National litter and flytipping strategy consultation

Analysis report

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Scottish Government
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The opinions expressed in this report are those of the respondents to the consultation, as summarised and presented by the report author.

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Executive Summary

Background

Scotland's previous five-year national litter strategy *Towards a Litter-Free Scotland* was adopted in 2014.[1] This strategy reflected broader work undertaken to support the circular economy set out in the *Zero Waste Plan* (2010), *Safeguarding Scotland's Resources* (2013) and *Low Carbon Scotland: behaviours framework*.

A key focus of the national strategy at that time was to prevent littering and flytipping through a change in public behaviour via increased awareness and individual accountability as well as aiming to increase recyclability of products.

A review of the 2014 strategy and the activity that took place as a result was completed in 2019. This review found that, whilst significant progress had been made, addressing litter and flytipping still posed significant challenges. The 2019 review pointed to a need for any future National Litter and Flytipping Strategy to acknowledge the wider context of the circular economy and Scotland's net zero aims.

In early 2021, the Scottish Government engaged with key stakeholders through a summit and roundtable to understand how priorities have shifted since the 2014 strategy, particularly in the context of Covid-19. At that point, the Scottish Government confirmed its commitment to developing a new strategy to tackle litter and flytipping.

The final strategy, which will have a six-year lifespan, will be delivered later in 2022 and will outline ownership and deliverables for each action.

These actions sit under three strategic themes agreed by stakeholders in their review.

- Behaviour change
- Services & infrastructure
- Enforcement

Data and research are seen as cross-cutting elements of this strategy, underpinning these three themes, to be able to evaluate the progress and effectiveness of the strategy.

A public consultation on the aims, objectives, and potential actions for this new strategy was published in December 2021, with questions aligned to the three strategic themes.

Consultation questions were drafted by the Scottish Government in partnership with Zero Waste Scotland, Keep Scotland Beautiful and Scottish Environment Protection Agency (SEPA). The consultation was open for 15 weeks from 13 December 2021 to 31 March 2022.

A total of 978 people responded to the consultation. The consultation findings were analysed by Pye Tait Consulting and are presented in this report.

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[1] Scottish Government (2014) Towards a litter-free Scotland: a strategic approach to higher quality local environments

Consultation findings

The key findings are summarised below, split into the three strategic themes for littering and for flytipping. Broadly, there are high levels of support for almost all proposed Actions within the consultation documents.

Littering – behaviour change

Almost four in five (78%) support conducting research to understand the full range of influences on littering behaviour. It is believed such research will help to assess existing impact and management plans, and to inform future action and preventative measures.

There is a high level of support (88%) to develop and adopt a national anti-litter campaign. Respondents suggest any campaign addresses the behaviours and attitudes of people who litter, to hold them accountable. It is suggested the campaign focuses on educating the public, especially young children, about the impacts, risks, and consequences of littering.

Priorities for behaviour change interventions are suggested. These typically focus on educating the public and particularly young people to influence behaviour from an early age, providing additional warnings at litter hotspots, and targeting interventions about the most common litter items.

Just under half (48%) support the development of a standard definition of litter, with many stating they are already aware of and understand this term. Support is higher among organisations (69%) than individuals (46%).

A minority of respondents – typically around 10 to 15% per consultation question – disagree with the proposed Actions. Typically, most favour taking direct action to clear up litter, and perceive some of the broader Actions suggested to be a poor use of resources in the quest to tackle littering.

Littering – services & infrastructure

Around three quarters (73%) believe that a common approach to data collection between stakeholders would help provide a collective understanding of actions needing to be taken. Such collaboration will, it is perceived, improve the ease and speed at which data are obtained and allow for a more effective, standardised and responsive enforcement of anti-littering laws. Communication and clarity of roles are highlighted as being critical to successful collaboration.

Most of those commenting believe that people would engage with citizen science data collection if an incentive was offered, or if community or youth groups were involved.

Good examples of interventions that respondents cite which have previously worked well include graphic advertisements (akin to anti-smoking campaigns) designed to stick with viewers, deterrent posters in hotspots for littering, and TV campaigns showing the environmental impact of littering. Some believe that CCTV and warning signs in littering hotspots are also effective as these act as deterrents. Community groups that are encouraged to volunteer and collect litter are also commonly mentioned.

Over two thirds (68%) support the creation of a national litter hub and over four in five (82%) support the development of a community focused litter education programme. Respondents believe it is vital to start education from a young age to ensure that

children within the community respect and understand the repercussions of littering. Suggested information within a hub and programmes includes locations and opening times of waste disposal centres, details on littering sanctions and penalties, resources for community groups, and education resources.

Of the minority against such proposals (ranging between 5-15% of respondents), most typically believe that money and time could be better dedicated to funding projects which take direct action such as cleaning efforts, hiring public community officers, and developing stricter policies for prosecuting litterers.

Littering – enforcement

Most respondents (83%) agree with the idea of alternative penalties such as litter picks, claiming that they might be more effective and serve as a better deterrent than fines. Some respondents believe fixed penalties should be higher and that monetary fines prevent people from breaching the law repeatedly, with 79% supporting the exploration of raising current fixed penalties. However, a small minority (under 30 respondents, equivalent to under 10% of those commenting on this point) note that sanctions for littering are often not implemented, and that penalties need enforcing regularly to have an impact.

Of those who support reviewing and further developing guidance on enforcement best practices (77% of respondents), the majority believe that the current enforcement in place is insufficiently effective and that immediate action is required.

Some respondents (fewer than 10% of those commenting on this point) note the importance of education and suggest that Scotland could learn from and apply best practices in other areas and countries in this regard. Singapore is mentioned as having a rigorous but successful anti-littering policy, while the USA’s practice of prisoners collecting litter is also noted.

Flytipping – behaviour change

There is broad support (65% agree) for research to understand the behaviour that leads to flytipping. It is thought this will help inform appropriate actions and sanctions that can be implemented.

Meanwhile, around four in five support the creation of a national anti-flytipping campaign (78%), or of a single information point advising on the disposal of commonly flytipped materials (81%). The majority believe these actions would help educate the public, outlining how many do not know or understand how to properly dispose of waste, what materials can be disposed, where, and at what cost.

Many stress the importance of early years education, to target behaviour change from a young age. Suggested priority topics for behaviour change interventions include showing the damage that flytipping can cause to wildlife, providing details on the locations and opening times of waste disposal centres, outlining penalties and sanctions, and as well as guidance on how to report flytipping.

Just over half (54%) support the development of a standard definition of flytipping, with respondents stating this term is already well-understood. Support is higher among organisations (79%) than individuals (52%).

Flytipping – services & infrastructure

The majority (around two thirds of respondents) suggest that establishing a national, central database would be the best solution to support and encourage sharing of data and joining up of services between local authorities, the waste sector, SEPA and other organisations. Many believe that a national database is the only way to ensure dumpers who cross council boundaries can be dealt with. It is suggested this database has one, clear lead, and that roles and responsibilities of all involved parties are clearly defined from the outset.

Many respondents indicate they fully support the re-use, recycling, or upcycling of products, and some suggest retailers and manufacturers are encouraged to produce goods with longer lifespans that are easier to repair.

There is generally a low awareness of the *Dumb Dumpers* initiative, and several suggest changing its name, or promoting it more widely if a decision is made to retain the initiative. Some respondents are aware of other platforms and tools for reporting and believe that a unified platform would be most effective.

Past interventions that are noted to have worked well to reduce flytipping include community and voluntary efforts dedicated to clearing flytipped waste. There are mixed views on the success of amnesties.

Around four in five (79%) support the mandatory reporting of flytipping incidents for statutory bodies. Most believe that flytipping should be reported as it is a crime, and note that mandatory reporting will help to collate data and identify hotspots. Some respondents caution that additional funding may be needed by statutory bodies to enact this.

The main perceived barriers to reporting flytipping are that landowners have to pay to clear waste, and that councils are unwilling to act. The majority support the notion that landowners should not have to foot this bill or be responsible to clear flytipped waste and would welcome greater levels of practical and financial support to install CCTV at hotspots to act as a deterrent.

Flytipping – enforcement

Many (over 80%) perceive current sanctions/monetary fines to be too small, and that fines should larger, with some suggesting they are scalable to flytippers' profile (e.g. business, homeowner, repeated flytipper etc.). Some respondents advocate for stricter sanctions, including adding points to a person's driving record or removal of the vehicle used for flytipping.

From both those for and against stricter penalties, there is a call from many to reduce waste disposal fees at household waste and recycling centres, and to ideally make these free. There is also call for more household waste and recycling centres with longer opening hours to increase accessibility. Others suggest that better signposting of waste disposal or recycling centres is required.

Around 30 respondents (three quarters of which are organisations – most commonly stakeholders, local authorities, and statutory, public or government-funded bodies) would welcome further guidance on roles, responsibilities and best practices relating to enforcement. They argue that a national approach will help ensure consistency and a shared understanding.

Impact assessments

Most (73%) are unable to comment whether the impact assessments which accompany the consultation are an accurate representation of the core issues and considerations, stating they lack sufficient time or knowledge to pass comment. Around one fifth (22%) agree with the impact assessments are an accurate representation.

For similar reasons, over half (55%) are unable to comment on the findings from the Strategic Environmental Assessment Report, while most others (39%) agree with the report's recommendations. There is general feedback that the consultation was overly long and that it expected too much of respondents to read through lengthy supporting documentation.

1. Introduction

1.1 Background

Scotland's previous five-year national litter strategy *Towards a Litter-Free Scotland* was adopted in 2014[2] and complemented other actions targeting environmental quality, such as the development of a Marine Litter Strategy or wider street cleansing measures. The Strategy reflected the broader work to support the circular economy set out in the *Zero Waste Plan* (2010), *Safeguarding Scotland's Resources* (2013) and *Low Carbon Scotland: behaviours framework*. The latter supported the move towards the climate change target in 2020, although the national strategy did not address these targets directly.

A key focus of that national strategy was to prevent littering and flytipping through a change in public behaviour via increased awareness and individual accountability as well as aiming to increase recyclability of products.

A review of the 2014 strategy and the activity that took place as a result was completed in 2019. The review found that whilst significant progress had been made, litter and flytipping still posed significant challenges. The 2019 review pointed to a need for any future National Litter and Flytipping Strategy to acknowledge the wider context of the circular economy and Scotland's net zero aims, including the Bill on Climate Change (Emissions Reduction Targets) (Scotland) Act 2019,[3] and the update to Scotland's 2018-2032 Climate Change Plan which set out ambitious targets including a focus on waste management. This update envisaged continuous implementation of the Deposit Return Scheme for single use drinks containers as well as separate management of bio-(garden) waste by 2023 and textiles waste by 2025 along with increased waste recyclability and food waste reduction.[4] The visibility of the green agenda in Scotland was further enhanced with hosting COP26 in November 2021.

In early 2021, the Scottish Government engaged with key stakeholders through a summit and roundtable to understand how priorities have shifted since the 2014 strategy, particularly in the context of Covid-19. At that point, the Scottish Government confirmed its commitment to developing a new strategy to tackle litter and flytipping, and noted the importance of having a clear strategic ownership and direction to ensure awareness of implications during its development.

To that end, during 2021, the Scottish Government held two workshops with key partners and stakeholders to prepare a list of actions that will sit beneath the strategy and help deliver its vision.

The final strategy, which will have a six-year lifespan, will be delivered later in 2022 and will outline ownership and deliverables for each action.

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[2] Scottish Government (2014) Towards a litter-free Scotland: a strategic approach to higher quality local environments

[3] Scottish Parliament (2019). Climate Change (Emissions Reduction Targets) (Scotland) Act 2019

[4] Scottish Government (2020). Securing a green recovery on a path to net zero: climate change plan 2018–2032 – update

These actions sit under three strategic themes agreed by stakeholders in their review.

- Behaviour change
- Services & infrastructure
- Enforcement

Data and research are seen as cross-cutting elements of this strategy, underpinning these three themes, to be able to evaluate the progress and effectiveness of the strategy. The ultimate vision of the strategy is that Scotland's environment will be unblighted by litter and flytipping through supporting positive behaviours and enabling individuals and businesses to improve the quality of their local environment.

A public consultation – drafted by the Scottish Government in partnership with Zero Waste Scotland, Keep Scotland Beautiful, and Scottish Environment Protection Agency (SEPA) – on the aims, objectives, and potential actions for this new strategy was published in December 2021. Questions aligned to the three strategic themes.

This consultation is part of wider engagement on the topic of littering and flytipping across Scotland. Two online engagement sessions were hosted by Keep Scotland Beautiful in February 2022, supported by Scottish Government, SEPA, and Zero Waste Scotland, to gather views from organisations with an interest in protecting and improving the environment, waste management, litter and flytipping behaviours and sustainable packaging.

Concurrent to the National Litter and Flytipping Strategy consultation, the Scottish Government sought views on its refreshed Marine Litter Strategy for Scotland.[5]

1.2 Aims and objectives

The overarching aim of this report is to present an objective and comprehensive analysis of all responses to the National Litter and Flytipping Strategy consultation. It identifies the key themes, differences or similarities by respondent group (by individual or organisation). The findings are to support the Scottish Government's work to finalise Scotland's National Litter and Flytipping Strategy, to be published later in 2022.

1.3 Methodology

Consultation questions were drafted by the Scottish Government in partnership with Zero Waste Scotland, Keep Scotland Beautiful and SEPA.

Responses were collected by the Scottish Government using the Citizen Space platform. The consultation was open for 15 weeks from 13 December 2021 to 31 March 2022.

A total of 978 people responded to the consultation. Of these 967 responded directly through the Citizen Space portal, while 11 were submitted directly to Scottish Government. All data were shared with Pye Tait Consulting following the conclusion of the consultation.

[5] More information about this consultation is available here: https://www.gov.scot/publications/marine-litter-strategy-scotland-consultation/

Prior to analysis, data were reviewed to identify any blank, duplicate, or campaign responses, of which none were found.

In agreement with Scottish Government, organisational responses were split into five categories depending on their stakeholder type, to identify any noticeable trends in responses from different sub-groups.

Closed questions were analysed quantitatively using SNAP software. Open questions were analysed using manual coding analysis to identify key themes.

The report is structured to mirror the outline of the consultation, with separate chapters covering littering, flytipping, and impact assessments. These first two are each split into three sub-sections reflecting the strategy, focusing on behaviour change, services and infrastructure, and enforcement. Typically, each closed question – or set of closed questions – is followed by an open question. In some instances, there are standalone open questions.

