



Department
for Environment
Food & Rural Affairs

Litter Strategy for England: Second annual report (2018-2019)

September 2019



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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 second annual report which further sets out our progress against these commitments, and identifies some further actions to be taken forward in the coming year.

Key achievements this past year have included the launch of the new national anti-littering campaign; exploring how best to recognise the voluntary contributions made by individuals to tackling litter; the completion of an independent assessment of road cleanliness; and rolling out the second round of the Litter Innovation Fund. We have also been working towards publication of improved enforcement guidance.

Of the 36 actions outlined in the “taking up responsibility” section of the Strategy, four have been completed, twenty eight are now in progress, and two have yet to start. We have been unable to obtain an update in time for publication on two actions that are with a third party for completion. Eight remain behind the original schedule.

We have also begun new work on the forthcoming Environment Bill, which will include further measures relating to litter. An updated timetable with revised target dates is included at the back of this report.

Commitments and progress

Commitment		Status (RAG)
Measuring litter		
1.	<i>Develop a baseline and an affordable, impartial, statistically robust and proportionate methodology for assessing and monitoring the extent of litter in England.</i>	Completed
Education and awareness		
2.	Deliver a world class national anti-littering campaign.	Ongoing – in progress (p 6)
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 – in progress (p 7)
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 (p 8)
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 (p 9)
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.	In progress – deferred (p 11)
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 (p 8)
8.	Explore further how best to acknowledge and recognise the voluntary contributions made by individuals to tackling litter.	Ongoing – in progress (p 11)

Commitment		Status (RAG)
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 (p 12)
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.	Ongoing – in progress (p 13)
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.	Delayed
13.	Consider the role packaging design could play in reducing litter and littering behaviour	Ongoing - in progress (p 14)
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	Delayed
15.	Continue to seek ways to increase the reach of Chewing Gum Action Group's work.	Ongoing – in progress (p 15)
16.	Publish research on best practice in removing gum.	Ongoing – in progress
17.	Review and update guidance on “Reducing litter caused by ‘food on the go’: A voluntary code of practice for local partnerships”	Not started

Commitment		Status (RAG)
Improving enforcement		
18.	<i>Review the case for increasing the fixed penalties for littering</i>	Completed 2018 (p 17)
19.	<i>Lay Regulations which allow English councils to fine the keeper of a vehicle from which litter is thrown.</i>	Completed 2018 (p 17)
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 (p 17)
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 (p 18)
22.	Publish improved guidance to promote proportionate and responsible enforcement.	Ongoing – in progress (p 18)
23.	Promote transparency and accurate reporting of enforcement action against littering	Ongoing – in progress (p 18)
Better cleaning and litter infrastructure		
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 (p 19)
25.	Identify opportunities for improvement in the cleaning of the Strategic Road Network.	Ongoing – in progress (p 20)
26.	Put in place measures to deliver a lasting improvement in cleanliness at 25 priority litter hotspots on the Strategic Road Network	Ongoing – in progress (p 20)
27.	Commission and publish an independent assessment of road cleanliness	Ongoing – in progress (p 21)

Commitment		Status (RAG)
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.)	2020 – 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	In progress (p 21)
30.	Support councils in collaborating to co-ordinate cleaning	Ongoing – in progress (p 21)
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’	In progress –deferred (p 22)
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 (p 22)
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.	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 (p 22)
36.	Launch new Litter Innovation Fund	Completed (p 22)

Education and awareness

National anti-littering campaign

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

On 30 November 2018 we launched our new campaign, “Keep it, Bin it”, with support from environmental charity Keep Britain Tidy.



This is the first Government-backed national anti-litter campaign in a generation, and it is also one of the first times the Government is running a campaign that is almost fully funded by commercial partners, particularly those companies whose brands' packaging are often littered. The “Keep it, Bin it” campaign calls for an end to rubbish excuses for littering and has a clear call to action: if there's not a bin, keep your rubbish and then bin it when there is one.

“Keep it, Bin it” is backed by some of the biggest names in retail, travel and entertainment, and features poignant images of wildlife eating and getting tangled in litter, contrasted against typical excuses people give for dropping litter. The emotive imagery demonstrates the impact littering can have on the environment.

