

ZERO WASTE

TOWARDS A LITTER-FREE SCOTLAND:

**A STRATEGIC APPROACH TO HIGHER
QUALITY LOCAL ENVIRONMENTS**

CONTENTS

1. Foreword	3
2. Executive Summary	4
3. The Strategic Overview	6
Why does it matter?	7
Who will deliver this strategy?	9
Action already underway	10
Innovation and creativity	11
What will success look like?	12
Monitoring impact.....	12
Roles and responsibilities	13
4 Interventions	14
Information – improved sources, consistency and nature of messages	14
Infrastructure – facilities and services to reduce litter and promote recycling	16
Enforcement – strengthening the deterrent effect of enforcement	21
5. Building On The Consultation - Annex A	22
Environmental Statement.....	22
Equality Impact Assessment	22
Partial Business Regulatory Impact Assessment (BRIA)	22
6. Influencing Behaviour - Annex B	23

1. FOREWORD

Scotland is a beautiful country and we all have a responsibility to keep it that way.

Towards a Litter-free Scotland is a strategic approach to creating higher quality local environments for everyone. It is the start of a journey with social, economic and environmental benefits for us all. And it's everyone's responsibility to do the right thing.

A litter-free Scotland matters to us as a society and as individuals. The way we feel about where we live, work and spend our leisure time has a huge impact on our health and wellbeing. One tonne of litter is around 20,000 visible items¹. Spread out along a pavement that would be one item, every metre, for 20 kilometres.

A litter-free Scotland matters to our economy. We don't want litter to affect the experience of visitors to Scotland or the places we do business. And the £53 million² of public money which is spent tackling litter and flytipping each year could be better spent on other services. Littered items such as plastic bottles and aluminium cans could also be worth £1.2 million³ when recycled.

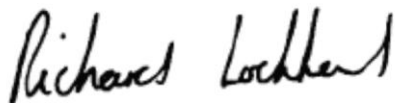
A litter-free Scotland also matters to our environment and wildlife. Designing out waste from products and services, and recycling materials that might otherwise become litter and flytipping, protects natural resources and helps to reduce harmful greenhouse gases.

With this, the first national litter strategy for Scotland, we are providing leadership on waste prevention. It helps people to do the right thing with waste, and places an emphasis on efforts to reduce, reuse and recycle more.

To help people make the right choices, and do the right thing, we have improved our litter communications. And to help deter offending, we have introduced higher fixed penalties for littering and flytipping. These reinforce wider efforts to improve local environments through activities such as street cleansing and encouraging people to clean up after their dogs.

As we build on the work already underway, it is vital that all the organisations with responsibilities and interests in tackling litter and flytipping work together. This strategy, and the forthcoming Marine Litter Strategy, provides a focus for doing so. I am grateful to the people and organisations which have shaped this approach through dialogue and consultation. I look forward to continued co-operation and collaboration as we take both strategies forward.

By doing the right thing, we can start to make a difference and enjoy cleaner, safer communities, and a cleaner, safer Scotland.



Richard Lochhead
Cabinet Secretary for Rural Affairs and the Environment
June 2014

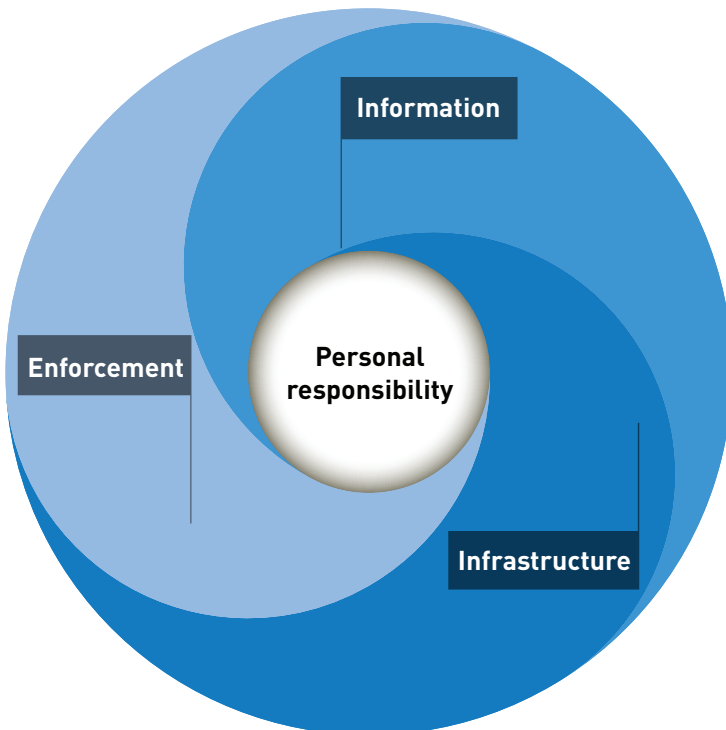
¹ Scotland's Litter Problem: Quantifying the scale and cost of litter and flytipping – section 3.1.1. Local authorities clear at least 15,000 tonnes of litter every year – section 3.2.1

² Scotland's Litter Problem: Quantifying the scale and cost of litter and flytipping – section 4.6

³ Scotland's Litter Problem: Quantifying the scale and cost of litter and flytipping – section 4.5.1

2. EXECUTIVE SUMMARY

'Towards a Litter-free Scotland' sets out Scotland's approach to improving our environment by addressing litter and flytipping problems.



