





Environmental Protection Act 1990, the



Abandoned Shopping and Luggage trolleys

• Statutory Nuisance from Insects and Artificial Light
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Publications

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Overview

- 1 This guidance covers fixed penalty notices issued for environmental offences under the Environmental Protection Act 1990, the Anti-social Behaviour Act 2003 and a number of other pieces of legislation, as amended and extended by the Clean Neighbourhoods and Environment Act 2005 The latter Act introduces significant changes to the fixed penalty notice regime. It widens, in some cases, the scope of persons or bodies that may issue fixed penalty another to be specified at the local level. Furthermore, discounts may also be offered for early payment of the depenalties.
- 2 The guide ice also covers the Aetailed implementing provisions contained in the Ervironmental Offences (Fixed Penalties) (McCellaneous Provisions) Regulations 2006 and the Environmental Offences (Use of Fixed Penalty Receipts) Regulations 2006.

 An index of fixed penalty provisions is provided at Annex A. (Opies of the Regulations can be found at: www.defra.gov.uk /environmentalocaleny

General Principles

3 Fixed penalties can provide enforcement agencies with an effective and visible way of responding to low-level environmental the crimes, and the Government wishes to part encourage their use by local authorities and other agencies. Experience has shown that the public generally welcones the use of fixed penalties provided that they are issued sensibly, enforced even handedly and are con as a response to genuine problems. It is important that the following principles are showed.

Enforcement Strategy

4 Fixed penalties should be part of a while enforcement strategy, resigned to address all aspects of environmental crime. This should be used to ensure that resources are focused on priority areas and that an appropriate balance is struck on tween resources devoted to fixed penalties and those spent on prosecutions, both for hon-payment of fixed penalties and for more serious incidents. The strategy should also be used to develop standardised fixed penalty procedures to be followed by all those with powers to issue fixed penalties, with guidance on the circumstances in which a fixed

penals notice and do be issued. It is good practice to consult the public on the contents of an enforcement strategy, particularly if fixed benalty notices have not previously been used, or used widely, and make the adopted strategy available to the public by publishing it on the website of the authority.

5 Stong inter-agency partnerships will leventral to any successful enforcement strategy. Authorities should consult with any other agency dealing with enforcement in the area and agree working protocols. In particular local authorities must give consideration to their capacity to deal with fixed penalties issued on their behalf by Police Community Support Officers and persons accredited under Community Safety Accreditation Schemes, both under the Police Reform Act 2002.

Non-Payment of Fixed Penalties

6 Fixed penalty notices may be issued when an enforcing officer believes that an offence has been committed, and give the putative offender an opportunity to avoid prosecution by payment of the penalty.

It is essential, therefore, that they are only issued where there is adequate evidence to support a prosecution if a notice is not paid, and that unpaid notices are followed up. Failure to pursue unpaid notices through the courts will discredit the use of fixed penalties in the locality, and will lead to declining rates of payment. The need to pursue unpaid fixed penalty notices must be considered in the development of an enforcement strategy and the necessary resources made available. It is not acceptable for an authority to dec after a fixed penalty notice has issued that it does not have to prosecute if the notice

Appropriate use of fixed penaltics to litter and waste offences

7 The availability and level of fixed penalties (a) environmental crimes raflective eventy of the offences, and wis important that the correct fixed penalty is used for an offence. In particular litter fixed penalties should not normally be used to deal with illegal waste or flytipping offences; due to the severity

and impact on the environment the responsible should normally be presecuted (and upon conviction, punched) in the courts. The only except on is for smallscale fly-tipping incidents, such disposing illegally of a single of astic sack of rubbish, Fixed penalties for this and (2) of the on Act 1990, and d rather than litter ctices where a business er has failed to meet the requirements of a local authority notice tion to the placement of waste.





Starting to issue fixed penalty notices

8 It is recommended that authorities considering issuing fixed penalty notices for the first time allow a well-publicsed lead-in period before any notices are issued. This should help ensere public support for fixed penalties. Buring this time, when an offence is committed enforcement office schould not issue any fixed penalties if the offence is serious they should report the offence with a view to prosecution; in other cases they should some a warning that including similar offences may lead to fixed penalty natices (or prosecution). This will help raise awareness within the commod lity and should help manage the public's perception.