The campaign was launched by former Environment Secretary Michael Gove and generated coverage in The Telegraph, as well as regional and trade titles.

It also gained traction online, with the campaign film receiving tens of thousands of views. The campaign posts reached hundreds of thousands of people through Defra, Keep Britain Tidy and partners' social media channels and also saw cross government support.

On launch day, the campaign creative was displayed on digital screens across 20 major rail stations thanks to the partnership with Network Rail. Over the launch weekend, the campaign posters appeared on digital screens in over 500 pubs across the country, thanks to a partnership with the out of home media owner Clear Channel.

Using partner funding, tailored social media advertising for 16-24 year olds has been running on Snapchat, Facebook and Instagram since April 2019,

Partners have also contributed on-going in-kind support to the campaign, highlights include:

- For six months from mid-February 2019, the campaign film has been shown before all U-rated films at Cineworld cinemas in England. This free advertising space was donated by PepsiCo UK.
- The campaign imagery is being displayed in all seven Extra MSA motorway service stations across England.
- The campaign has been integrated into Mars Wrigley Confectionery's 'Bin it!' schools programme. The Bin It! Roadshow is a nationwide touring roadshow featuring live actors that schools can book free of charge to teach pupils about

littering. The “Keep it, Bin it” messages have been integrated into the script for the actors and the logo is featured on communications to schools, including the set and van.

Teaching materials

Commitment 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.

As part of Defra’s anti-litter partnership with Mars Wrigley Confectionery, the ‘Keep it, Bin it’ campaign has been integrated into their ‘Bin it!’ schools programme. This is in line with our commitment to link any new teaching materials to a national campaign, ensuring that young people receive consistent messages about litter.

To help showcase this partnership, Thérèse Coffey MP, then Minister of State for the Environment, attended the Mars Wrigley Confectionery’s ‘Bin It! Roadshow’ performance at Langer Primary Academy in school in Felixstowe along with Keep Britain Tidy CEO, Allison Ogden-Newton.

The Bin It! Roadshow is a nationwide touring roadshow featuring live actors that schools can book free of charge to teach pupils about littering. Last year the roadshow visited 147 schools, reaching over 32,000 pupils aged 11-13.

The Bin it! team of actors aims to engage and educate young people, encouraging pupils to make positive choices about the responsible disposal of litter in their environment and urging them to take pride in their community. Evaluation of the last Bin it! tour showed that 82% of students reported that the show increased their knowledge of littering issues.

Schools involved in Bin it! also have access to a resource pack that includes teachers’ notes, lesson plans and PowerPoints. The resource packs are also available to all secondary schools across the UK, and have been designed to be used in citizenship lessons.¹

The Bin it! tour has so far visited over 1000 schools and the show has been seen by almost 200,000 children. Evaluation of the 2018 tour showed that 70% of children said that they would not litter as a result of the topics covered in the show.

In addition to the drama-based education programme, Bin it! has also been adapted to inform and inspire audiences of 7-11 year olds, encouraging them to care for their local area and love where they live.

¹ www.biniteducation.com

The web-based initiative, Bin it! Beats, includes a music video clip and resource pack, providing teachers with three lesson plans – complete with teaching notes and accompanying activity sheets.



Commitment 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

Commitment 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 of badges by the National Citizen Service and the Scouts association.

With support from Defra and in partnership with the Canal & River Trust, the Scouting Association have developed a Plastic Pollution and Waterways resource pack for their young Scouts and Explorers. The pack contains information to help young people understand the impact of plastic on wildlife, the waterways and oceans, and take practical action about issues affecting their local area. An additional Plastic Education pack for Beavers and Cubs has also been created to increase awareness and educate the youngest members about plastic pollution.

The pack is part of the A Million Hands programme and encouraged scouts to take part in A Million Hands Big Moment in the summer of 2019. The Scouts has 640,000 members in the UK, including 460,000 young people aged 6-18. Scouts are one-third more likely to

take an active role in their communities, with Scouts contributing 700,000 hours of action since 2015.