Ultimately, it is people who create and discard waste. The strategy identifies ways to encourage people to take personal responsibility; through key information, infrastructure and enforcement activities.

Figure 1: How interventions reinforce each other and encourage personal responsibility.

Our focus on preventing litter and flytipping aims to encourage personal responsibility and reduce the need for expensive clean-up or enforcement. We all pay for these in the end: either as taxpayers or as customers of goods and services.

We want this strategy to enhance and reinforce work already underway across Scottish local and national government, business, charities, voluntary organisations and community groups.

We can influence individuals' behaviours when we work together and become a society which values its resources and which also benefits through:

- Reducing the damaging consequences of litter and flytipping for health and well-being, crime, property values, wildfires and even road accidents.
- Making better use of materials and products which otherwise end up as litter or flytipping.
- Cleaner, safer communities in which to live and do business.

This strategy is for people with a role in helping to tackle litter and flytipping and boost recycling. Its measures support each other. For example, when people know littering is a crime, and that they risk an £80 penalty if caught, it can discourage future offending.

Our actions are as follows:

Information

Communication - explaining why people should do the right thing with waste.

Education - encouraging long-term positive attitudes to waste and littering.

Local community action - helping people to take responsibility for their areas.

Infrastructure

Product and service design - working with businesses and designers to prevent materials from becoming litter.

Opportunities for recycling - increasing facilities in public places (such as Recycle on the Go) and increasing the range of commonly recycled materials.

Guidance - providing effective advice and best practice to the people whose jobs include particular responsibility to tackle litter and flytipping.

Funding and support - targeting resources on activity which delivers litter-free environments.

Research and monitoring - to increase understanding of how successful particular actions are in helping to reduce the problem, and informing future action.

Flytipping - further work to understand the reasons why people flytip and the possible solutions.

Enforcement

Strengthening the enforcement system - with effective laws and procedures that deter offenders.

Training - to support enforcement officers as they carry out their duties.

Summary

We will work with delivery partners to agree how best to deliver interventions and innovation.



This strategy complements other action to improve environmental quality, such as the development of a Marine Litter Strategy and wider street cleansing measures (including encouraging people to clean up after their dogs).

Its ambition is to position Scotland as a leader across government, business and communities to prevent litter and flytipping and to make wise use of resources. We are committed to showing leadership on tackling litter and flytipping and we can make a real difference when we all play our part.

Figure 2: The national litter strategy's links with other action to support cleaner, safer communities.

3. THE STRATEGIC OVERVIEW

3.1 'Towards a Litter-free Scotland' sets out how Scotland can significantly reduce litter and flytipping and support cleaner, safer communities.

3.2 It recognises that if people do the right thing with waste, Scotland can save money and benefit from the economic value of litter and flytipped materials.

3.3 At the heart of the strategy is prevention: encouraging individuals to take personal responsibility to make sure that waste does not pollute the environment in the first place.

3.4 The strategy advocates a Scotland which benefits from better environmental quality and safer, more prosperous communities in place of the current problems of litter and flytipping.

3.5 The strategy's actions are all about influencing people's behaviours, in particular, motivating people to:

- Stop littering.
- Stop flytipping.
- Recycle in public places.

3.6 The strategy's purpose is to influence these behaviours through interventions on:

- Information - improving the sources, consistency and nature of messages.
- Infrastructure - improving the facilities and services provided to reduce litter and promote recycling.
- Enforcement - strengthening the deterrent effect of legislation.

3.7 In influencing these behaviours and delivering these interventions, over a five-year period, the strategy sets the following approach:

- **People first:** delivering action that helps people to take personal responsibility and which reaches and includes all members of society.
- **Prevention:** prioritising action and innovation that proactively prevents litter and flytipping and boosts resource efficiency.
- **Accountability:** organisations with responsibilities and duties should deliver these efficiently and effectively, and according to their statutory responsibilities, particularly considering safety: no one should be at risk of harm in delivering interventions.

3.8 This approach is self-enforcing and delivery partners are expected to engage with it. The need for strengthened action may be considered following the strategy's review in 2016-17.