Authorities should also develop a communication strategy designed to raise awareness and also to keep public expectation realistic. Such a strategy would make use of local media, and authorities with websites could publish enforcement statements, details of the legislation and what powers the authority intends to use, and explain why.

Offices and manufacts of the authority could get our into the continuity by, for example viniting schools, colleges and continuity meetings, and leaflets could be distributed to necessitions.

Parish Councils

10 The points above apply equally to parish councils that decide to issue fixed penalty notices. In particular, they must ensure that they have adequate resources to pursue unpaid fixed penalties.

Training

11 Authorities are advised to ensure that any staff involved in enforcement, including street-scene and management personnel, is adequately trained before fixed penalties are issued following the introduction of the new fixed penalty provisions. Comprehensive training courses have been developed. For further details please see: www.defra.gov.uk/environment/localenv

Detailed Guidance

Offences for which fixed penalties are available

12 The table below lists the fixed penalty notice issuing powers covered by this guidar and including who can issue fixed penalty notices for each offence and the amount (or where appropriate) the default amount) or each fixed penalty

Section and legislation ¹	Description of offence	Whacan issue FPNs	Amo int
s. 6(1) Clean Neighbourhoods and Environment Act 2005	Nuisance parking	Assal authority authorised officers	Anount fixed at £100.
s. 2A(1) Refuse Disposal (Amenity) Act 1978	Abandoning a yelling	Local authority surporised officers	Amount fixed at £200
s. 88(1) Environmental Protection Act 1990	Litter Allowing and Allowing an	Litter authority² authorised offic (**) including persons not directly employed by the authority (see paragraph 13 below); Police Community Support Officers and other persons accredited under Community Accreditation Schemes under the Police Reform Act 2002	Can be set at local level (between (£50-£80). Default £75
94A(2) Environmental Protection Act 1990	Street litter control notices and litter clearing notices	Principal litter authority authorised officers	Can be set at local level (between £75-£110). Default £100

¹ Where appropriate, this refers to legislation as amended by the Clean Neighbourhoods and Environment Act 2005

² Includes parish councils and the Broads Authority; also, National Park authorities

Table 1 continued

Table 1 continued		Viill	Amount
Section and legislation ¹	Description of offence	Who can is the FPNs	Amoun
Schedule 3A, para.7(2) Environmental Protection Act 1990	Unauthorised distribution of literature on designated land	Principal litter autopity acchorised officers, including tenchs not directly emproyed by the authority (see paragraph 13 below)	Can be set at local level (between £50-£80). Default £75
s. 43 Anti-social Behaviour Act 2003	Graffiti and Ny-posting	Local authority authorised officers, including persons not our city employed by the authority (see paragraph 13 below); Police Community Support Officers and other persons accredited under Community Accreditation Schemes under the Police Reform Act 2002	Can be set at local level (between £50-£80). Default £75
Mendment) Act 1989	to produce authority waste carrier's licence)	Waste collection authorities and Environment Agency (acting through their officers)	Amount fixed at £300

³ Includes parish councils and the Broads Authority, but not National Park authorities

FPNs FPNs

Table 1 continued

Section and legislation ¹	Description of offence	Who can is the FPNs	Amoun
s. 34A(2) Environmental Protection Act 1990	Failure to furnish documentation (waste transfer notes)	Waste officers officers	Amount fixed at £300
s. 47ZA(2) Environmental Protection Act 1990	Offences in relation 1) waste receptactes	Wast: collection authority authorised oxicers	Can be set at local level (between £75-£110). Default £100
s. 59(2) Clean Neighbourhoods and Environment Act 2005	Offeness under Des Solution Orders	Autroused officers of poliorary and secondary authorities, including persons not directly employed by the authority (see paragraph 13 below); Police Community Support Officers and other persons accredited under Community Accreditation Schemes under the Police Reform Act 2002	Can be set at local level (between £50-£80). Default £75

Table 1 continued

Table 1 continued		, with	Amount
Section and legislation ¹	Description of offence	Who carries FPNs	Amount
s. 73(2) Clean Neighbourhoods and Environment Act 2005	Failure to nominate key-holder (within an alarm notification area) or to notify local authority in writing of nominated key holder's details	Local authority and housed with ters, including persons not directly employed by the authority (see paragraph 13 below,	Can be set at local level (between £50-£80). Default £75
s. 8 Noise Act 1996	Noise from livellings Noise from livensed premises	Local authority officers Local authority officers	Can be set at local level (between £75-£110). Default £100 Amount fixed at £500
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Who can issue fixed penalty notices?