2. Respondent profile and opinions

2.1 Respondent profile

The consultation received a total of 978 responses. Of these, 892 were from individuals, and 86 from organisations. Once the consultation was closed, organisations were categorised into the following stakeholder types. A list of responding organisations by stakeholder type is contained in Appendix A.

Table 1 Organisational responses by stakeholder type

Stakeholder type	Number	Percentage
Local authorities	18	21%
Stakeholders (e.g. trade association, federation)	14	16%
Statutory, public, or government-funded bodies	5	6%
Voluntary, charity, community organisations	40	47%
Waste/recycling firms, and private landowners	8	9%

Note: Throughout the remainder of this report, the commentary highlights key points of difference in the findings, by respondent group. Care should be taken when they are based on low base numbers of respondents (as indicated in the table above). The commentary should therefore be regarded as indicative.

Note: Some charts in this report may not sum to 100% due to rounding.

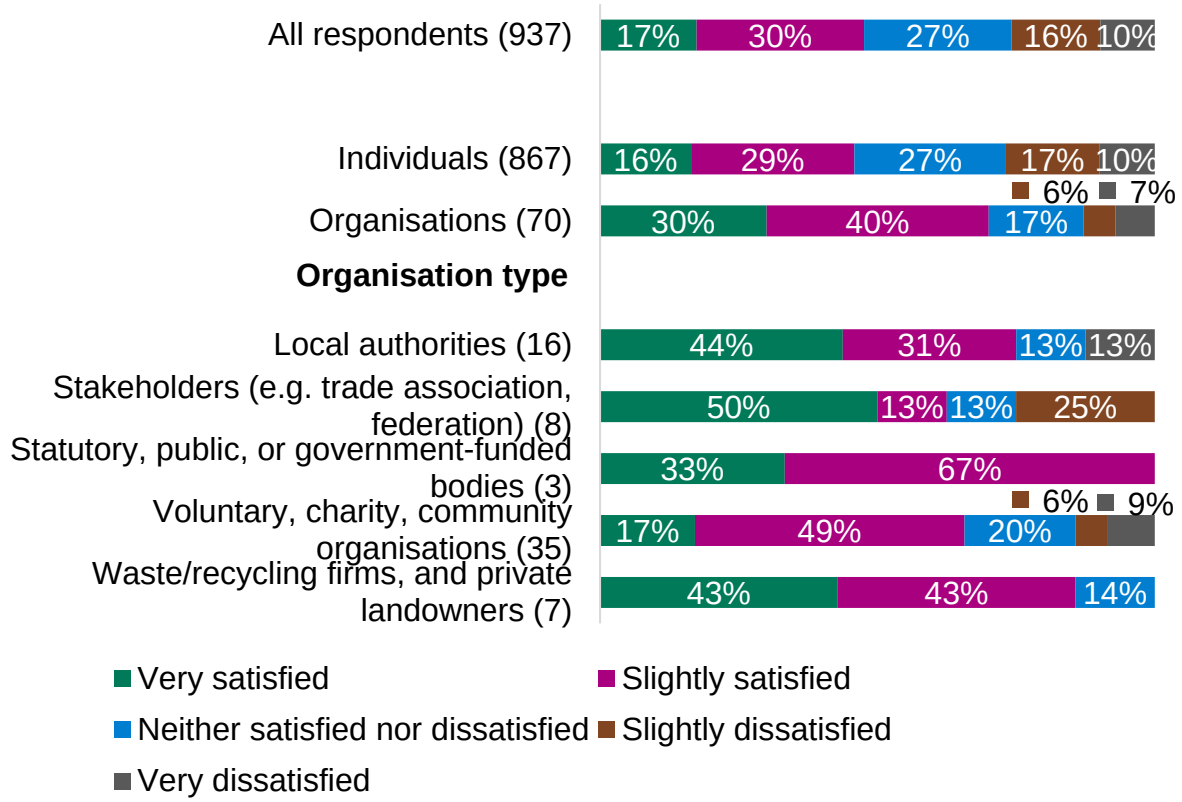
Note: Throughout this report, various terms are used to illustrate the weight and volume of themes emerging from responses to open-ended questions. We have defined these here for readers' clarity and understanding.

- Majority: over half of respondents
- Large minority: fewer than half of respondents, typically between 30-40%
- Minority: under half of respondents, typically between 20-30%
- Some: multiple respondents, typically between 10-20%
- Several: multiple respondents, typically 10% or fewer

2.2 Respondents' opinions of the consultation

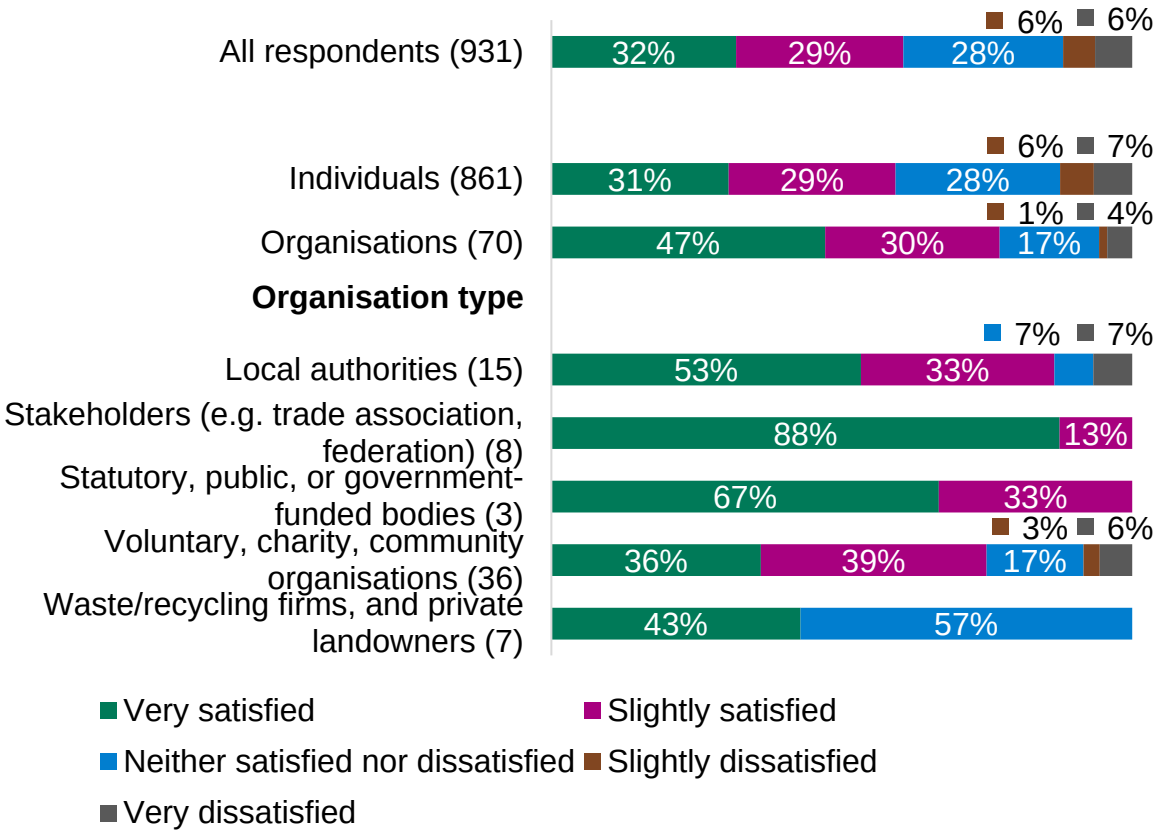
Almost half (47%) of respondents are very or slightly satisfied with the consultation. Around a quarter (26%) are very or slightly dissatisfied, while the remainder are neither satisfied nor dissatisfied (27%). Satisfaction levels are higher among organisations, with 70% being very or slightly satisfied.

Figure 1 Satisfaction with consultation



Around three in five (61%) respondents are very or slightly satisfied with using the platform (Citizen Space) to respond to the consultation. Around one in eight (12%) are very or slightly dissatisfied, while the remainder (28%) are neither satisfied nor dissatisfied. Satisfaction levels are higher among organisations, with over three quarters (77%) being very or slightly satisfied.

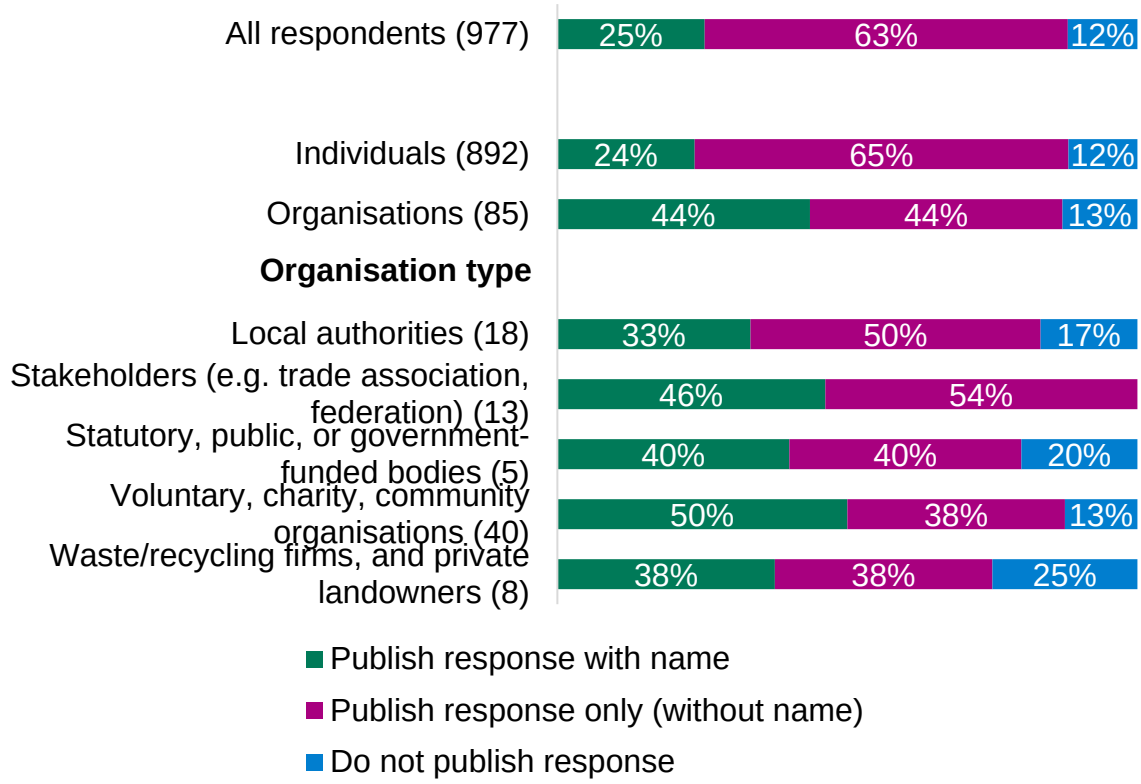
Figure 2 Satisfaction with using the platform to respond to the consultation



2.3 Anonymity and sharing responses

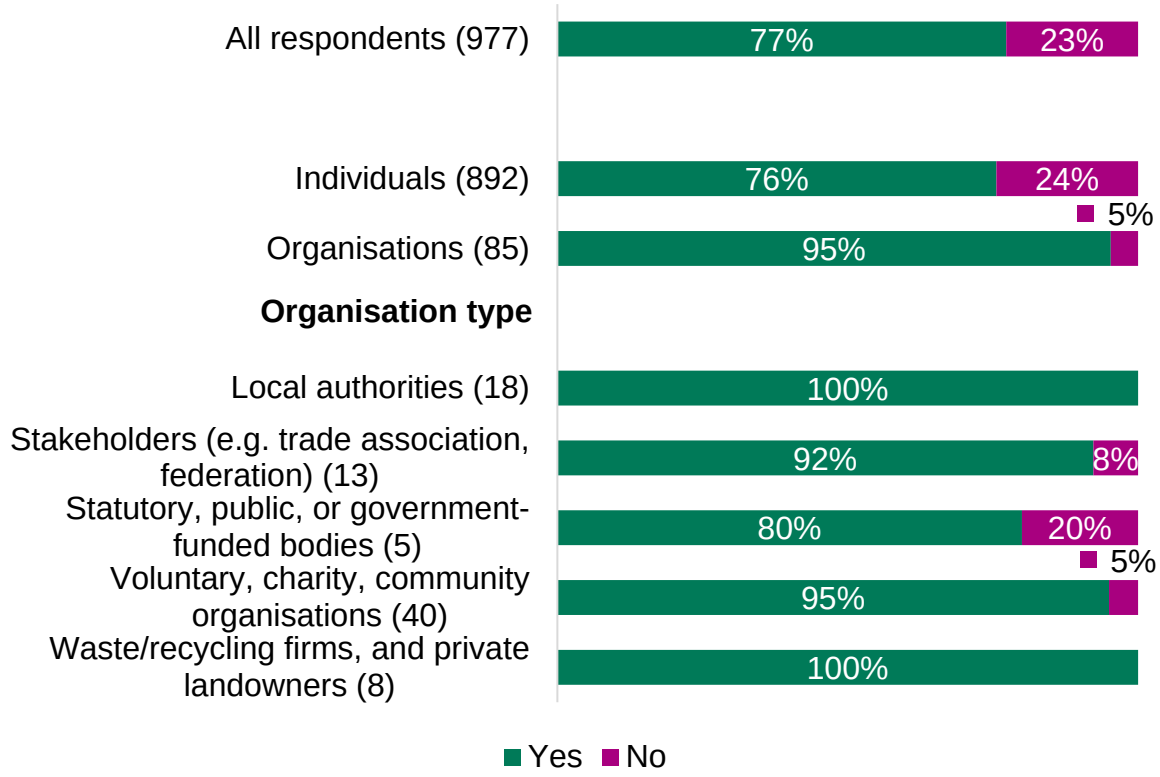
Over three in five (63%) respondents wish for their response to be published anonymously. A quarter (25%) are happy for their response to be published, while the remainder (12%) would not allow their response to be published.

Figure 3 Desire for response to the published



The Scottish Government will share responses internally with other policy teams who may be addressing related issues. Over three quarters (77%) of respondents are happy to be re-contacted by the Scottish Government in the future in relation to this consultation.