Within this strategy:

Litter is waste in the wrong place: the wider environment. It can be all kinds of man-made materials or item associated with food.

Flytipping is illegal dumping of waste - from a bin bag of household waste to large quantities of domestic, commercial or construction waste.

Recycle on the Go is activities/facilities to make recycling easier in busy public places. It includes recycling bins and take back/rewards schemes.

Why does it matter?

3.9 Scotland has a rich environmental heritage. Its outstanding natural beauty, landscapes and biodiversity are recognised across the world, and living in a clean, safe community has social, environmental and economic benefits for us all.

3.10 By encouraging people to take personal responsibility for litter and flytipped material Scotland can avoid unnecessary spending on cleaning up and - if recycled - littered material could be worth at least £1.2 million a year⁴.

3.11 Evidence demonstrates that seeing litter and flytipping in a location can encourage people to discard even more items there⁵. It becomes accepted practice - a 'social norm'.

3.12 Reducing litter and reusing and recycling materials also makes good sense for business:

- People like to visit and shop in a clean and safe environment.
- Brand reputation can be damaged when products are discarded irresponsibly.
- Business efficiency can be improved by reducing packaging.
- And as the price of raw materials escalate, reusing, refurbishing and reprocessing materials makes good sense and provides a rich opportunity for innovation, skills and jobs.

3.13 This strategy's prevention focus is in line with a wider emphasis on efficiency in public services. It also contributes to [National Outcomes](#) which apply across public policy in Scotland:

- We reduce the local and global [environmental impact](#) of our consumption and production.
- Our [public services](#) are high quality, continually improving, efficient and responsive to local people's needs.
- We value and enjoy our built and natural [environment](#) and protect it and enhance it for future generations.
- We live in well-designed, [sustainable places](#) where we are able to access the amenities and services we need.

3.14 This strategy's focus on litter and flytipping complements wider action to improve environmental quality, such as tackling dog fouling and graffiti.

Litter and flytipping are a risk to public health and wellbeing.

At least £46 million of public money is spent removing litter and flytipping from the environment each year. And the wider negative impacts of litter impose at least a further £25 million in costs on our society and economy.

These are antisocial behaviours, and criminal offences.

Scotland's Litter Problem:
Quantifying the scale and cost of litter and flytipping – section 4.6

⁴ Scotland's Litter Problem: Quantifying the scale and cost of litter and flytipping – section 4.5.1.

⁵ Scotland's Litter Problem: Quantifying the scale and cost of litter and flytipping – section 5.1.3.

3.15 It will also support the Marine Litter Strategy, which has been developed in parallel to this strategy, since a significant amount of marine litter originates on land and reaches the sea via lochs and rivers (Zero Waste Scotland research⁶).

3.16 Broader work to create the conditions for a more resource efficient⁷ and circular economy⁸ is set out in the [Zero Waste Plan](#) (2010) and [Safeguarding Scotland's Resources](#) (2013).

3.17 This litter strategy has been shaped by dialogue and consultation, including an environmental assessment. Further details are in Annex A. It is also in line with the approach to influencing behaviour, in our [Low Carbon Scotland: A Behaviours Framework](#) (2013)⁹. Further details are provided in Annex B.



Figure 3: 'Scotland's Zero Waste Plan' and 'Safeguarding Scotland's Resources: Blueprint for a More Resource Efficient and Circular Economy'.

⁶ Scotland's Litter Problem: Quantifying the scale and cost of litter and flytipping - section 4.4.

⁷ Resource efficiency can boost competitiveness and reduce the impact on the environment through action to conserve and maximise the efficient use of energy, water and raw materials.

⁸ In a circular economy waste is 'designed out' of how we live. Materials are kept in use, retaining their value, for as long as possible before being recycled sustainably.

⁹ Low Carbon Scotland: A Behaviours Framework - How best can we influence behaviours?

Who will deliver this strategy?

3.18 Action to reduce litter, influence behaviour and ultimately deliver this strategy rests with a range of delivery partners – many of whom have specialist knowledge of tackling and preventing litter and flytipping, and resource management¹⁰.

3.19 Some delivery partners' responsibilities and interests will span the full range of actions in this strategy. For example, local authorities can have an influence in many ways through their action on managing land, clean up, town centres, tourism, economic development, community safety, licensing, education and enforcement.

3.20 Others will want to focus on specific areas. For example, business interest will focus on clean up and the role of product or service design.

3.21 Further interests include cross-cutting organisations such as Community Planning Partnerships, Business Improvement Districts and equalities interests as well as more targeted groups such as the [Environmental Crime Taskforce](#), Scottish Flytipping Forum, Transport Litter Group and the [Chewing Gum Action Group](#).

