnership with the University of Essex Law Clinic, has completed a full review of litter legislation in England. The review included a technical review of what legislation and guidance exists, as well as a qualitative analysis of whether this provision meets the needs of both the problem and those who are required to enforce it. The resulting report is due to be published in Summer 2018.

In 2018, CPRE will be launching its project to test whether better co-ordination of statutory bodies' litter clearing activities will deliver cost savings, less litter and/or improved public perceptions of those statutory bodies. The pilot project will be launched in partnership with Essex County Council and the other district and unitary bodies across that county. Baseline monitoring of litter levels and public perceptions will be commissioned in summer 2018.

Review the Code of Practice on Litter and Refuse

Commitment 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'.

During 2017-18, Defra has prioritised work to deliver the government's commitments relating to enforcement. As part of that work, we have proposed an amendment to the Code of Practice to incorporate the improved guidance on enforcement.

We will take forward a broader update and review of the Code during 2018-19.

The Dog's Trust and Keep Britain Tidy - tackling dog fouling

Dog fouling is a national issue affecting communities in cities, towns and villages all across the UK. As well as strong evidence to suggest that dog fouling is perceived by the general public as the most unacceptable and offensive type of litter in the UK, there is also evidence that dog fouling is a serious hazard to public health.

In 2017, Keep Britain Tidy's Centre for Social Innovation and the Dog's Trust partnered to explore the particular issue of dog walkers bagging dog waste but then leaving it in trees or fences etc. rather than binning it.

To understand the behaviour better, the two organisations carried out a national survey with dog walkers. Respondents gave many excuses for having previously littered bagged dog waste, including that there were no bins nearby at the time or that they had left it somewhere to collect on the way back from their walk, but then had forgotten to do so.

Using the Centre for Social Innovations' *Social Innovation Framework*, the two organisations set about designing a behavioural intervention to reduce instances of bagged dog waste being littered by changing the behaviour of dog walkers.

With a perceived lack of bins recorded as a leading factor, it was decided that the intervention should encourage dog walkers to hold on to their bagged dog waste for a little bit longer until they reached a bin. An intervention was designed to make it easier for dog walkers to find and use bins, by nudging them along specific dog walking routes where bins were provided. Additional bin stickers highlighted to dog walkers that 'any bin will do' to dispose of their dog's waste. The intervention was piloted at six parks across the UK, and was monitored for a total of eight weeks.

The dog walking routes intervention was highly successful, reducing instances of dog fouling by 38% on average across all six pilot sites, and up to 89% at individual sites. During the intervention, the public not only felt that the park was now a more enjoyable place to be, but also felt more aware of the bins in the park. Both the partnering land managers and the public felt that there were visibly less instances of dog fouling in the park as a result of the dog walking routes.



Keep Britain Tidy - Journal of Litter and Environmental Quality

As an organisation which itself publishes research, Keep Britain Tidy identified that there was a gap for an academic journal that focuses specifically on the issue of litter. Responding to this, Keep Britain Tidy's Centre for Social Innovation worked to develop the Journal of Litter and Environmental Quality, with the intention that it will eventually be housed with a publisher.

In developing the Journal, Keep Britain Tidy conducted research which highlighted that academic studies and research into the issue of litter and environmental quality is not limited to environmental science but, rather, spans different fields including behavioural science, geography, climate change and psychology. A list of relevant academic stakeholders across disciplines was developed and added to the already extensive list of charities and land managers working to tackle litter and improve local environments.

Following a call for papers, the Journal of Litter and Environmental Quality was launched in 2017 as an open-access, peer-reviewed publication that shares and discuss research that has been carried out by academics, practitioners and wider stakeholders into litter and environmental quality.

Articles in the first edition included a review of litter and social practices, practical case studies about work tackling fly-tipping and evidence from a social experiments seeking to understand how the presence of certain litter influences rates of littering.

As well as showcasing the latest research and case studies, the Journal of Litter and Environmental Quality aims to stimulate further research and encourage the use of research to develop practical innovation on the ground. Furthermore, it provides a much needed opportunity to draw together different specialist areas and create new networks to help build solutions for litter and other environmental issues.

Its growing group of peer-reviewers includes academics from Cardiff University, Imperial College London and the Centre for Behaviour and Innovation at Newcastle University. Since launching there has been extensive interest in the Journal not only from within the UK but also internationally including the Netherlands, Israel and Australia.



The Journal of Litter of Environmental Quality will continue to develop as a key focal point for those interested in publishing research and best practice case studies, and in time, will provide a rich evidence base for the environment sector.

Litter Innovation Fund

Commitment 36. Launch new Litter Innovation Fund.

We launched the Litter Innovation Fund in August 2017 to pilot and evaluate innovative new ways to tackle litter, which have the potential to be rolled out more widely. The £450,000 Fund is jointly funded by Defra and Ministry for Housing, Communities and Local Government, and includes £45,000 which is ear-marked for projects aimed specifically at tackling litter in the marine environment. The Fund is administered by WRAP (an independent charity, and government's principle delivery partner on resource efficiency) and is open to applications from local authorities, community groups, charities, educational institutions, and small and medium enterprises. Applicants may apply for grants of up to £10,000, and are also expected to secure an element of match funding.¹⁰

More than two hundred expressions of interest were received in the first round, resulting in grants of almost £125,000 being offered to fourteen projects to trial innovative approaches to tackling littering across England. Two of these projects are directly tackling marine litter.

Applicant	Project type	Award
Bristol City Council	Street litter	£10,000
Herefordshire Council	Street litter - binrastructure	£9,050
Hubbub Foundation	Litter in sports stadium	£9,650
Keep Britain Tidy	Street litter - binrastructure	£9,873
Keep Britain Tidy	Street litter - night-time economy	£9,974
Keep Britain Tidy	Dog fouling	£9,952
Keep Britain Tidy	Street litter - "tidy littering"	£9,918
Medway Council	Street litter - transport interchange	£10,000
North West Kent Countryside Partnership	Street litter - waterways	£2,380
NUS Charitable Services	Reducing use of single-coffee cups	£10,000
Selby District Council	Roadside litter	£4,152
St Edmundsbury Council	Roadside litter	£10,000
Teignbridge Council	Beach litter	£8,000
Thames21 Ltd	Street litter - waterways	£9,500

We will announce dates for a second round of applications on WRAP's website later in 2018. In this round, we will particularly welcome applications relating to technology or digital approaches to tackling litter.

¹⁰ <http://www.wrap.org.uk/content/litter-innovation-fund>