Recognising the need to support young people globally, £40,000 of the Defra Overseas Development Assistance Fund was granted to develop the 'Tide Turners Plastic Challenge' badge for Girl Guides, Scouts and other youth networks. The project was announced in August 2018 and a pilot was rolled out in Kenya, Uganda, Ghana and Tanzania, with an extension of the programme then rolled out in India and Mauritius. The badge has enabled young people to complete a set of challenges to tackle plastic pollution, ranging from clean ups and campaigning to peer-to-peer training. The Plastic Challenge badge aims to enable behavioural change and inspire the next generation to engage with the issue of plastic pollution and the health of our oceans. The pilot has been a huge success and the phase two scale-up of the programme will be launching this year aiming to build upon the work successfully completed by reaching communities in many of the countries with the greatest issues with plastic pollution.

Case study: Points of Light – Nadia Sparks (“Trashgirl”)

Shocked by the waste she would see on her cycle to school, Nadia, who is 13 and from Norwich, began regularly picking up items and disposing of them on her return home, collecting over 3,000 litres of litter. Called 'Trash Girl' by bullies at her school, Nadia was determined to overcome the name-calling by using it as part of a positive campaign to encourage her peers to take action on litter through an online community group. Her campaign has been picked up by 'Greenpeace', 'WWF' and 'Keep Britain Tidy', and has since gone viral, with her online following growing to over 4,000 people. She has been depicted by local artists as a cartoon superhero character, which is being shared in schools to educate students on litter prevention.

Nadia received a personal letter from the Prime Minister saying: “Through your 'Trash Girl' campaign you are changing attitudes on littering and inspiring thousands of your fellow students to take action. You are sending a positive message that we should all take responsibility for looking after our local environment, and should feel very proud of the difference this is making.”

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.

This year, the annual Great British Spring Clean took place across the country from 22nd March – 23rd April, led by Keep Britain Tidy in partnership with The Daily Mail. The campaign was funded by corporate partners, including Wilko, and the People's Postcode Lottery. It is also supported by a wide range of brands including Greggs, McDonald's, Mars Wrigley Confectionery, Coca-Cola, Walkers, Red Bull, Costa and others.

Over 560,000 volunteers contributed their time to take part in the biggest spring clean event since the first 'Community Clear-Up Day' held in 2015. Minister of State for the Environment, Thérèse Coffey, attended a litter pick in Suffolk and helped local volunteers clean their local area. Likewise, former Environment Secretary Michael Gove attended a litter pick in his constituency in Surrey, where he joined local volunteers and helped collect 25 bin bags of litter along a nature trail by the A331. The campaign was also supported by the former Prime Minister and Prince William.

This collaborative effort resulted in 17,097 clean-ups nationwide and 957,377 bags of litter being collected. Put into context, this amounts to 4,308 tonnes of rubbish that would fill 239,344 wheelie bins. Importantly, around 39% of the litter collected was diverted from landfill and recycled.

Last year also saw the largest ever Great British Beach Clean, organised by the Marine Conservation Society. From 14th to 17th of September 2018, nearly 15,000 volunteers removed 8,550 kg of litter from their local beaches.

We will continue to support and endorse national clean-up days such as these, and to use our influence to encourage as many people and businesses as possible to participate.

Case study: Points of Light – Emily Stevenson

Emily Stevenson, an environmental campaigner from Cornwall, received a Points of Light award for her outstanding achievements in organising community-led beach clean-ups. A marine biology graduate, Emily is well aware of the importance of keeping our beaches, oceans and waterways free of litter pollution. Always aiming to help people feel empowered to take action to stop litter pollution, Emily takes the plastic she collects from her daily litter-picks, to local schools, where she gives talks to young people about litter pollution and recycling. In addition, she founded 'Beach Guardian' a partnership with car company 'Nissan', who have provided off-road vehicles to help people access remote areas of coastline and carry out clean up operations which would otherwise be hard to reach and leads an on-going campaign to encourage crisp packet producers to reduce non-recyclable packaging, with 'Walkers' committing to making all their packaging biodegradable and recyclable by 2025.

In a personal letter to Emily, Prime Minister Theresa May said: "Your passion for marine biology has inspired hundreds of people to support 'Beach Guardians', helping with beach clean-ups across Cornwall and changing attitudes to plastics and non-recyclable crisp packets. Your innovative off-road vehicles partnership is also ensuring that some of the most remote beaches are being reached. You should be proud of what you have achieved and I wish you well as you continue your work."