3.22 A co-ordinated approach, which delivers consistent messages, helps to make it clear what people need to do, and why. It recognises that people move across boundaries: between public and private land and across local authorities.

3.23 A common and consistent approach will help to influence behaviour and encourage people to take responsibility for their litter.

3.24 This strategy underpins work already underway and encourages partnership and collaboration by setting a clear direction of travel, while providing flexibility for organisations to develop their own objectives.

3.25 Organisations are encouraged to update their existing operating plans/strategies or develop action plans to cover how they will take forward specific actions in relation to the themes and interventions set out in this strategy.

3.26 Zero Waste Scotland will support this work by sharing existing best practice, and providing template action plans which organisations can draw on as required.

3.27 Zero Waste Scotland's own annual plan will outline the high-level actions it will take on behalf of the Scottish Government.

Delivery partners include:

- Landowners and land managers
- Businesses
- Resource management industry
- Scottish Government
- Local authorities
- Third Sector organisations, including environmental charities
- Local community groups
- Justice services

The range of delivery partners is extensive. This strategy does not attempt to provide a complete list.

¹⁰ The executive summary is designed for wider readership. Plain language materials will be produced through the improved communications action.

Action already underway

3.28 The Scottish Government, with Zero Waste Scotland, has:

- Developed a communications toolkit for delivery partners and a behaviour change marketing campaign to discourage littering.
- Commissioned a drinks container deposit-return scheme feasibility study.
- Started work to better understand links between enforcement delivery and the legal system.
- Supported the Transport Litter Group's Litter Week of Action to cut litter on the transport network.
- Taken forward legislation to:
 - Increase the fixed penalties for litter and flytipping, from £50 each to £80 and £200 respectively.
 - Create powers for Loch Lomond and the Trossachs National Park, and other public bodies, to issue fixed penalties.
 - Create a requirement for alleged offenders to provide their name and address to enforcement officers.
 - Clarify local authorities' powers regarding the placement and retrieval of bins, in order to reduce accidental litter.
 - Discourage large-scale flytipping, with new powers for SEPA and action to recover landfill tax from illegally deposited waste by Revenue Scotland and SEPA.
 - Introduce a charging scheme for single-use carrier bags - a highly visible form of litter - from October 2014.



Figure 4:
Transport Litter
Group's Litter
Week of Action.

3.29 We have committed up to £500,000 towards Keep Scotland Beautiful's [Clean Up Scotland](#) initiative in the period from 2013-2015. As a result of joint working (between Keep Scotland Beautiful, local authorities, businesses and communities) during 2013:

- More than 245,000 volunteers took part in the initiative.
- Around 3,500 clean ups (297 per month) took place.
- More than 2,000 tonnes of litter were removed across Scotland.

Innovation and creativity

3.30 To drive continued improvements to our local environments it is vital to look beyond simply doing the same things more effectively.

3.31 This strategy encourages delivery partners to identify what they can do to inspire people to take personal responsibility, and to maintain that behaviour. This can be developed through:

- Creativity - imaginative solutions that meet peoples' needs in relation to preventing litter and flytipping.
- Innovation - translating creative potential into practical initiatives.

3.32 The Scottish Government has identified three projects to take forward as early actions:

- **Community empowerment:** a pilot scheme that rewards communities which boost the number of voluntary clean ups in local black spots - land which others' are not already taking responsibility for. This incentive scheme provides a focus for communities to prioritise the problem areas that matter to them.
- **Improved product/packaging design:** a call for designers, industry and students/academics to come forward with ideas that prevent or reduce the impact of littered items in the environment. This could include designs which reduce the number of littered items (e.g. plastic sleeves on drinks bottles) or ways to keep items together (for example ring pulls). It could also encourage reusable products, such as coffee cups.
- **Tailored local messaging:** we will pilot a range of projects to influence behaviour, for example through street art, signs and bin design. These will be designed to motivate people to do the right thing: either by highlighting the effects of litter and flytipping on people and wildlife, or by focusing on tackling particular types of litter (such as smoking litter), or litter in a particular environment (e.g. on roadside verges, or in the marine environment).

3.33 Through a flexible approach, that considers audiences' needs and evolving attitudes, this approach can successfully influence behaviour.

What will success look like?

3.34 The following outcomes, which reflect the aspirations of Towards a Litter-free Scotland, will demonstrate the success of the strategy in achieving significant reductions in litter and flytipping by influencing people's behaviour:

	Outcomes
1.	Personal responsibility: people litter less because they are clear what is expected of them and are motivated to take their waste home, use a bin, or recycle it.
2.	Improved environmental quality: a shift in culture to value local environmental quality more highly. Human and animal welfare is better protected and local communities are attractive places in which to live, work and invest.
3.	Economic potential: the value of resources is realised through action and innovation to reduce, reuse and recycle material currently littered or flytipped.
4.	Co-ordination: organisations are better equipped to provide customers and staff with consistent messages, facilities and efficient services.
5.	Value for money: the cost effectiveness of public services is improved by reducing the scale of clear up required, at the same time as reducing the negative costs of litter and flytipping on wider society.