13 Authorised officers of various local authorities (the authorities are variously described in the relevant statutes: 'litter authorities', etc.) can issue any of the fixed penalties listed above. However, the definition of the term 'authorised officer' varies according to the particular provision in question:

- In all cases, it includes an employee of the local authority authorised in writing to issue fixed penalties on behalf of that authority;
- for litter, Dog Control Order graniti, flyposting, unauthorised distribution of free literature and darm notification area offences, it also includes other persons with whem the authority has entered (no arrangements (and their employees); in each case the person (employees); in each case the person (employees); in each case the person (employees) authority to issue fixed penalties on its behalf. This provision mables local authorities to authorise people, i.e. contractors, to work on their behalf but who are not directly employed by them to issue fixed penalty notices.

14 Where local authorities authorise contractors they should ensure that background checks are califer out to determine their suitability and capability. It is important that contractors receive adequate training and have a ball understanding of any locally set procedures or policies before they begin issuing fixed penaltics.

parish countils and trol Order offences. onmental Offences (Miscellaneous Provisions) 2006 (at regulation 6) require anyone authorised by a parish council newe first successfully completed an capproved course by a training provider recognised by the Secretary of State. It is also important that background checks are carried out and that anyone authorised to issue fixed penalties on behalf of parish councils is made aware of policies and procedures (but see previous paragraph). Parish councillors should not be authorised under this provision.





Details of the training course may be found at: www.defra.gov.uk/environment /localenv

16 The Environment Agency is able to issue fixed penalty notices under the following powers:

- section 5B Control of Pollution (Amendment) Act 1989, for failure to produce waste transfer notes, and
- section 34A Environmental Protection Act 1990 (failure to produce waste carrier registration details.

the power of 'litter authorities haw the power of 'litter authorities' in respect by their area (under Schedule of to the Environment Act 1997) and can authorise officers to be use fixed penalties for litter officers on the same basis as authorities lefined as litter authorities under section 38(9) of the EPA 1990 (see paragraphs 13 and 'Le above). The fixed penalty an obst may be specified by the principal litter authority/ies' in that area (which do not include National Park authorities) (see paragraph 25), though the National Park may decide what amount the discount for early payment shall be (see paragraph 28).

18 The Broads A Chority has a slightly different states to other had onal park authorities (i.e. a little authority in its own right under s. (8(9) of the EPA1990, but not a principal later authority), and can also issue fixed penalties for graffiti and fly lossing offences.

Under the Police Reform Act 2002, lice officers may confer on Notice Community Support Officers (PCSOs), and persons accredited under community safety accreditation schemes, a range of powers; these are set out in Schedules 4 & 5 to that Act (for PCSOs and accredited persons respectively). This list includes the powers of an authorised officer to issue Fixed Penalty Notices for environmental offences including litter (n.b. for the section 87 offence only), Dog Control Orders, graffiti and flyposting (see Table 1). These powers may be exercised on behalf of local authorities, parish councils and, in respect of litter offences only, National Park Authorities (but see paragraph 17) and the Broads Authority.

20 Receipts for fixed penalty notices issued by PCSOs and accredited

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persons are retained by the authority on whose behalf fixed penalty notices were issued.

21 Authorities interested in making use of the potential extra resource provided by PCSOs and accredited persons should contact the Chief Police officer for their area to discuss the matter further. The decision on which powers to confer is currently an operational one for the Chief Officer although there are plans to standardise in the near future the powers available to PCSOs to include all their environmental powers. If FCSOs and/or accredited persons are in accardingly authorities must:

- process any fixed pendities issued, including prosecuting unpaid fixed pendities;
- inform PCSOs and accredited persons
 what the fixed penalty amount is
 in the local authority's area for each
 of the offences for which they have
 powers and make available appropriate
 fixed penalty notices;
- in relation to Dog Control Orders made by a parish council, the fixed

penalty amount determined by that parish council;

 liaise with the police force to ensure PCSOs and accredite corsons' thining ensures full unders adding of the authority's boundary area, in accement policies and procedures, including any set out it enforcement strategies etc.