Community engagement

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

The Community Engagement Working Group held further useful meetings in the first part of 2018, including hearing a presentation from ParkrunUK about the lessons they have learned about mobilising large communities of volunteers and collaborating with councils to work in shared public spaces. This work was put on hold towards the end of 2018 and will be resumed in 2020.

Recognise volunteers

Commitment 8: Explore further how best to acknowledge and recognise the voluntary contributions made by individuals to tackling litter.

Acknowledging the good work done by individuals provides social recognition for those already engaging with their local environment. It can also inspire individuals who have never taken action against littering to go out and do so, and helps reinforce the pride and care that communities feel for their local areas.

This year, we worked to align the Great British Spring Clean with the announcement of five litter-related Points of Light awards, whose case-studies are featured in this report. The daily Points of Light award recognises outstanding individual volunteers who are making a change in their community.

Anti-litter Points of Light winners



(L-R Emily Stevenson, Nadia Sparkes, Margaret Bostock, Dhruv Boruah, Jason Alexander)

Supporting high-street cleaning

Commitment 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.

In March 2018 the Ministry for Housing, Communities and Local Government announced £9.75m of funding for local councils to back their efforts in cleaning up high streets and town centres. The announcement came ahead of the pilot of a new 'National High Street Perfect Day' (see case study below). The day was first suggested in Sir John Timpson's High Street Report, compiled by retail industry experts, which called for a community-led approach towards supporting high streets, including one day in the year when every town centre looks the best it possibly can.

Case study –High Street Perfect Days

The pilot scheme was launched on 17 May in Altrincham, Great Manchester, which had been named Best High Street in England in 2018.

The launch saw local businesses, schools, voluntary groups and Trafford council descend on the high street to take part in litter picks, while local schools worked with the Keep Britain Tidy Eco Schools programme to learn more about protecting the environment.

Recognising the challenging time for many retailers, confronted by rapidly changing consumer demand and the rise of online spending, the government has stepped up, taking action to ensure that local high streets are able to adapt and thrive for generations to come.

High Streets Minister Jake Berry MP said:

“The first ever National Perfect Day represents a fantastic opportunity for communities to get together in partnership with local businesses and ensure our high streets are places that can gleam with pride.”

“In Altrincham, the local community has done a brilliant job in transforming the town center into the success it is today and there could be no better place to launch the campaign than on England’s champion high street.”

Sir John Timpson CBE, Chair of the Expert Advisory Panel on High Streets, and Chairman of retail services company Timpson, said:

“The ‘Perfect Day’ concept is one which we use in my shops throughout the country and it has worked for us for years. On one day each year, in every part of the business, the whole team get involved to make sure they shine on the day! Scaling it up to a whole town centre is an exciting proposition and I look forward to seeing the results in Altrincham.”

<https://www.gov.uk/government/news/high-street-perfect-day-makes-debut>

Voluntary and economic incentives to reduce litter

Commitment 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.

In the Resources and Waste Strategy, published in December 2018, the Government has stated that it is minded to introduce a deposit return scheme (DRS) for drinks containers in England from 2023, subject to further evidence and analysis, aimed at boosting recycling rates, reducing littering and recovering high quality materials for reprocessing.

The consultation, launched in February 2019 sought views on the materials for inclusion, proposing these should be plastic (PET), metal and glass. It also looked at two operational

models – an ‘all-in DRS’ (all in scope drinks containers) and an ‘on-the-go’ DRS (to target drinks mainly consumed away from home – i.e. drinks containers with capacity < 750ml).²

Specific details of a DRS, including the material and drinks to be included in scope, will be developed further and presented in a second consultation in 2020, with a DRS expected to be implemented from 2023.

Case study: Points of Light - Rosanne Bostock

Rosanne Bostock, from Oxford, founded ‘OxClean’ in 2007 and has helped witness a reduction of littering in the city, with volunteers in 2017 clearing over 4.5 tonnes of litter. After encountering a similar initiative in Sydney whilst travelling, Rosanne was inspired to bring the concept back to her home city, gaining backing from Oxford City Council. ‘OxClean’ now coordinates over 1,200 volunteers and 30 businesses across the city to take action on litter. Rosanne has also launched the ‘Spotless Oxford’ campaign to encourage more than 30 leading businesses and institutions in the city to clear up outside their premises on a regular basis.