Monitoring impact

3.35 The Scottish Government will work closely with other delivery partners to establish an effective approach to measurement which clarifies:

- The scale of the existing challenges.
- The impact of actions to address these challenges.
- Baselines to support measurement.
- Key indicators to measure progress.
- Timescale for actions and benefits.

3.36 This strategy is intended to be implemented over a five-year period, with on-going programme arrangements to monitor delivery.

Roles and responsibilities

3.37 The Scottish Government's role is to provide leadership, alongside its resource efficiency partner Zero Waste Scotland. It will support delivery partners in developing their plans to take the strategy forward. The strategy's objectives are:

Scottish Government "To support delivery partners to create the conditions that encourage the public to take personal responsibility for preventing litter and flytipping."

The outputs are to:

- Inform and engage the public at a national level (prevention focus).
- Legislate, regulate and provide guidance where necessary (people first).
- Monitor and review national progress (accountability).

Landowners, land managers and resource management "To work with relevant partners to drive behaviour change, achieve more cost effective litter and flytipping clean up and realise the value of materials."

The outputs are to:

- Provide facilities and services and/or inform the public of what they need to do (prevention focus).
- Deliver enforcement where necessary and communicate the effectiveness of this (people first).
- Improve the monitoring and reporting of litter and flytipping on public and private land, and of actions taken to address them (accountability).

Business "To influence behaviour through innovation, staff training, corporate accountability, partnership with other organisations and education."

The outputs are:

- Customer engagement (prevention focus).
- Product and service design (people first).
- Improve the monitoring and reporting of litter and flytipping and of actions taken to address them, and boost recycling (accountability).

Third Sector and local groups "To work with public and private sector to prevent litter and flytipping and maximise resource efficiency."

Its outputs are to:

- Communicate messages to local and specialist audiences (prevention focus).
- Help shape others' litter plans and delivery arrangements (people first).
- Where appropriate, support monitoring (accountability).

4. INTERVENTIONS

4.1 The strategy identifies action to encourage personal responsibility through three intervention themes: information, infrastructure and enforcement.

4.2 Delivery partners are asked to develop their approaches to taking these forward.

Information – improved sources, consistency and nature of messages

4.3 Effective information and engagement can help develop a shared understanding of acceptable and unacceptable behaviour. This is central to motivating people to stop littering and flytipping and to recycle more.

4.4 Providing accessible, consistent information educates people to recognise their littering and flytipping habits, and motivates them to do the right thing.

Intervention 1. Communication

The goal is to communicate effectively and accessibly about litter, with consistent messages that engage the public and motivate behaviour change.

We ask delivery partners to enhance their communications activities and to make it clear why people should take personal responsibility for their waste.

We will:

- Run a national behaviour-change marketing campaign during 2014 and build on the delivery partners' [communication toolkit](#).
- Develop innovative and creative approaches to communication, such as using art, to highlight the effect of litter and flytipping on people and wildlife.
- Continue to promote re-use and repair through [Revolve](#) - the reuse organisations' quality standard.
- Continue to expand and promote the [Recycle for Scotland](#) initiative.
- Review the Dumb Dumpers [website](#) and public reporting mechanism to support people who wish to take action against flytipping.

Intervention 2. Education

Children and young people should have the opportunity to understand the importance of environmental quality, and the benefits of resource efficiency.

We will work with council education services and organisations such as Education Scotland and Young Scot to develop initiatives and resources that encourage young people to do the right thing with waste. We encourage delivery partners to contribute to the development of materials and to include these within their existing education projects.

The approach will explore how to build on or complement existing environmental and sustainability education initiatives, including EcoSchools and Learning for Sustainability.

Intervention 3. Local community action

Empowered local communities can take greater ownership of the quality of their local environments.

Communities can take preventative action such as building fences to restrict access to flytipping sites, or work with local businesses to educate their customers.

Community action includes local clean ups. High-profile examples of these are Keep Scotland Beautiful's Clean Up Scotland initiative and the Marine Conservation Society's Beachwatch programme. There are also highly-successful local initiatives which play a significant role in raising awareness and improving the quality of local environments.

We will discuss opportunities with delivery partners, particularly those in the third sector. We expect this will include:

- Support for local communities to clean up and prevent litter/flytipping problems on land which others are not already taking responsibility for. We will pilot an incentivised community clean up scheme to tackle litter black spots.
- Enabling participation in prevention and community clean up activity through dialogue with equality groups.
- Pilot action to address issues particular to rural communities, such as litter on remote beaches or abandoned vehicles.