Figure 4 Desire to be re-contacted in relation to consultation



3. Findings: Litter

3.1 Litter - behaviour change

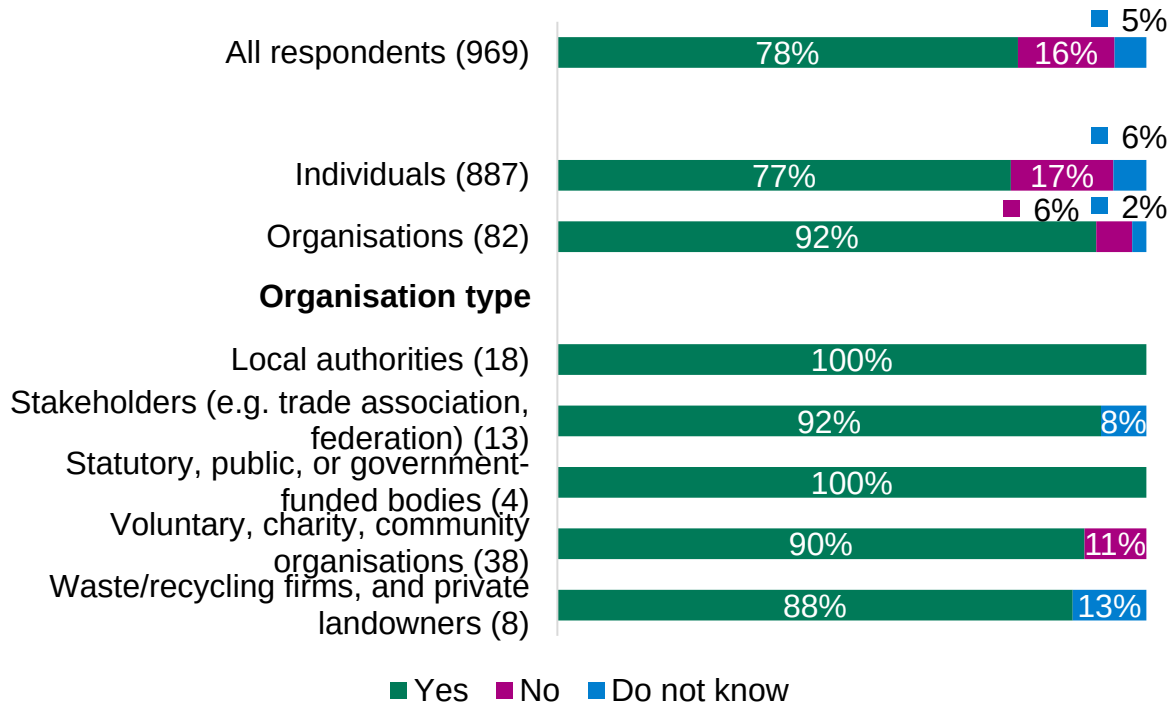
3.1.1 Understanding litter perceptions and behaviours

The first consultation question asked:

> **Do you support the proposed action to conduct research to understand the full range of influences on littering behaviours (action 1.1)?**

Of the 978 respondents, 969 (99%) responded to this question, as set out below.

Figure 5 Support to conduct research on littering behaviours



Over three quarters (78%) of all respondents agree that research should be conducted. This is supported by almost all organisations (92%) including all local authorities and statutory, public, or government-funded bodies.

Of the 534 respondents who support this proposal and who provide additional comment, most state it is important to comprehend and investigate the key drivers and behaviours that lead to littering. Respondents say such research will help assess impact and management plans, and to inform future action and preventative measures.

A small number state that research will help provide an understanding into the mindsets of individuals who litter. This will help inform future action such as preventative measures and education at an early stage in people's lives.

> Understanding the influences on littering behaviours is a vital first step for the development of future interventions. Better understanding of the barriers and motivations to appropriate waste disposal within relevant Scottish contexts will allow for prioritisation and targeting of work to specific

> audiences and behaviours that are most relevant, and therefore most likely to influence change. – Statutory, public, or government-funded body

Research to investigate council resourcing (for example, the frequency and flexibility of times for litter collection) would also help increase an understanding of why people litter and thus enable preventative action to be taken.

Some respondents (under 30) note that any research should provide an evidence base as a rationale for introducing heavier penalties for littering to act as a deterrent.

Some respondents also take this opportunity – as the first question in the consultation – to point out that litter (and flytipping) issues require addressing to preserve Scotland's beautiful landscapes, to protect flora and fauna, and to maintain the mental and physical wellbeing of the general public.

Of the 154 respondents not in support of the proposal and providing additional comment, most argue that this is a poor use of taxpayers' money. They believe sufficient research has already been undertaken and direct action is now required. A small number say that, based on their past experience, further research would not lead to further change.

> It seems unlikely that such research, potentially costly and drawn out over months, or perhaps even years, will return any useful results. – Individual

Some 43 respondents choosing "Do not know", express uncertainty that further research will be beneficial citing a wealth of prior research. They are also unsure whether research would genuinely reveal individuals' motivations for littering, or provide new insight.

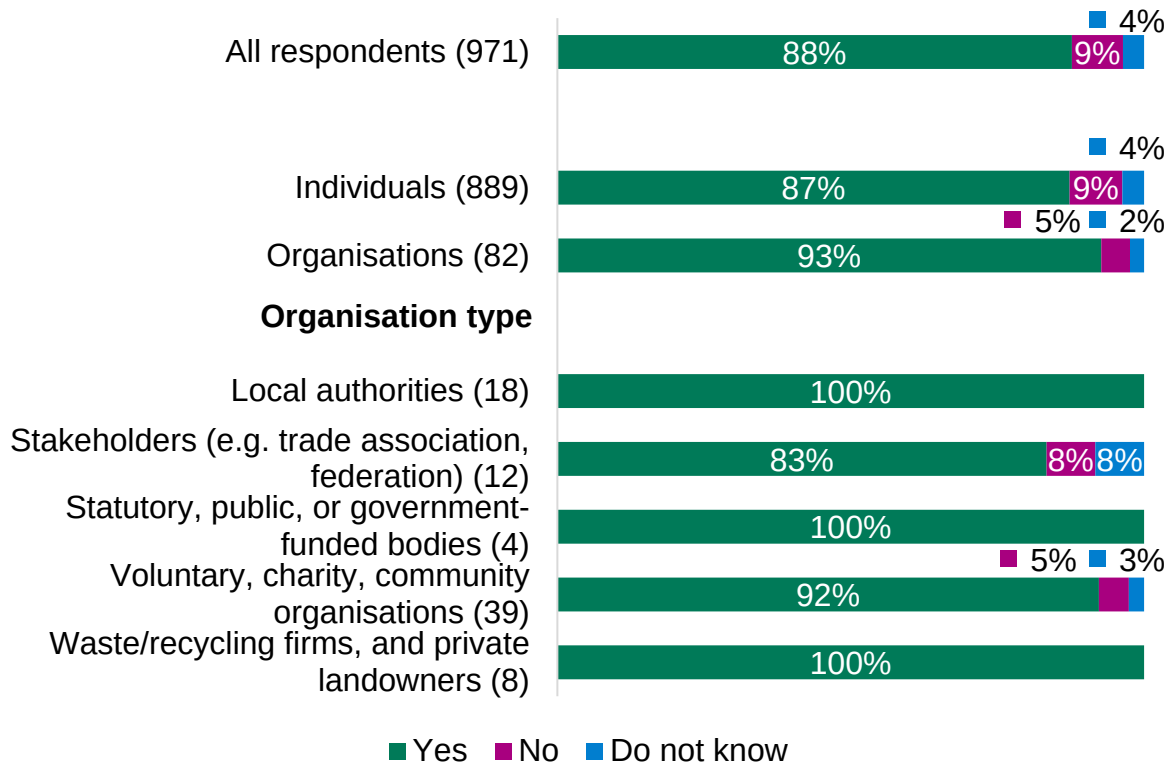
3.1.2 Shared approach to litter prevention and behaviour change

The consultation then asked:

> **Do you support the proposed action to develop and adopt a national anti-littering campaign (action 2.1)?**

Of the 978 respondents, 971 (99%) responded to this question, as set out below.

Figure 6 Support to develop and adopt a national anti-littering campaign



Almost nine out of ten (88%) of all respondents support the proposed action to develop and adopt a national anti-littering campaign. This is supported by almost all organisations (93%), including all local authorities and statutory, public, or government-funded bodies.

Of the 571 respondents who support this proposal and who provide comment, many say a campaign would directly contribute to government action and strategies that highlight why littering is wrong. They think that a campaign should address the behaviours and attitudes of people who litter and hold them responsible and accountable. This group outline how the actions of litterers should be portrayed as unacceptable and anti-social.

Many other respondents believe that it is important for any proposed campaign to encourage education, and teach the general public, especially young children, about the impacts, risks, and consequences of littering.

> [An] anti-littering campaign is vital. We need to change attitudes to littering from a young age. I spent a few days in Amsterdam last year and even areas around train stations and tunnels were free of litter. In Scotland there is litter everywhere. – Individual

A minority of those commenting feel that any campaign should specifically highlight the repercussions of littering, including fines and penalties, to act as a deterrent. Others point to the benefits of a national campaign for ensuring the safety of the local wildlife and the preservation of the Scottish countryside.

Of the 77 respondents who do not support the proposal and who provide additional comment, most argue that a campaign is a poor use of taxpayers' money. Instead, they

suggest that such investment should be used to fund action, for example to hire staff to clean streets, or to enforce penalties.

> We don't need an anti-littering campaign. Roll out the old "Keep Britain Tidy" adverts - that would be much cheaper. People who are going to drop litter will continue to do so unless there is a good reason for them to stop. The only behaviour change that might be worth trying is teaching children at school not to drop litter. – Individual

Of the 32 respondents who provide comment and who answered “Do not know”, most are uncertain about seeing positive benefits from a campaign.

3.1.3 Priorities for behaviour change interventions

The consultation went on to ask:

> **Which topics are a priority for behaviour change interventions? Please indicate, which topics if any, you think we should prioritise for behaviour change interventions.**

Of the 978 respondents, 863 (88%) responded to this question.

The majority of those commenting feel that education of school children from an early age is a high priority, to instill an understanding that littering is antisocial and illegal. This group believe a “zero tolerance” approach in school environments and in campaigns would ensure future compliance.

> It seems essential that behaviour change must start at an early age. Primary school would not be a moment too soon. If children can be taught not to litter, perhaps they can influence their parents and older siblings. – Individual

A large minority feel that motorways, roads, and laybys are particularly susceptible to littering. Greater focus should be placed on behaviour change intervention for motorists throwing litter out of their car. Such individuals should face more severe penalty.

Several suggest a priority topic is addressing waste produced by the fast food and take-away industry. Large corporations should be targeted and held accountable for the litter they contribute.

> I particularly feel the fast food and convenience foods industries need to be made to take responsibility for the waste they produce because a lot of the waste we pick up comprises coffee cups, plastic lids, and fast food take away containers. – Individual

A large number of other respondents also claim cigarette ends, disposable face masks and dog excrement are significant contributors, and should have a stronger focus in future interventions.

Although this question was asked in the context of littering, many respondents perceive flytipping as one of the most critical issues that requires improvement, with several believing the problem to be worsening. Suggestions to reduce or prevent future flytipping include reducing the cost of waste disposal at household waste and recycling centres (HWRCs), increasing the availability of HWRCs, increasing the range of larger

items accepted at HWRCs, providing and emptying more public bins, and imposing and enforcing stronger penalties for flytippers.

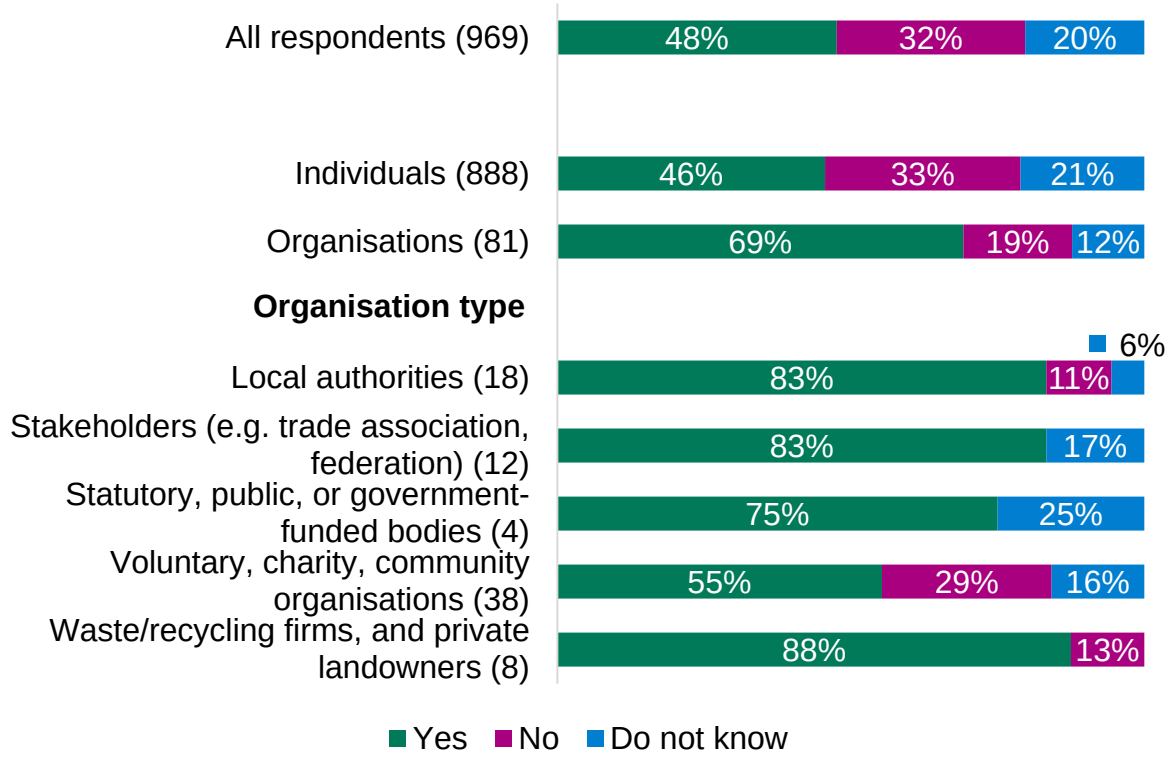
3.1.4 Developing a standard definition of litter

The consultation next asked:

> **Is there a need to develop a standard definition of litter that can be used across Scotland?**

Of the 978 respondents, 969 (99%) responded to this question, as set out below.