In a personal letter to Rosanne the Prime Minister said: “The success of your ‘OxClean’ initiative is testament to your extraordinary commitment to cleaning the streets of the beautiful city of Oxford. The support from volunteers you have inspired to take part in your annual clean-up is truly remarkable. You should feel incredibly proud of the impact you have made in reducing littering in your community.”

Packaging design to reduce litter

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

Following the research carried out by Keep Britain Tidy during 2017-2018 into the influence of packaging design on littering behaviour, the Advisory Committee on Packaging has produced a short report for Defra which addresses the need to balance design to reduce litterability with other competing priorities such as:

- Protecting the product
- Minimising material usage
- Being attractive and functional to use
- Communicating essential information to the consumer.

Through the government’s reform of the packaging producer responsibility system we are looking at measures to incentivise the design of all types of packaging to ensure more can be recycled and also to improve the infrastructure for the collection and recycling of

² A summary of consultation responses and the Government’s next steps have now been published online: <https://www.gov.uk/government/consultations/introducing-a-deposit-return-scheme-drs-for-drinks-containers-bottles-and-cans>.

packaging waste including that generated 'on-the-go' and to reduce the incidence of commonly littered items.

We are currently considering the ACP's recommendations and next steps. Both the Keep Britain Tidy research and the ACP's report will be published in 2019.

Case study: Points of Light - Dhruv Boruah

Dhruv set up his initiative 'The Thames Project' after completing a yacht race from London to Rio de Janeiro and witnessing the scale of plastic pollution in the water. This inspired him to become the first person to cycle on the Thames from its source to the sea, using the journey to clear litter from the river and raise awareness of plastic pollution. The environmental campaigner has also developed a 'Thames Litter Discovery Map' to identify concentrations of litter in the river and engage volunteers in mapping areas in need of further support.

In a personal letter to Dhruv, the Prime Minister said: "You're engaging and imaginative river cycle rides have inspired people worldwide to consider the damaging impact litter and plastics are having on our waterways. Through 'The Thames Project', you are encouraging people to reduce their plastic footprint and take action in their local communities to keep rivers clean. I wish you the very best with your continued work."

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 has successfully expanded its campaign activity since publication of the Litter Strategy, from 12 councils participating in 2016 to around 100 in 2018.

Publication of the research on best practice in removing gum has been delayed, but will be prioritised in 2019.

In 2018, HM Treasury's ran a call for evidence on "how changes to the tax system or charges could be used to reduce the amount of single-use plastics we waste". A number of responses to that call recommended bans or taxes on chewing gum in recognition of the challenges of removing gum litter once it is dropped.

The Resources and Waste Strategy, published November 2018, recognised these concerns and said:

"We pledged £20 million to the Plastics Research and Innovation Fund (PRIF – co-ordinated by Innovate UK and EPSRC) which aims to reduce the environmental costs of plastic and litter. Our sights are set on problematic plastics such as

cigarette filters and chewing gum, which contain single-plastic polymers, and blight our streets and seas. The fund will seek to deliver strategic networking and research that will coordinate existing knowledge across the UK, catalysing new ideas and rapid solutions. It will support the polymer, packaging, retail and waste sectors as well as local government responsible for waste collection.”

We continue to keep the work of the Chewing Gum Action Group under review, and to seek ways to improve its reach and effectiveness.

Case study: Points of Light - Jason Alexander.

As a wildlife photographer, Jason was inspired to take action on litter after repeatedly seeing rubbish blighting the local landscape, particularly from cigarette butts. Research by ‘Keep Britain Tidy’ found that only 38% of smokers are aware cigarettes contain plastic. Jason is dedicated to raising awareness of the damaging impact this type of litter has on coastal environments through his ‘Rubbish Walks’ initiative, highlighting the impact that plastic and cigarette butts are having on coastal environments.