We will encourage delivery partners to seek the input of the third sector and local communities when developing their delivery plans.

Infrastructure – facilities and services to reduce litter and promote recycling

4.5 Behaviour can be influenced by the way in which bins are specified, located and serviced, by product and packaging design, by improved guidance, and through targeted funding.

4.6 When facilities, services and processes are designed to be accessible it makes it easy for people to do the right thing with waste.

Intervention 4. Opportunities for recycling

Litter can be turned into a resource for Scotland.

We want to make it easy for people to recycle in public places. We will work with our delivery partners to increase Recycle on the Go facilities and explore how to boost the quantity, quality and range of material recycled.

This will include:

- Support for innovation: working with organisations to explore how to recycle more items such as chewing gum.
- Update the [Sustainable Events Guide](#) to help event organisers to plan how they will help people to recycle. For example, providing mobile facilities.



Figure 5: Recycle and Reward machine at the 2013 HebCelt Festival.

Intervention 5. Product design

Packaging plays an important role in protecting products. We believe some product and packaging design can be developed in ways that reduce litter and help people to take personal responsibility for their waste.

We will:

- Provide a focus for business interests to redesign products and packaging to reduce littering or reduce its impact.
- Encourage customer loyalty schemes that reward people for resource efficiency, such as reusable coffee cups.
- Encourage packaging from sustainable sources which can be reused or recycled.

We will work with delivery partners including the:

- [Product Sustainability Forum](#).¹¹
- [Courtauld](#)¹² signatories within the Food and Drink sector.
- [Packaging Recycling Group Scotland](#).¹³

Intervention 6. Service design

Business procedures, staff training and customer engagement can encourage personal responsibility for disposal of waste.

We will work with businesses, local authorities and others to:

- Encourage services and processes that minimise waste, such as the collection of old products for reuse, repair and/or recycling.
- Improve staff training and communications and make it easier for people to report litter and flytipping problems.
- Encourage more reuse and repair, and business models which could help reduce the flytipping of domestic products, such as leasing products and services.
- Encourage businesses to collaborate when commissioning waste collection services in order to ensure their bins are not contributing to litter problems.

We will support businesses through the communications toolkit. Businesses which are committed to sustainable growth, including efforts to tackle litter and flytipping, can receive recognition for their efforts through a nationwide scheme: the [Resource Efficiency Pledge](#).

¹¹ The Product Sustainability Forum includes grocery and home-improvement retailers and suppliers, academics, NGOs and government.

¹² The Courtauld Commitment is a voluntary agreement to improve resource efficiency and reduce the carbon and wider environmental impact of the grocery sector.

¹³ The Packaging Recycling Group Scotland is a group of trade organisations and companies from across the drinks and food-packaging supply chain.

Intervention 7. Guidance review

The Scottish Government provides formal guidance to organisations on what their roles and responsibilities are in relation to litter and flytipping.

We will review the [Code of Practice on Litter and Refuse \(Scotland\) 2006](#) (COPLAR) and work with delivery partners to develop effective approaches to delivery that reflect the priorities in this strategy and:

- Clarify organisations' responsibilities.
- Are consistent with [Recycle on the Go guidance](#) and the duty of care requirements around the Waste (Scotland) Regulations 2012.
- Support more effective cleanliness standards¹⁴, including tackling litter in trees, bushes and watercourses, and on public, private, urban and rural land.
- Support a proactive approach to identifying litter problems such as preventing accidental and wind-blown litter during recycling collections.
- Identify scenarios for particular action such as special events or extreme weather.
- Highlight how to make smarter use of existing powers - including planning and licensing.
- Support joint working and shared resources such as supporting collaboration with local communities, local authorities, businesses and land managers.
- Support decisions about litter/Recycle on the Go bin design, location and servicing.
- Showcase best practice in litter prevention and management (including the development of delivery or action plans).

We will:

- Work with stakeholders to develop the review, possibly including interim guidance.
- Convene a working group to consider what the guidance should include in relation to littering by young people under 16.
- Pilot interventions that support delivery including action to address accidental/wind-blown litter.
- Consider how to support training so that staff understand their roles in relation to the guidance.



Figure 6: Recycle on the Go facilities.

¹⁴ The current cleanliness standards are set out within COPLAR. Ministers' power to set the standard is contained within Section 89 of the Environmental Protection Act.

Intervention 8. Future funding and support

We will provide funding and/or advice for projects which aim to reduce litter and flytipping through information, infrastructure and enforcement interventions.