Figure 7 Support to develop a standard definition of litter



Almost half (48%) of all respondents agree that a standard definition should be developed. This is supported by just under three quarters of all organisations (69%).

Of the 338 respondents in support of this proposal and provide additional comment, the majority believe it would provide clarity and prevent confusion, especially in educating the general public about the dangers, content, or biodegradability of certain litter.

Some believe that there should be a clear distinction, by describing the differences, between littering and flytipping. This will help to create standardised anti-littering laws and definitive levels of severity for penalties.

> To address litter and flytipping, it is important that consistency in identification is used to understand the cause, challenge and preventative measures that can be introduced. It would be beneficial if this standard definition is aligned not only across Scotland, but more widely across the UK. – Stakeholder (e.g. trade association, federation)

Of the 263 respondents providing comment who are against the proposal, most argue that the general public is already aware of what litter is, and that current definitions from elsewhere are already well understood. Additional efforts would be superfluous and not contribute to reducing littering.

> We've had a definition for 'litter' for many decades. Keep Scotland Beautiful have maintained a 'top ten' list of the most frequent items found in litter. Defining it isn't the problem, more addressing it rather than continually talking about it. – Individual

Furthermore, those against the proposal argue that creating a standardised definition would be a distraction or potentially too bureaucratic, and that funds would be better spent taking action, such as clearing waste or enforcing anti-littering laws.

The 104 respondents who provide comment and who answer “Do not know” are unsure whether a standard definition is needed, as they believe the word ‘litter’ is either self-explanatory or already adequately defined by other means.

3.2 Litter – services and infrastructure

3.2.1 Understanding sources, amount, and composition of litter

Respondents were asked:

> **Do you support the following proposed actions to:**
>
> **Action 3.1: Review available litter data and reach an agreement between stakeholders on a common approach to data collection?**
>
> **Action 3.2: Identify commonly littered items and litter hotspots and work with local authorities to develop targeted interventions?**
>
> **Action 3.3: Increase the use of citizen science to support data levels and composition of litter?**

Around 64% of all 978 consultation respondents answered, with 626 responding to Action 3.1, 625 to Action 3.2, and 620 to Action 3.3. This is set out in the three charts below.

Figure 8 Support to review available litter data and reach agreement on common approach to data collection

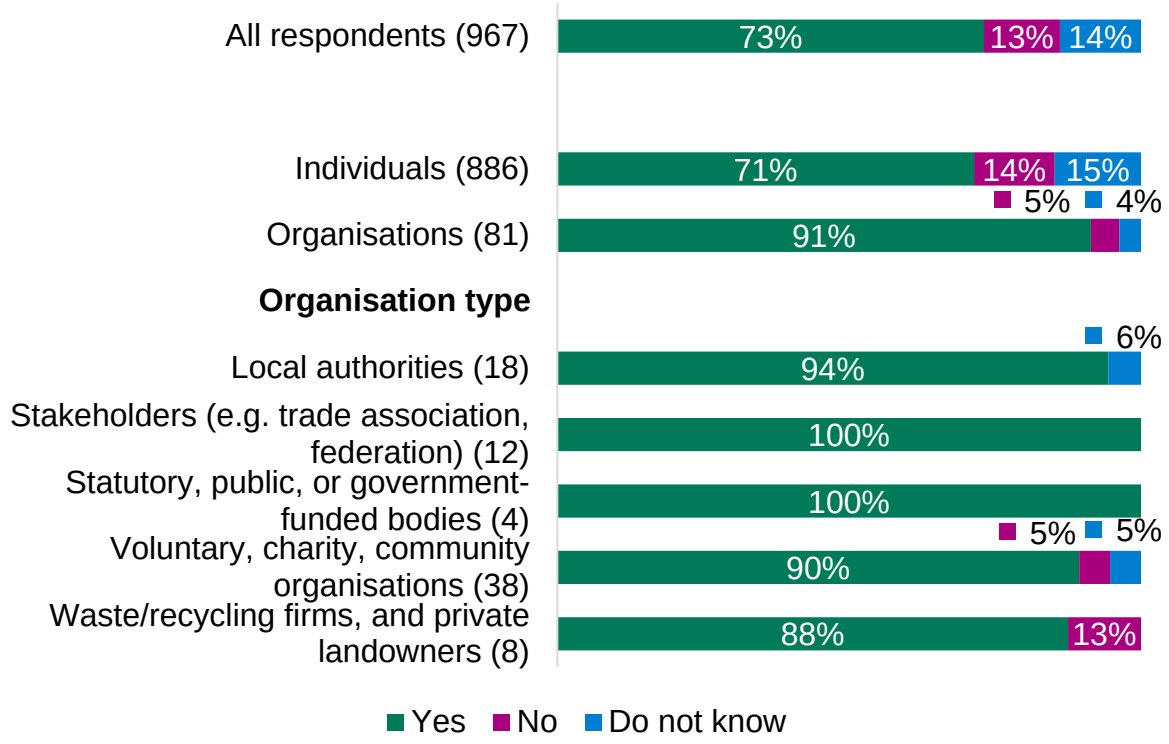


Figure 9 Support to identify common litter items and hotspots

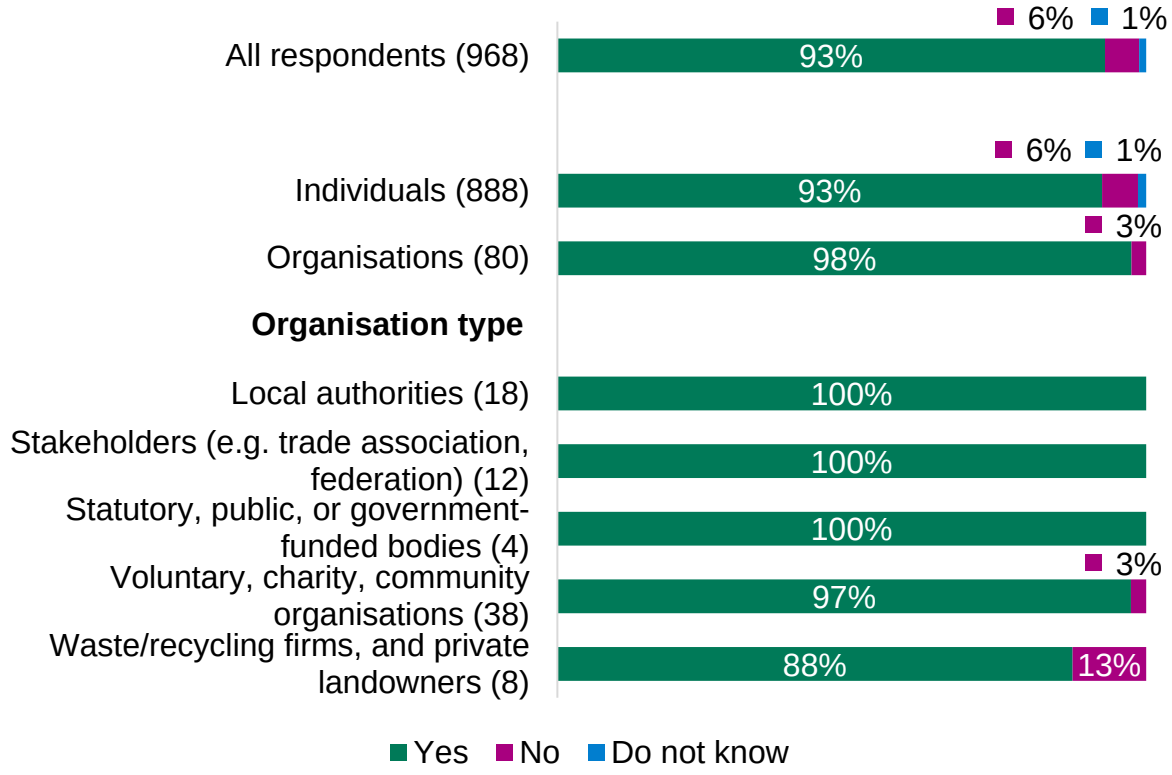
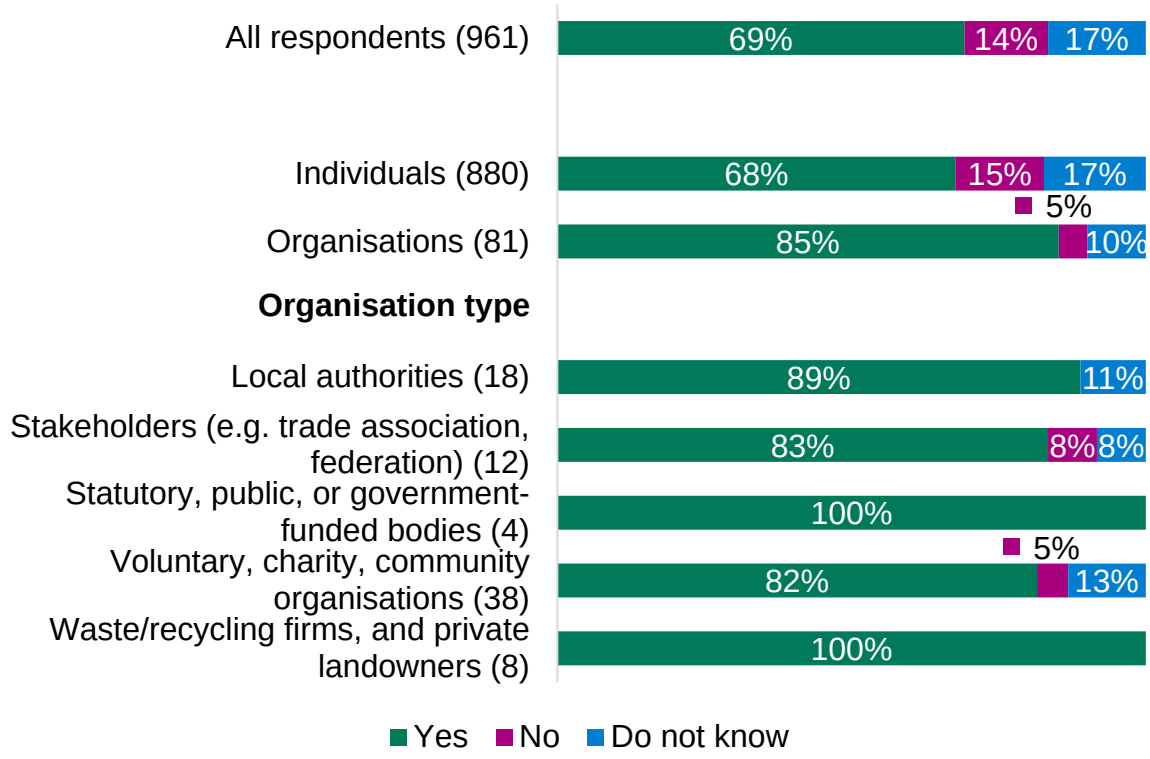


Figure 10 Support to increase the use of citizen science to support data levels



Slightly under three quarters (73%) of all respondents agree with Action 3.1. This is supported by all stakeholders and statutory, public, or government-funded bodies, and nearly all local authorities. Almost all respondents agree with Action 3.2 (93%), including all local authorities, stakeholders and statutory, public, or government-funded bodies. Just under three quarters (69%) of all respondents agree with Action 3.3, including almost nine out of ten organisations.

A total of 350 respondents agree to all three proposed actions and provided further comment. Most comments focus on Action 3.2, although a large minority also relate to Actions 3.1 and 3.3.

Many believe that a common approach to data collection would help provide a collective understanding of actions needing to be taken, and that collaboration would improve the ease and speed at which data are obtained. A universal approach would thus, it is argued, allow for a more effective, responsive enforcement of anti-littering laws.

Some believe that if litter hotspots are identified, collaborative interventions (such as police patrols and CCTV) would be much quicker to introduce, and therefore actively prosecuting litterers would be easier. By identifying the most commonly discarded litter, it makes it possible to focus resources and target the largest contributors, with fast food chains being commonly noted as an example.

Citizen science is important to some respondents, who believe involving experienced volunteers who are familiar with collecting litter and who hold local knowledge, would lead to a more comprehensive evidence base and understanding of litter hotspots.

> Increasing the use of citizen science would allow a large amount of information to be gathered quickly and give an increased sense of ownership for people in their local area. It would be important for the information gathered to be accessible to the public and for people to be able to clearly see how it has made a positive change. – Individual

Of the 39 respondents who do not agree to any of the three proposed actions and who also provided further comment, most perceive no need to implement the proposed actions. This relates particularly to Action 3.2, with those commenting noting how local authorities should already be aware of the composition of waste and the most common littering hotspots from prior research. This group feel funds would therefore be better spent on improving waste management sites and funding litter collection efforts.

> Concentrate on litter collection not data collection. Every household should have access to regular waste collection for their premises. – Individual

3.2.2 Increasing Citizen Science participation

The consultation for respondents' views on:

> **What would encourage increased participation in citizen science data collection?**

Of the 978 respondents, 721 (74%) responded to this question.

Most of those commenting believe that people would engage with citizen science data collection if an incentive was offered. Suggestions include a small financial reward, prizes, public competitions, gift cards, or discounted experiences (restaurants, events etc.).

> Incentives such as funding for community groups to make prizes available to participants. For example, a £10 Shop Local voucher or family meal out for the group that collects the most [litter]. – Individual

A large number of other respondents suggest directly involving youth groups (such as scouts and schools) to get young people involved and help educate future generations about the negative environmental impact of littering.

> Pupils would have a worthy project for which they could practice principles of thorough, accurate data collection. By this means, not only would they be supporting a socially necessary change, but they would also be practising a skill which they could transfer to any research during their working lives. – Individual

Some respondents argue that publicity is important to encourage participation, and believe that awareness of, and engagement with, citizen science would naturally increase with promotion on social media platforms, dedicated apps and online. A minority point out that participation might simply increase if there was wider publicity around prosecution of litterers.

However, some feel that citizen science data collection is not a valuable use of time or money, and argue it diverts attention and resources from direct action to clear waste from public areas.

3.2.3 Shared approach to service to support litter prevention

Respondents were asked:

> **Do you support the following proposed actions to:**
>
> **Action 4.1: Review the Code of Practice for Litter and Refuse (2018) and its implementation by duty holders?**
>
> **Action 4.2: Explore the use of flexible and innovative interventions to support litter prevention and removal?**
>
> **Action 4.3: Establish an action focused group to encourage collaboration and share best practice between local authorities, national parks and other duty bodies?**

Of the 978 respondents, 602 responded to Action 4.1, 601 to Action 4.2 and 598 to Action 4.3 – approximately 62% of all respondents. This is set out in the three charts below.