Fixed Penalty Amounts

For eight offences (listed in Table 1 above) the various Acts enable a local authority to specify the amount of a fixed penalty. If an authority does not make use of this power, the Acts provide that a standard default amount (of either £75 or £100) applies. Parish Councils may make use of this power in relation to £01 control orders that they make.

23 When a local authority decides to set its own fixed penalty amounts, these must fall within the ranges set out in the Environmental Offences (Fixed Penalties) (Miscellaneous Provisions) Regulations 2006 (regulation 2). The ranges are from £50 to £80 for those offences with a default amount of £75 and from £75 to £110 for offences with a default amount of £100.

In determining the level for a fixed penalty, local authorities will need to take into account the deterrent effect of different levels and also peoples' readiness to pay and the levels of the imposed locally for the relevant affence in magistrates' courts. Fixed he alties that are too high for local colditions, and lead to substantial con-payment rates, will be counce productive as will penalties that are higher than the likely fine in the event of non-payment.

24 It is strongly recommended that local authorities consult the police when setting penalty levels. Similarly apparish council setting fixed penalty levels in relation to deg control a eas should consult its relevant higher local authority.

Nixed penalties issued by parish of uncils (except in respect of their own Dog Cort of Orders), PCSOs and National Park authorities must use the amount specified by the local authority in whose trea they are issued. Local authorities will therefore need to ensure that any persons issuing fixed penalties in their area are aware of the specified amounts.

Discounts for Forly Payment

26 The Clear Neighbourh ods and Environment Act 2005 introduces a power for authorities to offer a discount for early payment of a fixed penalty. This power is available for all the offences listed in Table 1, with the exception of noise from licensed premises, and may be exercised by all authorities authorised to issue fixed penalties.

of fixed penalties, set in the legislation at 14 days. Once a fixed penalty notice has been issued, an authority cannot prosecute for the alleged offence if the fixed penalty is paid within this period, and this must be stated on the notice itself. For this reason, the period during which a discount for early payment is offered must be less than 14 days and to avoid confusion, it is recommended that it should not be more than 10 days.

28 In addition, the Environmental Offences (Fixed Penalties) (Miscellaneous Provisions) Regulations 2006 (regulation 3) specify amounts below which the discounted penalties may not fall.

The amounts are:

- For offences with a default rate of £75, £50;
- For offences with a default rate of £100, £60;
- For offences with a default rate of £200, £120;
- For offences with a default rate of £300, £180

Fixed Penalty Notice Forms

29 Although under the legislation the Secretary of State has the power to prescribe the forms to be used for fixed penalty notices, she does not intend to make use of this power at the present time. Authorities are not therefore, required to use a particular form of notice, and the forms previously prescribed for litter and sog fouling fixed benalty notices have been repeated. However, it is a logal equirement that any fixed penalty notice:

- gives reasonable details too it the circumstances of the alleged offence;
- states that no proceeding for the offence will be instituted if the fixed penalty is paid within 14 days;

- states the amount of the fixed penalty;
- gives details of how the fixed penalty can be paid.

30 An example fixed penalty form can be found at the web address given below. Authorities should tailor the form to meet their own requirements. www.dsrra.gov.uk/environment/localengers

31 Where an authority provides to consciount for early payment of a fixed penalty, the rotice will need to provide sufficient legals. Notices should also state prominently (paymon-payment is likely to result in prosecution for the alloged offence) and the maximum fine payable on conviction.