We will:

- Fund pilot projects to trial and evaluate interventions with potential for wider application.
- Explore how effective procurement (for example of infrastructure or services) can reduce costs for delivery partners.
- Signpost organisations to other funding sources.

It will be a condition of Zero Waste Scotland's litter, flytipping and Recycle on the Go funding that the recipient land managers/businesses commit to including litter and flytipping in delivery plans.

Intervention 9. Research and monitoring

Effective information gathering and analysis means that everyone can understand which measures work most effectively, and will help to prioritise and develop targeted interventions accordingly.

We will continue to develop an evidence-based approach based on problem materials. This will include: where issues occur, why, and how these might be prevented. We will also develop an approach to quantifying the scale of problems, and the impacts of actions to tackle them.

We will work with delivery partners to develop this further. This will:

- Define the outcomes more precisely and the best way to track them - taking account of quality: what matters most to the public, the impact on behaviour, the environment and the quantity of litter and flytipped material.
- Establish baselines and key performance indicators for the strategy and for specific interventions and pilots.

We will take into account the evidence and monitoring systems that already exist.

We will review the strategy in 2016/17 and 2020.

Intervention 10. Flytipping

There are already strong enforcement disincentives for flytippers, including the recent increase in fixed penalties and new SEPA enforcement sanctions. Most of the actions in this strategy will have an impact on flytipping as well as litter.

Furthermore, the current 'FlyMapper'¹⁵ pilot project aims to improve understanding of the nature, scale and geographical distribution of flytipping incidents on public and private land.

Flytipping is understood to be a deliberate act which may be motivated by the desire to avoid waste disposal or recycling costs. Action to improve our understanding of the factors which contribute to flytipping behaviour will allow us to bring forward further, better-informed, interventions in the future.

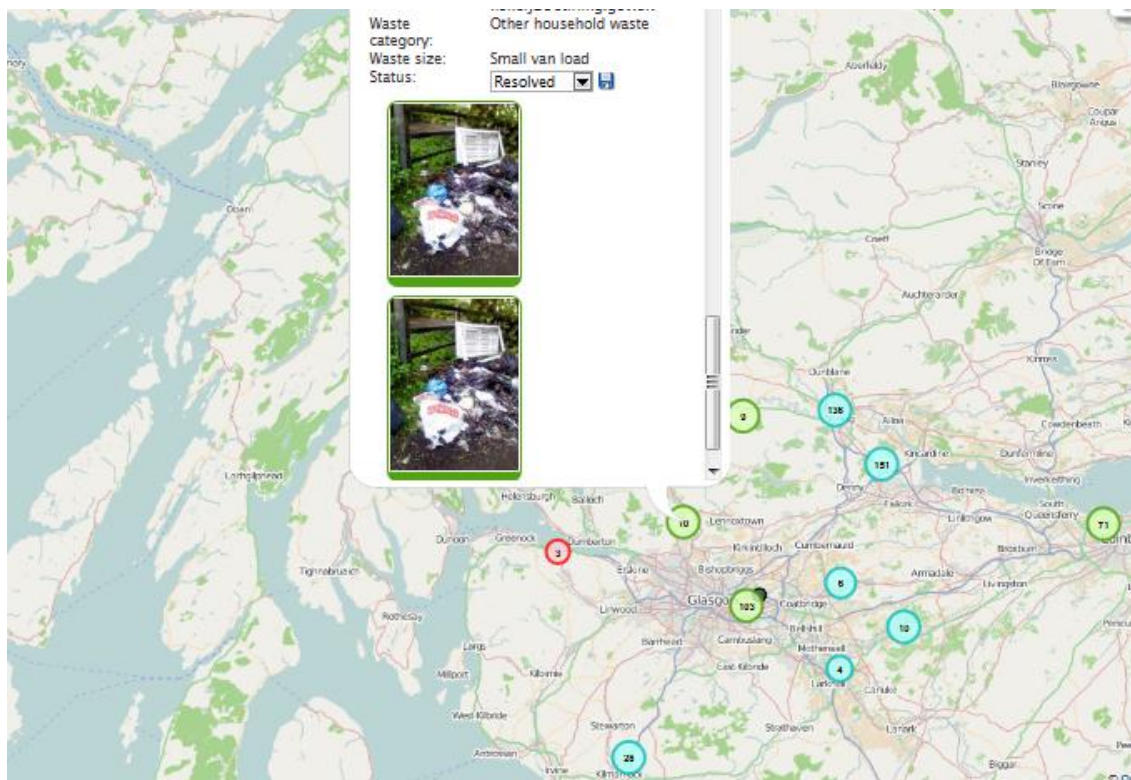


Figure 7: FlyMapper pilot project – example locations of flytipping incidents.