Figure 11 Support to review the Code of Practice for Litter and Refuse

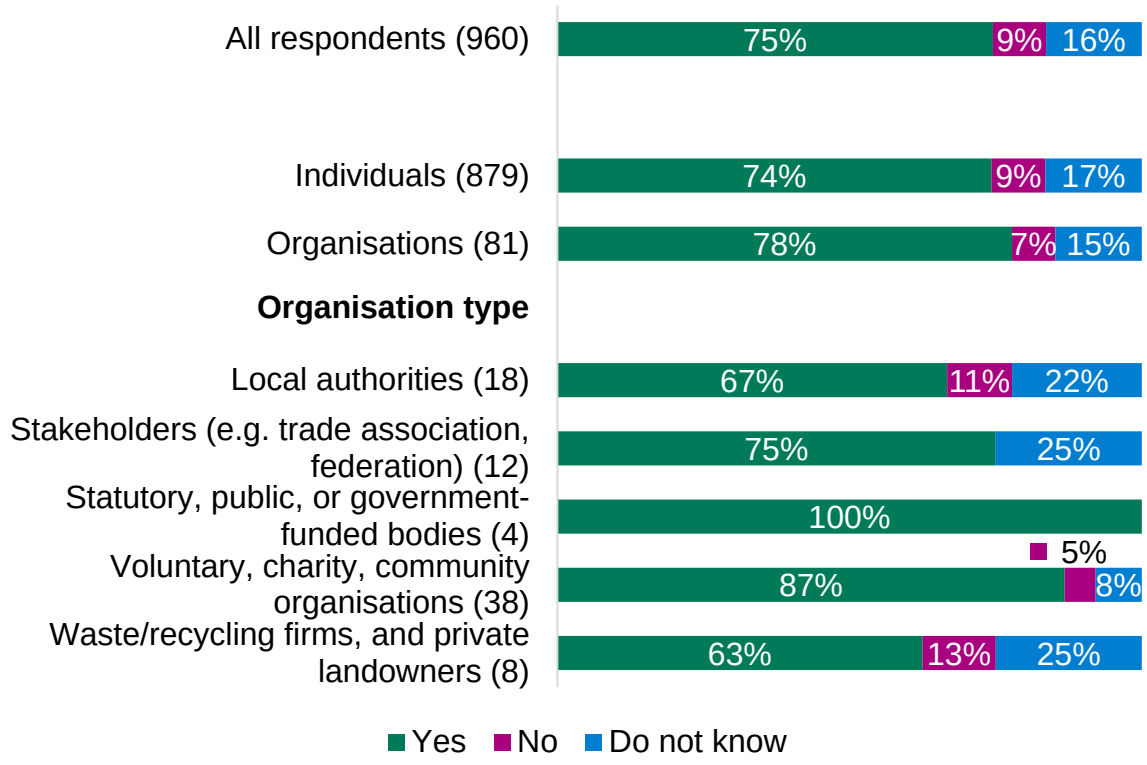


Figure 12 Support to explore the use of flexible and innovative interventions

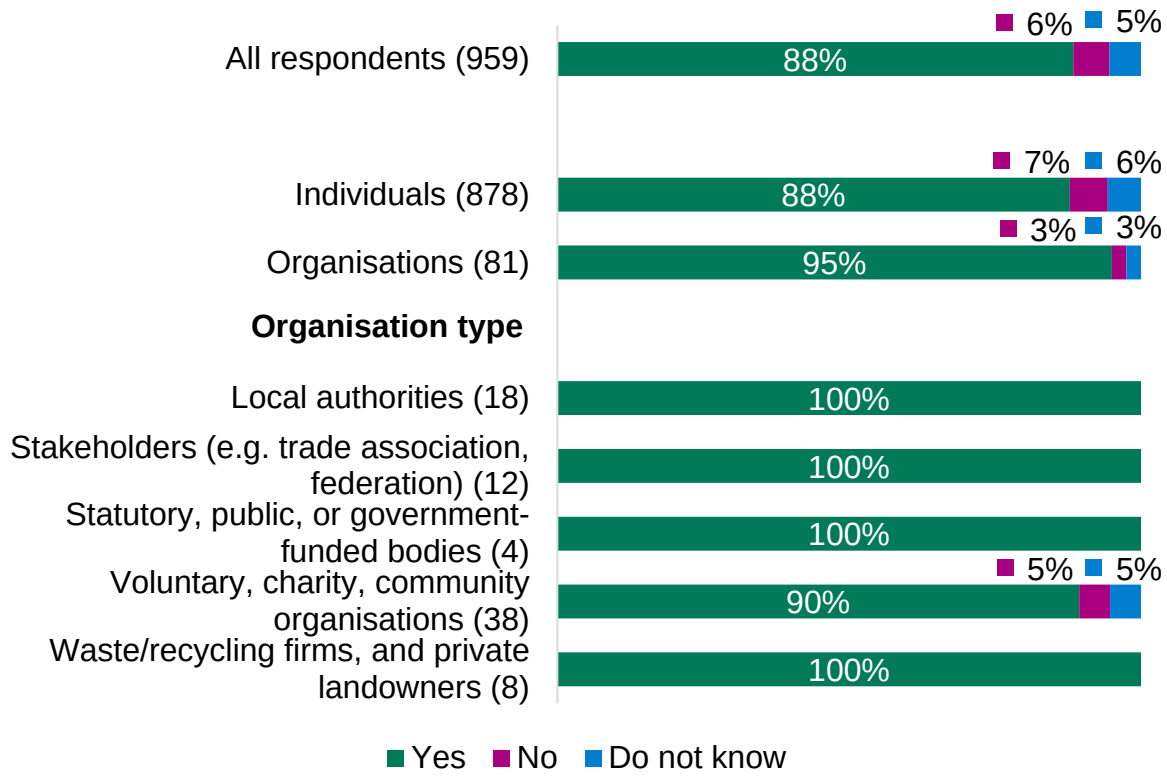
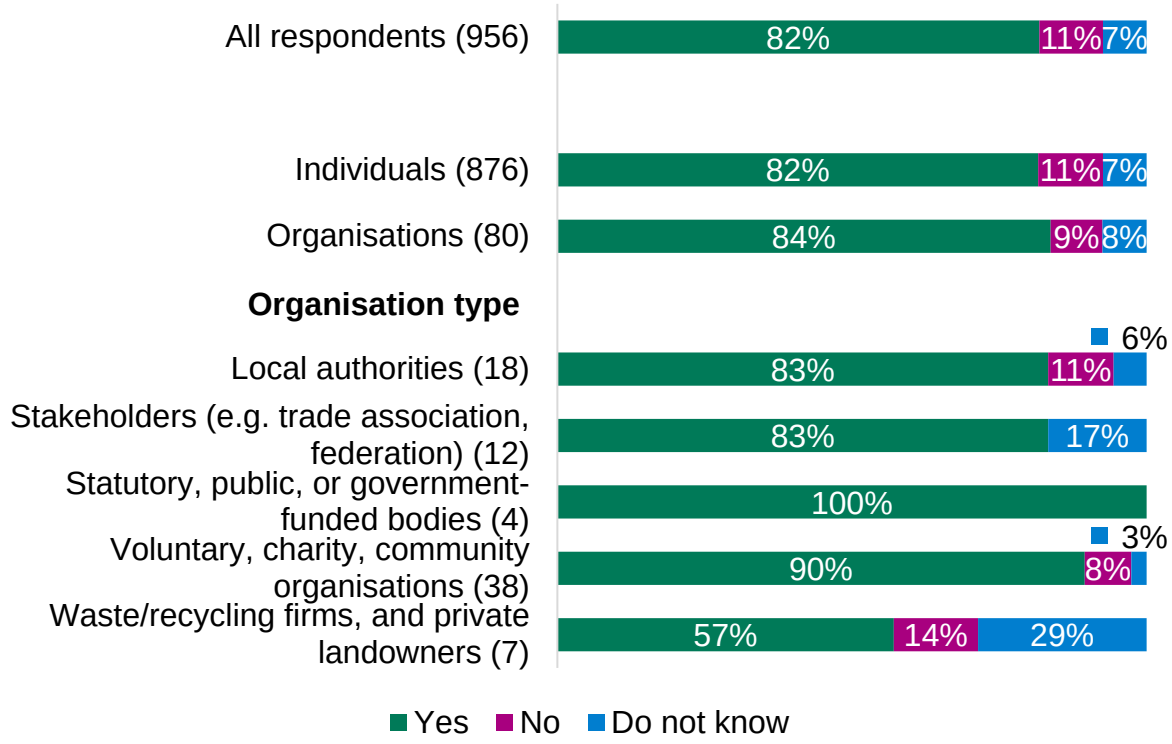


Figure 13 Support to form an action focused group to encourage collaboration



Three quarters (75%) of all respondents support Action 4.1, with support from nearly four in five organisations, including all statutory, public, or government-funded bodies. Almost nine in ten (88%) respondents support Action 4.2, including nearly all organisations (95%). Just over four in five (82%) support Action 4.3.

Of the 371 respondents who agree to all three proposed Actions and who provide comment, a large number focus on Action 4.3. This group believe that a collaborative approach between local authorities would be more effective and result in proactive initiatives to tackle littering while maintaining a high standard across all regions.

> Something needs to be done, sharing solutions is important and leads to better efficiencies. I would also suggest researching other countries' approaches and practices in litter, tipping and street sanitation. – Individual

Specifically in response to Action 4.2, some believe that any preventative interventions would be welcome. They argue that addressing the source of the littering would yield more effective, long-term results.

A small handful comment on Action 4.1. This group feel that policies should always be regularly reviewed, especially with regard to making prosecution of offenders easier.

A total of 35 respondents who do not support any of the three Actions provide additional comments. Most perceive the proposed actions to be a waste of taxpayers' money that might be preferentially spent on clean-up efforts. This group also argue that such Actions are unnecessary when there are pre-existing resources, such as links between local authorities.

> Local authorities are perfectly able to speak to each other and share best practice without the need for another group of highly paid staff. – Individual

Of the 16 respondents who answer "Do not know" to all three Actions, most are unsure if these would make a significant difference. A few were also uncertain of what the actions entailed and perceive the wording to be unclear and bureaucratic.

Respondents were then asked to:

> **Please provide examples of flexible or innovative interventions that have or have not worked well in the past.**

Of the 978 respondents, 628 (64%) provided comment.

Common suggestions of good examples of visual interventions noted by respondents include:

- graphic advertisements (akin to anti-smoking or drink-driving campaigns) designed to stick with the viewer,
- deterrent posters in hotspots for littering, and
- TV campaigns showing the impact that littering has on the environment.

Some also believe that CCTV and warning signs in littering hotspots are also effective in preventing littering.

These interventions are commonly noted to work well only if deployed in conjunction with effective enforcement.

The initiative to gain money back from returning glass bottles for recycling is a good example of a successful intervention as it helps promote recycling and actively

encourages young people to collect litter in exchange for pocket money. Some respondents suggest this initiative should be extended to include other litter items such as cans. Following a period of consultation, and a delay due to the Covid-19 pandemic, the Deposit Return Scheme will be introduced in Scotland from 16 August 2023.

Community groups that are encouraged to volunteer and collect litter have been effective to reduce waste in the past and some believe this would work well for community service for young offenders.

> I am involved in two small litter picking groups. We have obtained rigid litter containers from the local authority and fixed them in strategic places on footpaths; we have also named each container with the name of a volunteer. This appears to have been effective in reducing the amount of small litter items – cans and bottles. – Individual

Meanwhile, a large number of respondents believe that the local councils' responses to bins and refuse sites has been inadequate. Some councils have increased the size of bins, rather than the frequency of collection, often leading to overflowing bins. HWRC opening times and prices can act as a deterrent for people who want to dispose of larger waste.

> Charges for the collection of garden waste I think has had a detrimental effect and should be reviewed. With the general waste collection being reduced, I have seen an increase in waste being dumped in unauthorised areas e.g. local parks etc. – Individual

The consultation then asked respondents:

> **How can increased collaboration and information sharing across local authorities, national parks and other duty bodies be achieved?**

Of the 978 respondents, 653 (67%) responded to this question.

Many of those commenting believe it is the job of the local authorities and other bodies to determine the best methods of communication between themselves. Respondents feel they are not best placed to recommend potential options as members of the public and outwith this remit. Respondents do, however, believe it is vital for organisations to talk to each other, particularly in light of the digital advances brought about by Covid-19, citing a plethora of potential communication channels. Those commenting believe that conversations should include all groups and authorities, including volunteers assisting with clean-up efforts.

> Regular meetings between these bodies, including members of the public i.e. Community Councils and Tenants and Residents groups, is required to learn what works best in achieving success. – Individual

Others feel that collaboration may be increased if a standardised national central database is created, where information on littering hotspots, repeat offenders and littering resources are kept. With this in place, a national litter reporting system could be set-up, to create a unified framework guide on how to deal with litterers and offenders, so that punishments may be enforced more regularly, and consistently, across Scotland.

> If there was one centralised database recording what items are dropped where, by which age groups, at which times of day and in which locations, then each duty body could target its response appropriately and also learn from interventions made in other areas. – Individual

3.2.4 Empowering communities to take action

The consultation went on to ask respondents:

> **Do you agree with the proposed actions to:**
>
> **Action 5.1: Create a national litter hub to provide information to community groups?**
>
> **Action 5.2: Create a community focused litter education programme?**

Of the 978 respondents, 619 responded to Action 5.1, and 623 to Action 5.2 – around 63% of all respondents.