Failure of alleged offenders to ove correct details

Most fixed penalty provisions for environmental offences have been amended to provide those authorised to issue fixed penalties with the power to require the name and address of a person they wish to issue with a fixed penalty notice. In such cases, failing to supply these details, or giving a false name and address to an authorised officer is an offence for which a



maximum fine of level 3 on the standard scale may be given upon conviction. It is suggested that authorities agree a working protocol with their police authority, be it through their enfor strategy, CDRP or both, so that police officers or Police Commun Officers may assist in sit an alleged offender ref details. If designat to detain, a Po estigations. Failure to supply ation is also an offence for level 3 fine may be given.

Repeat offerners

33 Fixed produes are not appropriate for persistent offending. Authorities should seek to prosecute repeat offenders through the courts.

Usuing fixed penalties on private land

34 Authorised officers are required to (ai) the permission of the landowner or occupier before they can enter private land. Upon consented entry fixed penalties may be issued. This also applies in respect of privately-owned land to which the public are entitled to have access. Waste collection authorities have powers under section 108 of the Environment Act 1995 in certain circumstances (see section 108 for further details) to enter private land to carry out fly-tipping investigations.

Issue of fixed penalties to juveniles

35 Separate guidance on this is being issued. The guidance can be found on Defra's Local Environmental Quality webpage: www.defra.gov.uk/ environment/localeny



Fixed penalty receipts

36 The various Acts under which fixed penalties are issued enable local authorities to use their fixed penalty receipts only to help meet the cost certain specified functions, However as 'excellent' or 'good spend the pena it nunctions.

Where a high-rest ching authority falls out of the 'assellent' or 'good' category the Regulations' (regulations) of the former regulations of the latter) allow it to continue spending its receipts on any land tion for the Juration of one year.

37 Specified functions in relation to different offences are listed below in Table 2.

Table 2

Description of fixed penalty offence	Where are the functions specified in the legislation?	Qualify to Functions for which receives may be used
Nuisance parking	s.8(2) CNEA	 functions upder Refuse Disposal (Amenity) Act 1978 functions under sections 99–102 Road Traffic Regulation Act 1984 enforcement obsections 3 and 4 Clean Jeighbourhoods and Environment Act 2005
Abandoning a vehicle	s.2C(2) Refuse Disposal (Amenity) Act 1978 (see(s.1)) CNEA)	 functions under the Refuse Disposal (Amenity) Act 1978 unctions under sections 99–102 Road Traffic Degulation Act 1984 enforcement of sections 3 and 4 Clean Neighbourhoods and Environment Act 2005
Litter Litter Clearing N. the Street Litter Control Notices Unauthorised diranouse of Nerature Graffiti and fly-posting Dog Control Orders	S.9ECNED. G	 Litter-related functions under Part 4, Environmental Protection Act 1990 Graffiti and fly-posting functions under section 43 Anti-social Behaviour Act 2003) Dog Control Orders functions under Part 1, Chapter 6 Clean Neighbourhoods and Environment Act 2005

Table 2 continued

Table 2 continued		an and and
Description of fixed penalty offence	Where are the functions specified in the legislation?	Qualify (a) Functions for which receives may be used
Failure to produce authority (waste transfer notes)	s.5C(3) Control of Pollution (Amendment) Act 1989 (see s.38 CNEA)	offences, under section 5 Control of Pollution (Amendment) Act 1986)
Failure to furnish documentation (waste carrier's licence) Waste receptacles	s.73A Environmental Protection Act 1940 (relates to both 34A and 47ZA EPA 1990) (see s.3.2 CNEA)	unctions, including enforcement concerning offences under Part 2 Environmental Protection Act 9.00
Failure to nominate keyholder (within an alarm notification area)	O S CNEAL ON O	 functions under Chapter 1, Part 7 Clean Neighbourhoods and Environment Act 2005 functions under the Noise Act 1996 functions under sections 79 to 82 of the Environmental Protection Act 1990, in connection with statutory nuisances and noise
Noise from licensed premises	s.X(4A) Noise Act 1996) (see s.83 CNEA)	 functions under the Noise Act 1996 functions under Chapter 1, Part 7 Clean Neighbourhoods and Environment Act 2005 functions under sections under 79 to 82 of the Environmental Protection Act 1990, in connection with statutory nuisances and noise

38 The Environmental Offences (Use of Fixed Penalty Receipts) Regulations 2006 (regulation 4) provide for similar arrangements for parish councils, allowing them to use fixed penalty receipts to help meet the cost of their functions in relation to litter, graffiti, fly-posting and Dog Control Order offences. However, parish councils that have been approved as Quality parish councils may spend their receipts on any function (regulation 4(2)(d)), and, if a parish council loses this approval, transitional arrangements are provided for the duration of one year (regulation 5).