In recognising his efforts, the Prime Minister commended in Jason in a personal letter saying: “Through ‘Rubbish Walks’, you are highlighting the terrible impact that plastic and cigarette butts are having on coastal environments, and inspiring people in your local community to take action. I wish you the very best with your continued efforts.”

Improving enforcement

Increasing penalties

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

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

Under the Regulations introduced in April 2018, the maximum and default fixed penalties for littering were increased from £75 to £100 and from £80 to £150 respectively. From 1 April 2019, the minimum fixed penalty notice for littering has also increased from £50 to £65. The same changes have also been applied to penalties for graffiti, fly-posting and the unlicensed distribution of free printed material in a designated area, as well as to the civil penalties for littering from vehicles (which must be set at the same level as the fixed penalty for littering in a particular area).

Fly-tipping

Commitment 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.

The National Fly-Tipping Prevention Group (NFTPG), chaired by Defra, has published a Fly-tipping Partnership Framework outlining best practice for the prevention, reporting, investigation and clearance of fly-tipping to be adapted to suit local circumstances, and a series of fly-tipping prevention guides for householders, businesses and landowners.

Building on this, we will develop a fly-tipping toolkit, hosted by the NFTPG, which will be a web-based tool to help local authorities and others work in partnership to tackle fly-tipping. It will cover, for example, the use of new technology to report fly-tipping, sharing of intelligence within and between partnerships, dealing with unauthorised encampments and promoting the duty of care for individuals and businesses.

On 7 January 2019, legislation came into force allowing councils to issue Fixed Penalty Notices (FPNs) of up to £400 to householders who give waste to fly-tippers. We have previously given local authorities (LAs) the power to issue fixed penalty notices for fly-tipping offences and have enhanced the powers available to LAs and the Environment Agency (EA), such as the ability to search and seize the vehicles of suspected fly-tippers.

We have also made a range of other legislative changes, increasing the powers for the Environment Agency to tackle problem waste sites, technical competence requirements for permitted waste sites, and new penalties for breaches of the duty of care for household waste supported by an updated Code of Practice. We've also committed to further legislation to tackle the waste exemptions most often linked to criminal activity, and introducing financial provision to enable the cleaning up of abandoned sites.

We will continue to work with magistrates and the Judicial Office to ensure magistrates are aware of the prevalence and importance of waste crime and are effectively trained in the

environmental offences sentencing guideline. The fly-tipping toolkit will also help local authorities improve the quality of cases.

A Defra-funded research project on the awareness of and adherence to the household waste duty of care among the public was published on 28 August 2019. We have also published materials relating to householder duty of care. These materials have been provided to the Local Government Association, who will circulate these to local authorities at an appropriate time. The materials are also available on the National Fly-Tipping Prevention Group's website <http://www.tacklingflytipping.com>.

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.

The Home Office continues to work through the Anti-social Behaviour Strategic Board which brings together a range of partners and representatives from key agencies to consider the effectiveness of the powers introduced by the Anti-social Behaviour, Crime and Policing Act 2014.

It is for local areas to determine how best to use the powers to help address persistent and unreasonable behaviour that is having a detrimental effect on the local community, including where this involves littering and rubbish. The government will continue to keep the impact of the powers under review through the Strategic Board.

Enforcement guidance and transparency

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

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

Following the public consultation on draft guidance, which closed in June 2018, we have been considering the responses received.³ We expect to publish the revised guidance in late 2019, as an amendment to the Code of Practice on Litter and Refuse.

We believe that, in principle, all data held and managed by local authorities should be made available to local people unless there are specific sensitivities to doing so (e.g. protecting vulnerable people or commercial and operational considerations). The proposed guidance makes clear that enforcement authorities should report regularly and consistently, to help the public understand and accept enforcement and council use of taxpayers' money.

³ Consultation document: <https://consult.defra.gov.uk/environment/reducing-litter-proportionate-enforcement/>
Summary of responses: <https://www.gov.uk/government/consultations/litter-and-refuse-updating-enforcement-guidance/outcome/summary-of-responses>

We also intend to bring forward measures in the upcoming Environment Bill to allow development of statutory guidance for litter authorities on the use of their enforcement powers, and to extend Government's existing powers to impose conditions to be met by those carrying out enforcement activity.