Figure 14 Support to create a national litter hub

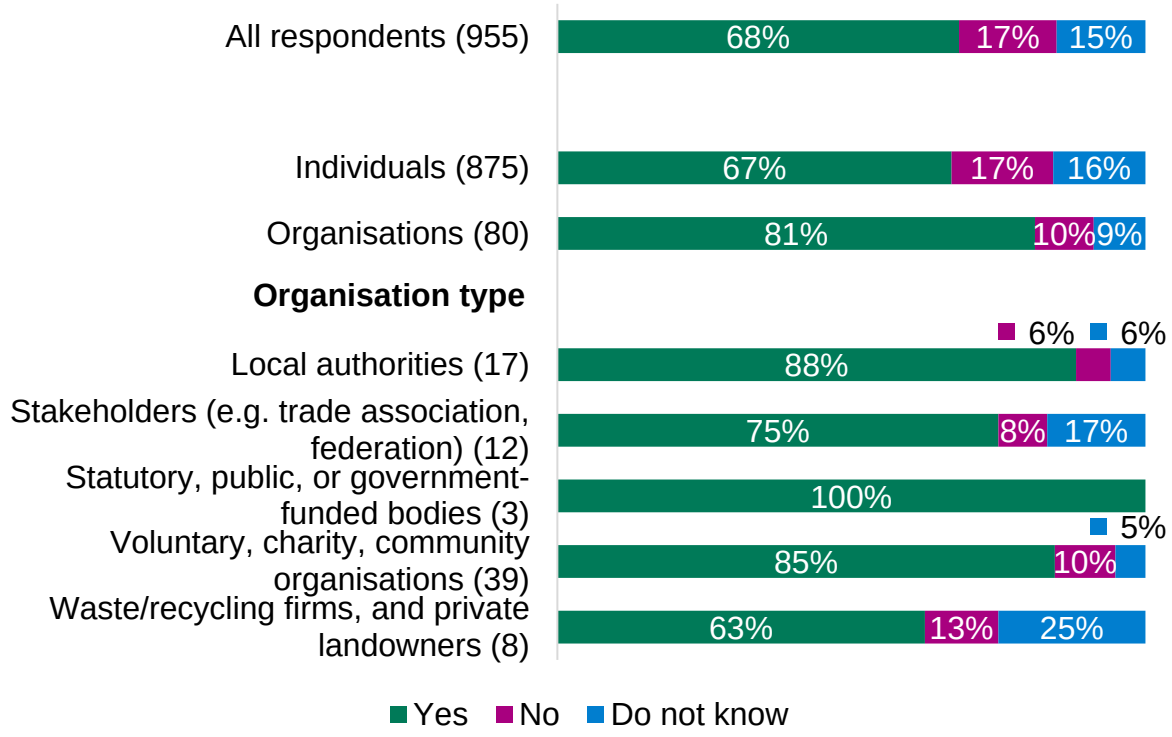
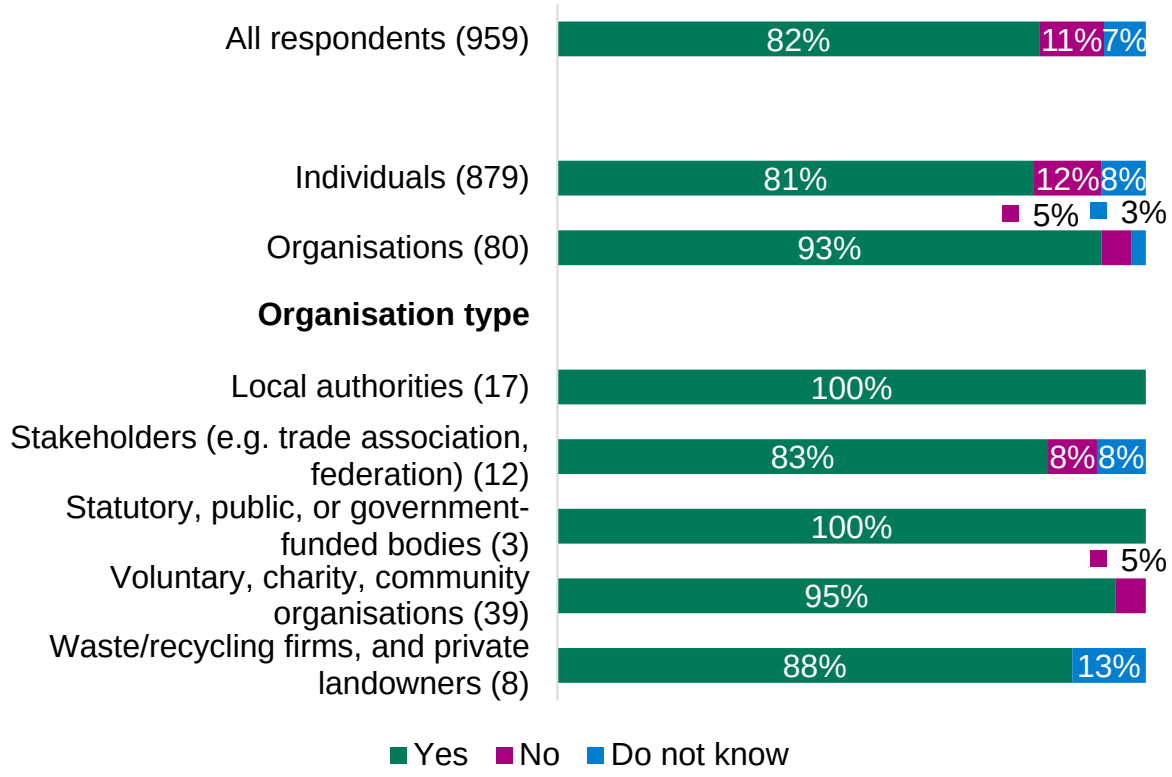


Figure 15 Support to a community focused litter education programme



Over two thirds (68%) of respondents agree with Action 5.1. This is supported by over four in five organisations (81%), including all statutory, public, or government-funded bodies. Just over four in five (82%) respondents agree with Action 5.2. This is supported by almost all organisations (93%), including all local authorities.

Of the 383 respondents who agree with both Actions and give their opinion, a large number comment specifically on Action 5.2. This group believe it is vital to start education from a young age to ensure that children within the community respect and understand the repercussions of littering. Respondents believe an external community focused litter education programme would help encourage this.

In relation to Action 5.1, most of those commenting believe the most effective way to make a difference within the community is to actively encourage and support the public to take part. A national litter hub would benefit community-led volunteer litter-picking groups.

> Local communities usually are best placed to identify the issues in their area and how best to resolve and prevent them, but they need the resources available nationally to be made available to them. – Individual

A total of 71 respondents who comment disagree with both Actions. The majority of these believe that money dedicated to such projects could be better spent on funding cleaning efforts, hiring public community officers, and developing stricter policies for prosecuting litterers. The most effective form of education is to demonstrate that the severe anti-littering laws in place by issuing of fines to act as a deterrent.

> The cost of this could be better used on creating more waste/recycling management sites and abolishing the need to obtain permits to use these

> sites and removing restrictions on how often they can be visited and used by an individual/vehicle. – Individual

Some feel that there is no guarantee that the funds required to finance these community initiatives would be well spent, or if these Actions would result in any meaningful reduction in litter.

Respondents were then asked:

> **What advice, information and support should be included in a national litter hub?**

Of the 978 respondents, 607 (62%) responded to this question.

A large number of comments outline how more information is needed about how to reuse items, what materials can be recycled in local regions, and how people can effectively recycle waste. Advice should be given to the general public about the locations of bins, HWRCs and collection points for uncommon or large waste items, and how much litter can be tipped at these areas.

Many feel that information should be clearly provided about how serious the consequences are for littering (and flytipping), and associated fines or penalties for different levels of severity clearly outlined and published. This, it is argued, would help reassure the public that there is an effective, strict enforcement system in place to act as a deterrent.

Some others feel that advice on where resources are available for volunteer litter-pickers, such as waste bags, tools, and communal waste disposal sites, should be more freely available. They believe additional support and resources should be given to community-run volunteering events and groups to make these easier to organise.

Several think it important to provide information and education, especially to younger generations, to show the negative outcomes that littering can have for wildlife, the environment, and the health and safety of the public.

> [Information is needed on] just how much long-term damage litter does. To the environment, to animals, to the ground, how litter does not break down…the ugliness of litter on the side of the road, how it creates a negative view in relation to tourism, and how it 'reflects' a non-caring atmosphere…how dangerous it is to constantly clear it from the side of the road. – Individual

Other information, support or advice mentioned include: creating a dedicated app or phone number that people can use to report littering (and flytipping), publishing the costs required to clear litter from public areas, and advice specifically for businesses about packaging waste disposal.

However, a minority of respondents feel that a national litter hub is unnecessary, and that money would be better spent undertaking cleaning initiatives, running anti-litter TV and poster campaigns, providing resources to volunteering groups, or funding better tip schedules and local disposal systems.

Respondents were asked for their views on:

What topics should be included in a community focused litter education programme?

Of the 978 respondents, 640 (66%) responded to this question.

Many of those commenting believe it is important to educate the community about the impact that littering has on the environment and local wildlife. This group believe the public should be aware of the damage that littering can cause, as well as the consequences of burning waste and the harm that non-degrading microplastics have on ecosystems and food chains.

Many think that it is necessary to educate the general public, and specifically younger generations, about safe ways to dispose of litter. Suggestions include safety information about the different sources of litter, collecting litter at the sides of busy roads, managing large waste items, broken glass or used needles, what equipment should be used, and the collection of litter in dangerous weather conditions.

Some believe that education programmes ought to include information about a clear, strict enforcement system, in which fines are administered regularly to litterers. This, it is argued, would provide reassurance that offenders would be appropriately penalised, whilst acting as a deterrent to littering.

> One thing would be some basic knowledge to help people imagine what happens when they drop something. It's hard for people to connect the bit of plastic that they drop with the thing that turns up strangling a hedgehog or in a dolphin's stomach. Understanding the fate of a crisp packet requires some guidance! – Individual

Other topics mentioned by respondents include information outlining the costs local authorities need to pay for litter disposal, encouraging the purchase of products with less packaging, teaching people to take pride in their local environment, information on who to contact if rubbish needs removing, and advice on how to join, volunteer, or set up local community groups.

3.3 Litter – enforcement

3.3.1 Enforcement model

The consultation asked respondents:

> **Do you support the proposed actions to:**
>
> **Action 6.1: Conduct an evidence review of barriers to enforcement?**
>
> **Action 6.2: Explore raising current fixed penalty notice amounts?**
>
> **Action 6.3: Explore potential alternative penalties (e.g. litter picks) to monetary fixed penalties?**

Around 97% of all 978 respondents answered this question, with 948 responding to Action 6.1, 951 to Action 6.2, and 954 to Action 3, as set out below.