39 The Environment Agency was pay all its fixed penalty recens to the Secretary of State.

40 National Park Authorities may retain their fixed penalty receipts, various can be used only to their little enforcement functions under section 88 of the Environmental Protection Act 1930. The Broads Authority may retain its fixed penalty receipts, which can only be used for its functions under section 88 of the Environmental Protection Act 1990, or its functions under section 43 of the Anti-social Behaviour Act 2003.

Fixed Penalty Notice Returns

41 The various statutes oblight local authorities, parish councils Authority to supply the Secretary of State with such details of their fixed penalty reservits required. Furthermore, Locaule PCSO and persons accredited by Chief Police officers issue environmental fixed benalty notices on behalt of certain authorities, those authorities' fixed penalty reconstruction mental control fixed penalty nutries authorities. The Universal Authorities issued by PCSOs and accredited persons. The Universal Receipts (Use of Fixed Penalty Receipts) Requiations 2006 (regulation 4(3)) extend the same requirement to parish councils.

			NIN
		Yij.	Who can issue them
Annex A: Index of Legislation	on for Fixed Penalty No	tices	shout
Description of offence	Act	Prival to Issue	Who can issue them
Nuisance parking	Clean Neighbourhoods and Environment Act 2005	3.6(1)	s. 6 (1), 9(2)
Abandoning a vehicle	Refuse Disposal (Amsnity) Act 1978	PSA(1)	s.2A(1) & (14)
Litter	Environmental Protector Act 1900	\$ 88.0	s.88(1),(9) & (10)
Street litter control notices and litter clearing notices	Potection Act 1990	0 ::94A(2)	s.94A(2) & (7)
Unauthorised distribution of literature on designates and	Environmental Protection (ct. 990	Schedule 3A, para.7(2)	Schedule 3A, para.7(2) & para.8
Failure to product a te transfer notes	Control of Collution (AmcConnent) Act 1989	s.5B(2)	s.5B(2)
Failure o produce was a carrier registration document.	Environmental Protection Act 1990	s.34A(2)	s.34A(2) & (14)
Waste receptacles	Environmental Protection Act 1990	s.47ZA(2)	s.47ZA(2) & (10)

			Sixed Penalty Notices
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			20014
Amount	Discount	Supply of varie/ address details	Use of Receipts
s.6(8)	s.6(10)	Supply of Parie/address actails	5.8
s.2A(8)	s.2A(10)	s.2B	s.2C
s.88(6A)	s.88(7	\$88(8A)\(8\)	s.96 & 97 CNEA
s.94A(4)	5,9401 601	Mar	s.96 CNEA
Schedule 3A, para.7(4)	Gchedule 3A, hara.7(5)	Schedule 3A, para.7(7)-(9)	s.96 CNEA
s.5B(9)	S CS	N/A	s.5C
s.34A(9 5	s.34A(1)	N/A	s.73A
s. \\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\	s.47ZB(3)	N/A	s.73A

Annex A continued Description of offence sue them Act s.59(2),(11) & s.58 Clean Neighbourhoods an Environment Act 2005 Clean Neighbou s.73(2) & (11) Environmen Anti-sadal 2013 s.8(1)s.43(1) s.43(1) & s.47(1)

			Sixed Penalty Notices
			Marian
		~ 4	Use of keeipts s.96 & 97 CNEA
Amount	Discount	Supply of Varie/ address details	Use of heaeipts
s.60(1)	s.60(3)	ON EITE	s.96 & 97 CNEA
s.74(2)	s.74(3)	s.8PD	s.75
s.8A(2) & (2A)	s.8A(3) - in discount for liver see premises	::30	s.9
s.43A(1)	(13A(3)	.43B	s.96 & 97 CNEA
40	ant sis	,	
isis ci	s.8A(3) Cino discount for licer (see premises		
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