¹⁵ FlyMapper is an online reporting system for litter practitioners to record flytipping. It was developed by Zero Waste Scotland and SEPA, in partnership with Natural Resources Wales.

The bespoke app is for use in the field, recording the location, type, quantity and photograph of the material flytipped. FlyMapper enables easy identification of incidents and black spots.

Enforcement – strengthening the deterrent effect of enforcement

4.7 For some, the realisation that there are financial penalties for littering and flytipping, and a risk of being caught, is a significant motivator.

4.8 Effective legislation, enforcement and related communication are vital to reinforcing the deterrent effect.

Intervention 11. Strengthen the enforcement system

We want to build on our recent actions (see ‘Actions already underway’ at section 3) to boost the effectiveness of enforcement as a deterrent.

We will look for a suitable opportunity to legislate to remove barriers to enforcement in littering from vehicles.

Consultation on the strategy showed general support for further legislation, which we will discuss with key agencies including Police Scotland, Crown Office and Procurator Fiscal Service and local authorities:

- Waste carriers licensing and duty of care requirements.
- Making it easier for the police to issue fixed penalties.
- Making best use of [Litter Control Areas and Street Litter Control Notices](#).¹⁶
- A mechanism for litter practitioners to intervene when printed material, such as flyers, creates litter problems.
- Adjusting fixed penalty provisions to incentivise prompt payment.

We will continue to encourage organisations with enforcement powers to use them. We will also discuss with other public bodies whether they would benefit from having the power to issue fixed penalties for litter and flytipping.

Intervention 12. Enforcement staff training

Supporting enforcement staff to become confident and proficient in their understanding of legislation and application of correct procedures will lead to more effective delivery that:

- Boosts the quality of fixed penalties issued and their payment rate.
- Provides the Crown Office and Procurator Fiscal Service with the information it needs to consider further action when penalties are unpaid.

We will develop an employers’ guide to the content and standards they should specify when commissioning training. It will include:

- What processes and materials can help (including smart technology).
- How and when to target enforcement on black spots.
- How best to communicate enforcement action.

We will work with local authorities and other statutory bodies to review current approaches, and develop collaborative projects that help us better understand the impact of enforcement practices - including their deterrent effect. This will help inform effective models and guidance which will support delivery.

¹⁶ As outlined in ‘Towards A Litter-Free Scotland’ consultation Supplementary Information, page 4.

Environmental statement

5.1 An environmental report was published to support the national litter strategy consultation. Feedback on it has been taken into consideration when finalising the strategy. The [Post-Adoption Strategic Environmental Assessment statement](#) provides further details.

Equality Impact Assessment

5.2 An [Equality Impact Assessment](#) has been prepared to support the strategy's implementation. As delivery partners update their approaches they should reflect the continuing need to follow equality legislation and take account of best-practice, for example in delivering inclusive communications.

Partial Business Regulatory Impact Assessment (BRIA)

5.3 The purpose of a BRIA is to inform consideration of legislation or regulation and its impact on public sector or business. The high-level nature of the strategy means that there is no update to the [consultation's partial BRIA](#) at this stage. We will reflect on the consultation responses and further BRIAs will be produced to cover future legislation.

6.1 This strategy is informed by the Scottish Government’s approach to influencing people’s behaviour.

6.2 It is based on research and evidence that people’s choices and behaviours are influenced by three contexts - [the Individual, the Social and the Material \(ISM\)](#).

6.3 Interventions to change behaviours - in this case littering, flytipping and recycling in public places - need to take account of all three contexts in order to have a greater impact.

6.4 The table below summarises the three ISM contexts and gives examples of how these are supported by actions within this strategy. (This is not a comprehensive summary.)

Context	Description	Example actions within this strategy
Individual	Includes an individual's values, attitudes, habits and skills, and their personal evaluations of the costs and benefits of an action.	<ul style="list-style-type: none"> • Information (communications and education). • Enforcement (increased fixed penalties, and the organisations with the powers to issue these).
Social	Includes understandings that are shared amongst groups (e.g. social norms and shared meanings), people's networks and relationships, and the institutions that influence how groups behave.	<ul style="list-style-type: none"> • Information (community action). • Enforcement (training for staff with litter and flytipping duties).
Material	Factors 'out there' in the environment and wider world. These include infrastructures, technologies and regulations, as well as other 'softer' influences such as time and the schedules of everyday life.	<ul style="list-style-type: none"> • Infrastructure (Recycle on the Go facilities; product and service design).

6.5 Alternative formats or translations into other languages are available on request:

Email: EQ_CAT@scotland.gsi.gov.uk
 Zero Waste Delivery Team, Scottish Government
 Area 1-D North, Victoria Quay, Edinburgh, EH6 6QQ



**The Scottish
Government**
Riaghaltas na h-Alba

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