Figure 16 Support to conduct an evidence review of barriers to enforcement

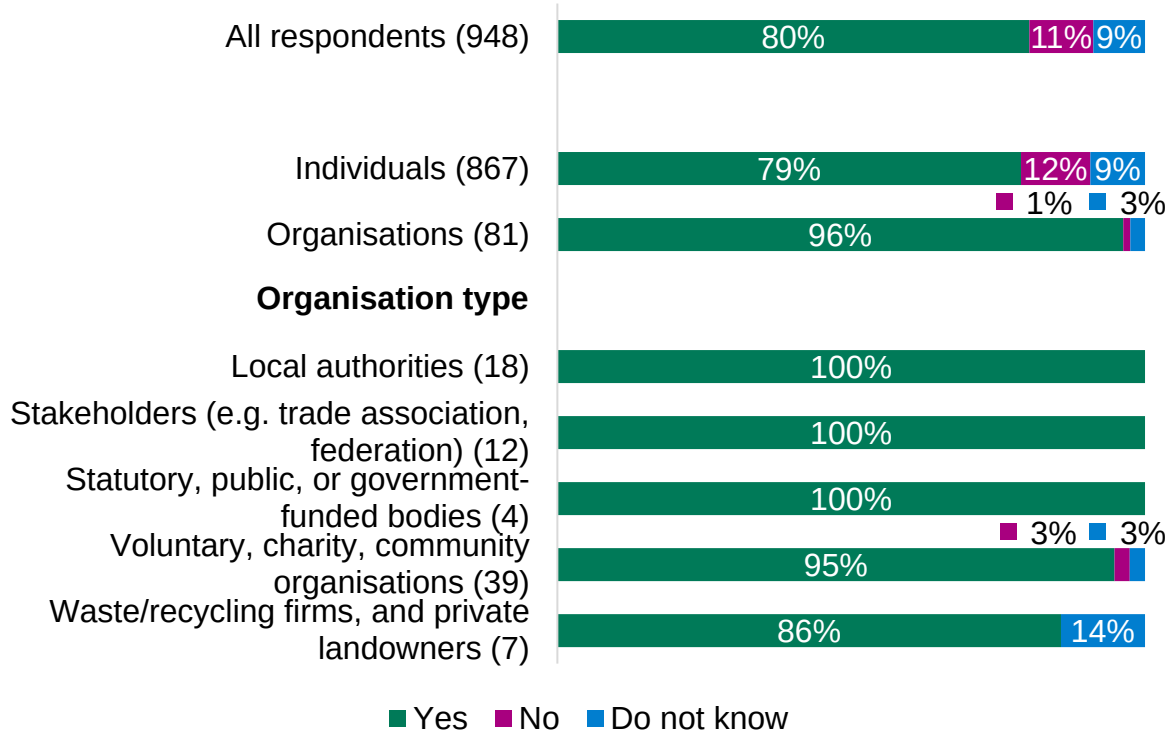


Figure 17 Support to explore raising current fixed penalty notice amounts

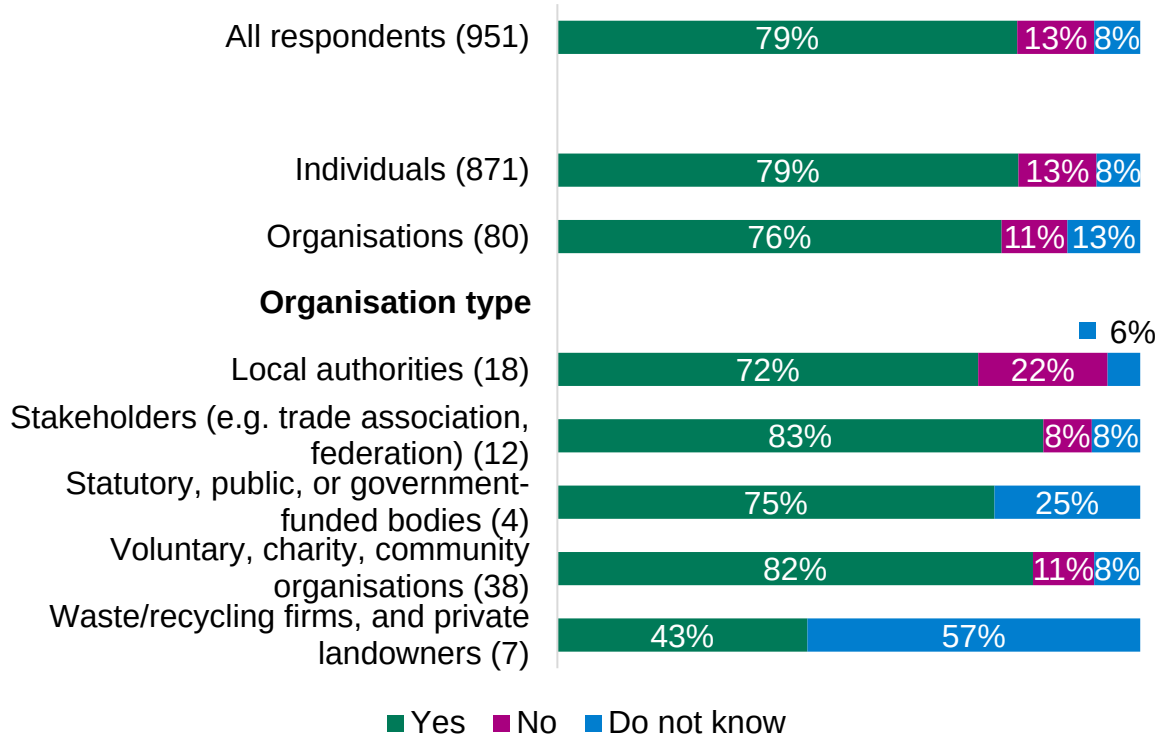
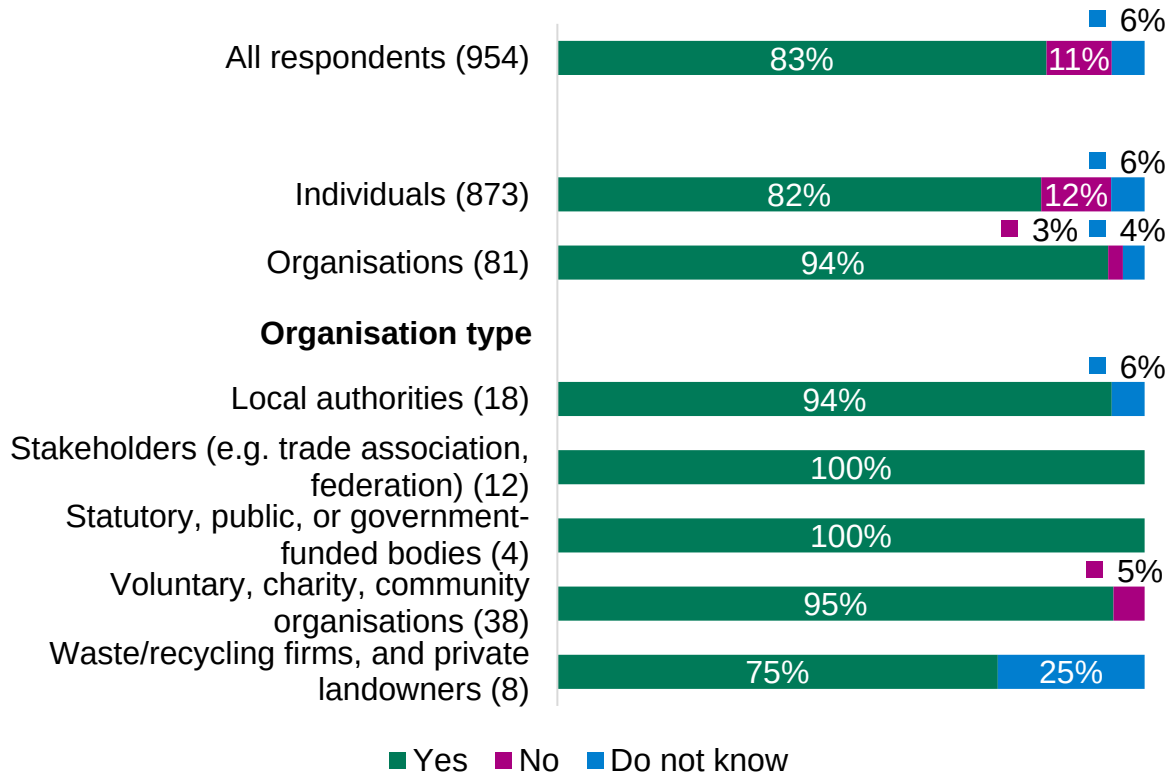


Figure 18 Support to explore potential alternative penalties



Four in five (80%) respondents support Action 6.1, including almost all organisations (96%). Just under four in five (79%) support Action 6.2, with around three quarters of organisations supporting this (76%). Five in six (83%) support Action 6.3, including most organisations (94%).

Of the 397 respondents who support all these proposed Actions and who shared their views, the majority comment on Actions 6.2 and 6.3. Most agree with the idea of alternative penalties such as litter picks, claiming they might be more effective and serve as a better deterrent than fines. Some think that fixed penalties should be higher as monetary fines prevent people from breaching the law repeatedly. However, several respondents note that sanctions for littering are often not implemented, and that penalties need to be enforced regularly to have any impact.

There are 28 respondents who do not support any of these proposed Actions and who provided further comment. This group argue that enforcement is perceived to be ineffective, and that instead, better and possibly free, waste removal service should be provided. Additional monetary penalties do not resolve littering, and can deepen some individuals' poverty.

> Stop charging for safe and legal disposal of waste, it just encourages flytipping. It should be covered by local council tax for households and businesses. – Individual

Of the nine respondents who answer "Do not know" and who provide further comment, most do not believe sanctions will resolve littering as they are not enforced properly and are ineffective. This group want to see greater focus on education and prevention to combat flytipping.

> Existing fines are not a deterrent. The proposed £500 is pointless. The fine has to be a significant deterrent. It has to be several thousand pounds to be an effective deterrent. – Individual

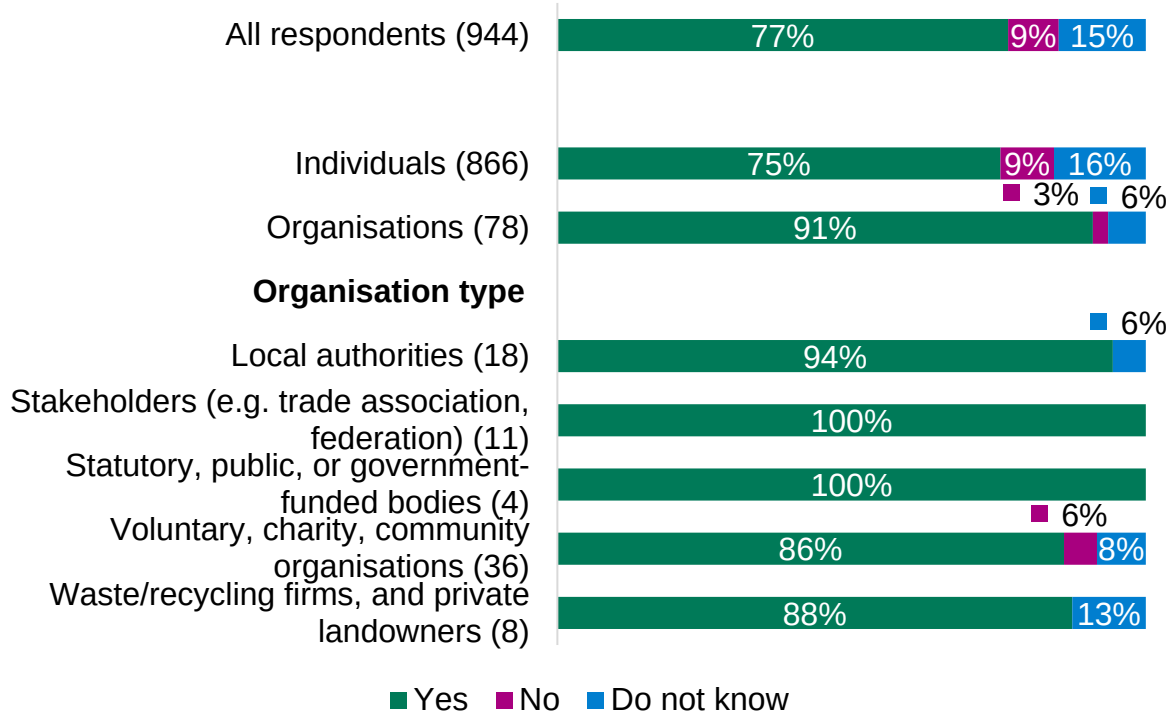
3.3.2 Consistency

The consultation next asked respondents:

> **Do you support proposed Action 7.1, to review and further develop guidance on enforcement best practices?**

Of the 978 respondents, 944 (97%) responded to this question, as set out below.

Figure 19 Support to review and further develop guidance on enforcement best practices



Over three quarters (77%) support the proposed Action 7.1, including over nine in ten organisations (91%) and all stakeholders and all statutory, public, or government-funded bodies.

Of the 944 respondents to this question, 298 (32%) provide additional comments. The majority believe that the current enforcement in place is insufficiently effective and therefore immediate action is required.

Some note the importance of education about littering and the damage it does. A minority (fewer than 30 respondents) mention that fixed penalties or alternative sanctions, such as litter picking, are good solutions that need better implementation.

Several respondents comment that Scotland could learn from and apply best practices in other areas and countries. Singapore is mentioned as having a rigorous but successful anti-littering policy, while the USA's practice of prisoners collecting litter is also noted.

Of the 54 respondents who do not support the proposed Action and who provide further comment, most argue that guidance and enforcement best practices are already known, and simply need to be implemented. Many say that further reviews and development would take an unnecessary amount of time and money and better waste disposal solutions should be made available to everyone.

> The cost of this can be better used on creating more waste/recycling management sites and abolishing the need to obtain permits to use these sites and removing restrictions on how often they can be visited and used by an individual/vehicle. – Individual

> Current enforcement isn't working so needs to be reviewed. It would be really interesting if the views of those who had been subject to any enforcement could be gathered. – Individual

Of the 40 who answer “Do not know” and provide further comments, around half say they do not understand what Action 7.1 entails in practice or where they can find information on this. Others note that action and enforcement are more urgent than review and further development of guidance.

4. Findings: Flytipping

4.1 Flytipping – behaviour change

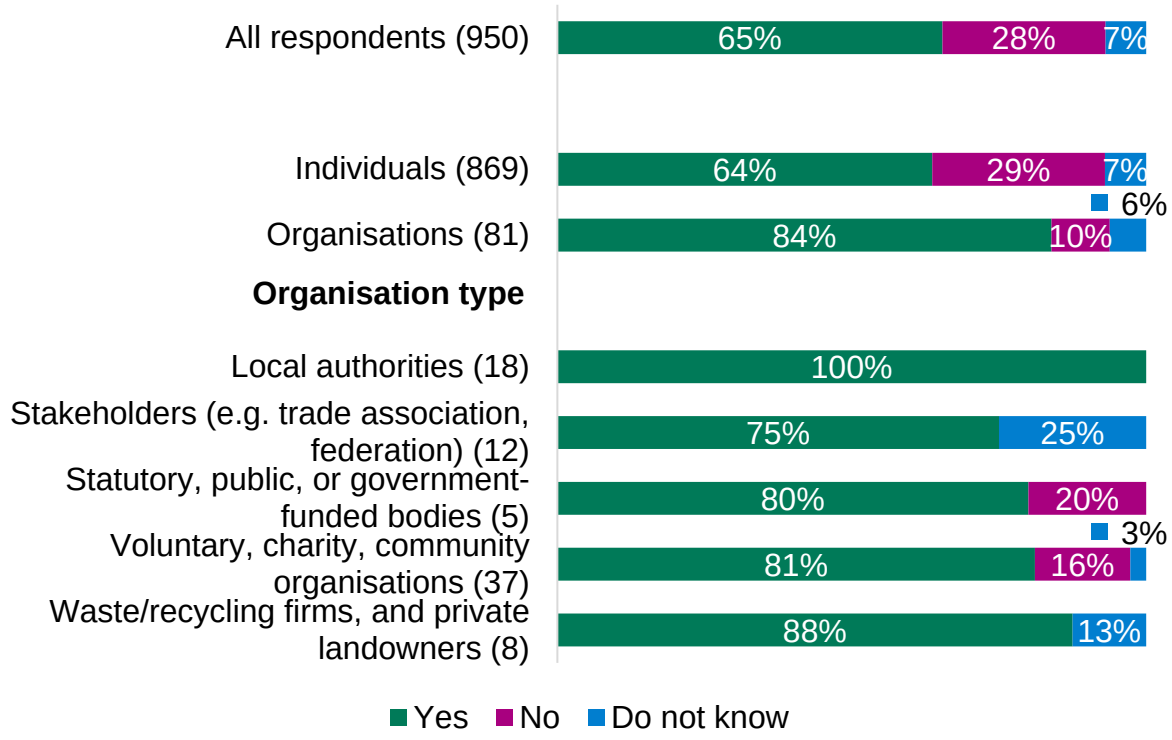
4.1.1Understanding behaviours that lead to flytipping

Respondents were first asked:

> **Do you support proposed Action 8.1, to conduct research to understand the behaviour that leads to flytipping?**

Of the 978 respondents, 950 (97%) responded to this question, as set out below.

Figure 20 Support to conduct research to understand the behaviour that leads to flytipping



Almost two thirds (65%) of respondents support the proposed Action 8.1. This is supported by around five in six organisations, including all local authorities.

Of those who support the proposed Action, 324 provide further comment. The majority say it is important to understand the behaviour behind flytipping as this will inform appropriate actions and sanctions that can be implemented.

Some comment that potential reasons could be financial, criminal, or psychological, and that further research is needed to understand the behaviour of perpetrators.

> We support research to understand behaviour that leads to flytipping and would also recommend looking at cases of domestic or individual flytipping separately to 'commercial' flytipping. Flytipping is likely to occur on a much less frequent basis per individual than littering, and motivations often differ. Commercial flytipping is a very different issue, in the sense that acts are

> largely driven by economic savings through disposal fee avoidance or making commercial profit. – Voluntary, charity, community organisation

Of those who do not support this Action, 240 provide further comments. The majority argue that research is not needed as they believe the reasons for flytipping are already well-known. Motivations for flytipping cited include cost-saving to avoid paying for waste disposal, laziness, waste disposal centres being far away/inaccessible, and a perceived lack of enforcement to act as a sufficient deterrent.