Sentencing

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

Following the coming into force of the increase in fixed penalty levels and new littering from vehicles penalties in April 2018, we have worked with the Sentencing Council to improve the guidance for magistrates on sentencing for environmental offences for which fixed penalty notices are available.⁴

⁴ [https://www.sentencingcouncil.org.uk/explanatory-material/magistrates-court/item/out-of-court-disposals/\(part 5\)](https://www.sentencingcouncil.org.uk/explanatory-material/magistrates-court/item/out-of-court-disposals/(part%205))

Better cleaning and litter infrastructure

Improving cleanliness on the strategic road network

Commitment 25. Identify opportunities for improvement in the cleaning of the Strategic Road Network.⁵

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

Education, awareness and infrastructure continue to be important in the drive to remove litter from the strategic road network. The Draft Road Investment Strategy 2 - Government objectives (October 2018),⁶ recognises the contribution the Government's 25 Year Environment Plan will make to framing the final Strategy.⁷ This aims to improve the management of litter as part of a wider goal to make positive environmental enhancements from the investments we make.

Highways England is working with organisations like Keep Britain Tidy, motorway service area operators and local authorities to share knowledge and best practice, joint initiatives and information campaigns.

This year, Highways England ran an extended Great British Spring Clean campaign to coincide with its main litter-picking activity in spring, and collected over 19,000 bags of litter, surpassing last year's collection of 8,000 bags. This was supported by a social media campaign which ran from 1 March – 30 April 2019 and received a positive public response.

Highways England continues to engage with local authorities and is keen to encourage greater collaboration. Twenty-one local authorities have formalised working collaboratively with Highways England, while others work in partnership informally. This enables local authority litter clean ups to take place at convenient opportunities when Highways England implement traffic management measures for other maintenance work. This minimises the time that lane closures are required, with the aim of benefiting road users and reducing costs. Highways England is also continuing work on a support pack for local authorities to provide guidance on how Highways England and local authorities can work together in tackling litter.

Highways England continues to monitor and take steps to address the national 25 litter 'hotspots' with over 6,500 bags of litter removed from these 25 hotspots in 2018/19.

⁵ The Strategic Road Network 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.

⁶ <https://www.gov.uk/government/publications/draft-road-investment-strategy-2-government-objectives>

⁷ <https://www.gov.uk/government/publications/25-year-environment-plan>

Case study – Roadside Funnel bins

In June 2018, Highways England ran a trial where ‘funnel’ bins at car and lorry-height were installed at the Roadchef Motorway Service Area, in order to test whether they reduce littering. These bins are specially designed to make it easy to dispose of litter when leaving the service area.

Following a successful trial that showed a reduction in littering by 25%. Highways England has continued to roll out the installation of funnel-bins at two further Motorway Service Areas (MSA). The extension of installations has had a positive effect on tackling littering on-site and on the on-slips of the MSA, with the number of bags of litter collected on the on-slips reduced by 47%. Interviews with MSA staff and the on-site facilities team support these findings, with most of those interviewed perceiving an observed reduction in litter. Highways England will continue to work with all MSA operators to identify locations that are suitable for these types of infrastructure.

Commitment 27. Commission and publish an independent assessment of road cleanliness

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 survey of cleanliness on the parts of the strategic road network which local councils are responsible for litter-picking was carried out during 2018. The results have now been sent to the relevant councils for comment, and their responses will help inform our understanding of the barriers to effective cleansing on the network. We will publish a report of the findings later in 2019.

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 been reviewing existing legislation and guidance relating to litter, and undertaken a qualitative analysis of whether the provision meets the needs of both the problem and those who are required to enforce it.

The report is being finalised and will be the subject of a seminar in early 2020, after which a summary on its content will be placed on the CPRE website with links to an interactive website about litter and the law. This will provide the public and litter enforcers with easy to use information on which litter laws are appropriate in what situations. This report is the first part of an on-going project by CPRE 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 first phase of the Cleaner Counties Project (Essex Pilot) has been focused on data collection. Data has been requested on litter clearance and enforcement activities from a

variety of sources which have responsibility such as local authorities, Highways England, Network Rail, ports and airports, NGOs and charities. The level of response has been varied, and those responses that have been received are being analysed to assess the opportunities of collaborative working with a view to achieve greater efficiencies.

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’

This work has been deferred to 2020.

Binrastructure guidance

Commitment 32: Produce guidance on “binrastructure” (the design, number and location of public litter bins and other items of street furniture designed to capture litter)

In the 2018 Budget, the Chancellor announced £10 million to pioneer innovative approaches to boosting recycling and reducing litter, such as ‘smart bins’. This funding will take the form of a capital grants scheme which will be launched alongside the publication of the guidance on binrastructure later in 2019.

Litter Innovation Fund

Commitment 35: Spread best-practice in street cleaning and reducing littering, including learning from international experience and implementation / evaluation of innovative new approaches.

Commitment 36. Launch new Litter Innovation Fund.

All the first-round Innovation Fund projects concluded during Autumn 2018, and applicants were given time to write up their reports.⁸ Expressions of interest for the second round of funding was invited in August 2018, and the Fund closed to final applications in April 2019. Second-round projects are expected to run in late 2019, to report the following year.

The Litter Innovation Fund projects has also provided an opportunity to develop and test new guidance on the monitoring and evaluation of interventions that aim to reduce litter. Following the conclusion of the first-round projects, we commissioned an independent consultancy to work with the participants to understand their experience of carrying out monitoring and evaluation of litter interventions, and to use the findings to develop improved guidance on monitoring and evaluation for future testing of litter interventions.

We will further test the guidance with the round two projects, with the aim of publishing it for general use during 2020.

⁸ <http://www.wrap.org.uk/content/litter-innovation-fund>

Taking up responsibility – revised

	Commitment	Original target date	Revised timescale
	Measuring litter		
1	<i>Develop a baseline and an affordable, impartial, statistically robust and proportionate methodology for assessing and monitoring the extent of litter in England.</i>	Spring 2017	Completed
	Education and Awareness		
2	Deliver a world class national anti-littering campaign	Launch in 2017/18	Ongoing
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.	By 2020	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.	By 2020	Ongoing
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	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.	Programme of actions to be agreed mid 2017	2020
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	From 2017	Ongoing

8	Explore further how best to acknowledge and recognise the voluntary contributions made by individuals to tackling litter.	2019	Ongoing
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	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.	Ongoing	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.	2017	Ongoing
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	No update available
13	Consider the role packaging could play in reducing litter and littering behaviour	2017	Begun 2017 – in progress
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	No update available
15	Continue to seek ways to increase the reach of Chewing Gum Action Group's work.	Ongoing	Ongoing
16	Publish research on best practice in removing gum	2017	2019
17	Review and update guidance on "Reducing litter caused by 'food on the go': A voluntary code of practice for local partnerships"	2018-19	2020-21
Improving enforcement			
18	<i>Review the case for increasing the fixed penalties for littering</i>	2017-18	<i>Completed</i>

19	<i>Lay Regulations which allow English councils to fine the keeper of a vehicle from which litter is thrown.</i>	2017-18	Completed
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	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.	Ongoing	Ongoing
22	Publish improved guidance to promote proportionate and responsible enforcement.	2017	2019
23	Promote transparency and accurate reporting of enforcement action against littering	Ongoing	Ongoing
24	Raise councils and magistrates' awareness of the range of sanctions available for littering and fly tipping offences, including alternatives to fixed penalties	Ongoing	Ongoing
Better cleaning and litter infrastructure			
25	Identify opportunities for improvement in the cleaning of the Strategic Road Network.	Ongoing	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	Begun 2017 - ongoing
27	Commission and publish an independent assessment of road cleanliness	2017/18	2019
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	2022
29	Explore and identify means to address the practical barriers to keeping our roadsides clear of litter,	Programme of actions to be	Ongoing

	including issues relating to both cleaning and litter-prevention	agreed mid-2017	
30	Support councils in collaborating to co-ordinate cleaning	Ongoing	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'	2017	2020
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	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	Ongoing	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.	2019	2021
35	Spread best-practice in street cleaning and reducing littering, including learning from international experience and implementation/evaluation of innovative new approaches	Ongoing	Ongoing
36	<i>Launch new Litter Innovation Fund Defra 2017</i>	<i>2017</i>	<i>Completed</i>