> We don't need to fully understand the reasons - most sane people will know this without spending money to find out the obvious - just make the penalties and the enforcement of those penalties effective. – Individual

4.1.2 Shared approach to flytipping prevention and behaviour change

Respondents were then asked:

> **Do you agree with the proposed actions to:**
>
> **Action 9.1: Develop a sustained, evidence based, national anti-flytipping behaviour change campaign?**
>
> **Action 9.2: Create a single information point containing advice on disposal of commonly flytipped materials?**

Of the 978 respondents, 950 responded to Action 9.1 and 944 to Action 9.2 (approx. 97%), as set out in the two charts below.

Figure 21 Support to develop a national anti-flytipping behaviour change campaign

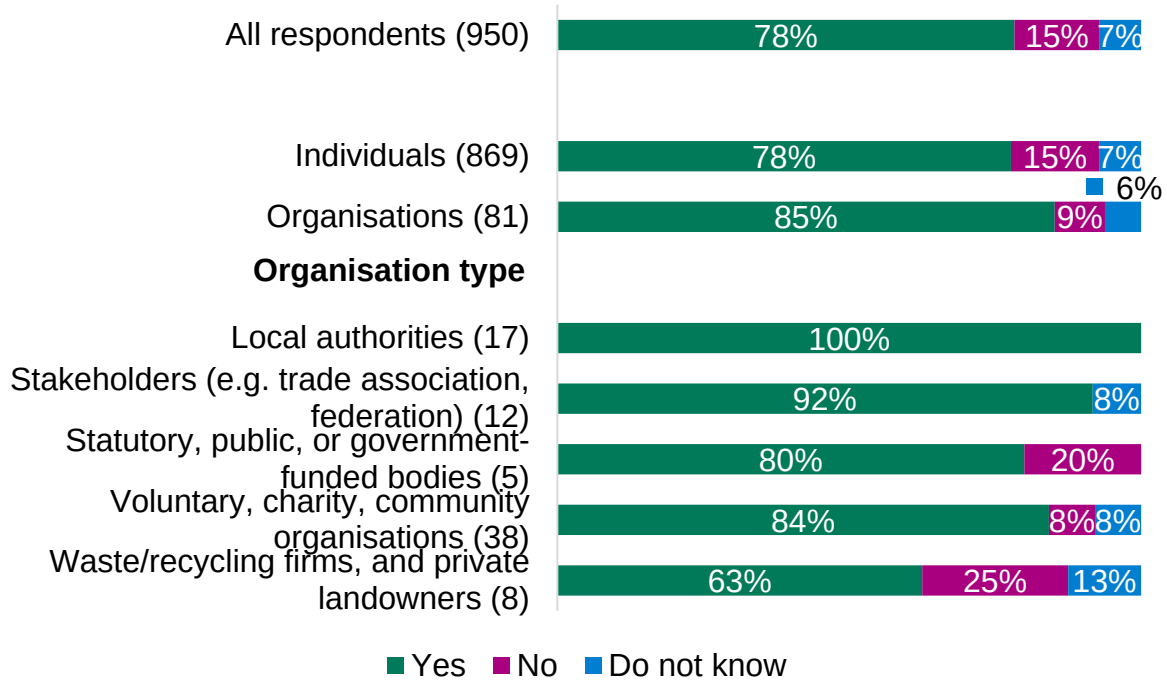
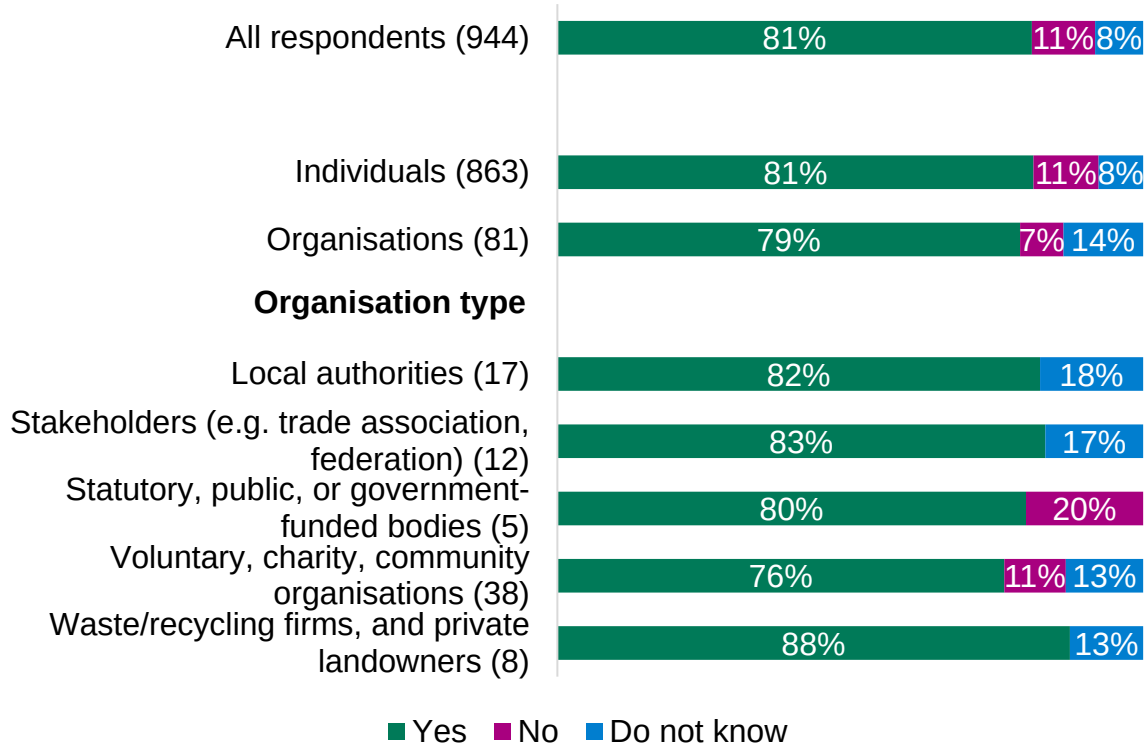


Figure 22 Support to create a single information point



Over three quarters (78%) agree with the proposed Action 9.1. Over five in six (85%) organisations agree, including all local authorities. Around four in five (81%) agree with Action 9.2.

Of the 305 respondents who support both proposed Actions 9.1 and 9.2 and who provide further comment, the majority believe that these actions would help educate people. Many of the public do not know or understand how to properly dispose of waste, what materials can be disposed, where, and at what costs.

Some respondents note that information ought to be tailored to a specific area or region as there can be important differences that need to be acknowledged and included in any campaign.

Many comment that deterrents such as high monetary fines or community work are needed, and that more affordable and accessible waste disposal options would help.

> Why waste taxpayers' money to target a tiny minority. Rather than an information point, create a place where everyone can freely get rid of waste locally, stop local councils charging the public to collect or dispose of waste. – Individual

There are 47 respondents who do not support either proposed Action. Of these that comment, the majority believe that sufficient evidence and information are already available, and that direct actions and enforcement is required instead. The proposed Actions are lengthy and costly processes that will not reveal any new evidence. Many cite the cost of waste removal as the main problem and argue that waste disposal should be cheaper or free.

Of the 16 respondents who answer “Do not know” and who provide comments, most are not convinced that developing a national campaign and creating a single information point would have any meaningful impact. These proposals are too costly with limited or no impact, and suggest enforcing existing laws or making waste disposal more accessible.

Respondents were asked for their views on:

Which topics should be a priority to address by behaviour change interventions?

Of the 978 respondents, 561 (57%) responded to this question.

Most comment that relevant information shared in effective ways should be a priority. Priority topics to address through behaviour change interventions suggested by respondents include the following.

- Showing the damage that flytipping can cause to the natural environment, including animals, wildlife, and landscapes.
- Details of access to and local availability of waste disposal centres and the associated costs.
- Outlining individuals’ and companies’ responsibilities relating to flytipping.
- Messages to raise awareness of flytipping being illegal and antisocial.
- Information on fines.
- Guidance on how to report flytipping.

Some say that education and raising awareness of flytipping during early years are key and would lead to a decrease. Others think that understanding the behaviour of those who flytip is the first step in behaviour change interventions.

> Perhaps more road signs describing the penalties already in place (should the perpetrators be found) would be helpful and hopefully deter litter louts. – Individual

> Publicised information on the legal methods of disposal and on the penalties for using illegal methods. Reduce the cost of legal methods so that the flytipping “professionals” will not think the job is worth doing. – Individual

The consultation also asked respondents:

What information should be included in a single information point?

There were 438 substantive answers to this question (45% of all respondents). Aligned to responses to the previous question, the majority believe similar items of information should be included in a single information point, with the following items suggested most often.

- Guidance on how to dispose of waste safely and legally.
- Details on locations of and access to local disposal centres and the associated costs.
- Information on the negative impacts of flytipping to the environment and wildlife.
- Consequences of getting caught, such as current fines and sanctions.

- Awareness of what is most commonly flytipped and what materials can be recycled, reused, and disposed.
- Education on the benefits of legal waste disposal, for example environment protection and cost saving.
- Guidance on how to report flytipping.

There were no notable differences between answers provided by individuals and organisations.

> The location of refuse sites across Scotland. Perhaps a postcode entry box which identifies the places closest to the individual. What can and cannot be disposed of there, what to do with bulky items, batteries, what has specific disposal sites (oil etc). How to reach people without readily accessible internet access should also be considered – leaflets, posters that can be displayed etcetera. – Voluntary, charity, community organisation

> We agree a single information point should bring together guidance and advice on reusing, recycling, and disposing of waste. This will help Scottish citizens understand their responsibilities with the aim of eradicating flytipping in its entirety. We also believe that the principles of messages could be similar to those of other nations across the UK – this could support a wider cause and help eradicate flytipping across the UK. – Stakeholder (e.g. trade association, federation)

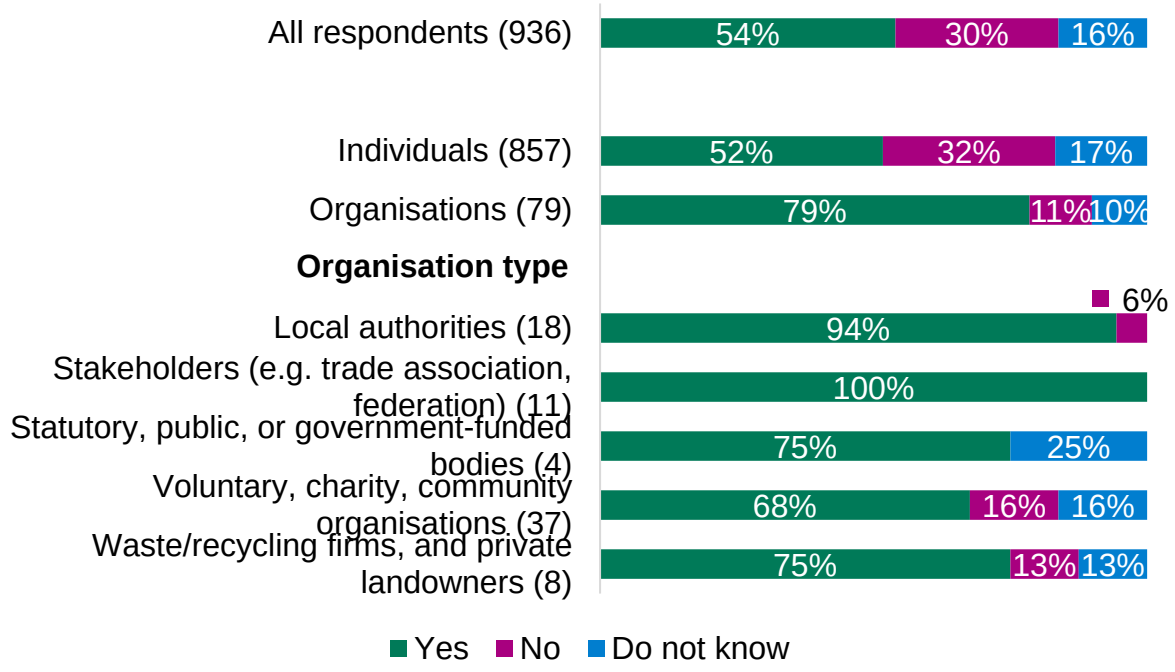
4.1.3 Developing a standard definition of flytipping

The consultation next asked respondents:

> **Is there a need to develop a definition of flytipping that can be adopted across Scotland?**

Of the 978 respondents, 936 (96%) responded to this question, as set out below.

Figure 23 Support to develop a definition of flytipping



Just over half (54%) of respondents agree with this, while just under a third (30%) disagree. Over three quarters (79%) of organisations support the development of a definition, including all stakeholders and most local authorities.

There are 243 respondents who believe a definition of flytipping needs developing and who provide further comment. Most say that a definition is needed to provide a consistent understanding at a national level. Many highlight that people can sometimes flytip without necessarily being aware they are doing so, and that clarity is therefore required as to what exactly is considered to be flytipping to reduce occurrences.

Some mention that the existing definition is out of date and needs to be updated to align with materials in current wide usage including technology developments.

Of 206 respondents who comment and who do not support the development of definition, most either believe that a definition already exists, or is self-explanatory and/or widely known. Many think that the time and resources spent on developing a definition could be used in a better way, for example implementing existing (or developing new) measures to reduce/sanction flytipping.

> We all know what it means and offenders who dump commercial/trade waste mostly do so in unmarked vehicles outside the areas that they themselves reside in - we don't need new definitions, just new solutions. – Individual

Some respondents comment that developing a definition of flytipping might encourage people to argue around it and find ways to avoid fines.

Of the 48 respondents who comment and answer “Do not know”, most hold similar views to those against developing a definition, namely that a definition is obvious, well known to the public, or already in existence. Others are unsure of the need for a definition, and whether one is already in use.

4.2 Flytipping – services and infrastructure

4.2.1 Understanding sources, amount, and composition of flytipping

Respondents were asked:

> **Do you support the proposed Actions to:**
>
> **Action 10.1: Create a data sharing agreement to support gathering of data and work with stakeholders to improve consistency of data collection?**
>
> **Action 10.2: Explore incorporating data into a national database?**
>
> **Action 10.3: Review the Dumb Dumpers system and ensure a fit for purpose mechanism for citizen reporting of flytipping exists in Scotland?**
>
> **Action 10.4: Explore the development of a live picture of flytipping across Scotland?**

Across the four actions, 939, 930, 937, and 933 respondents answered these questions respectively (approx. 96% of all respondents), as set out below.

Figure 24 Support to create a data sharing agreement

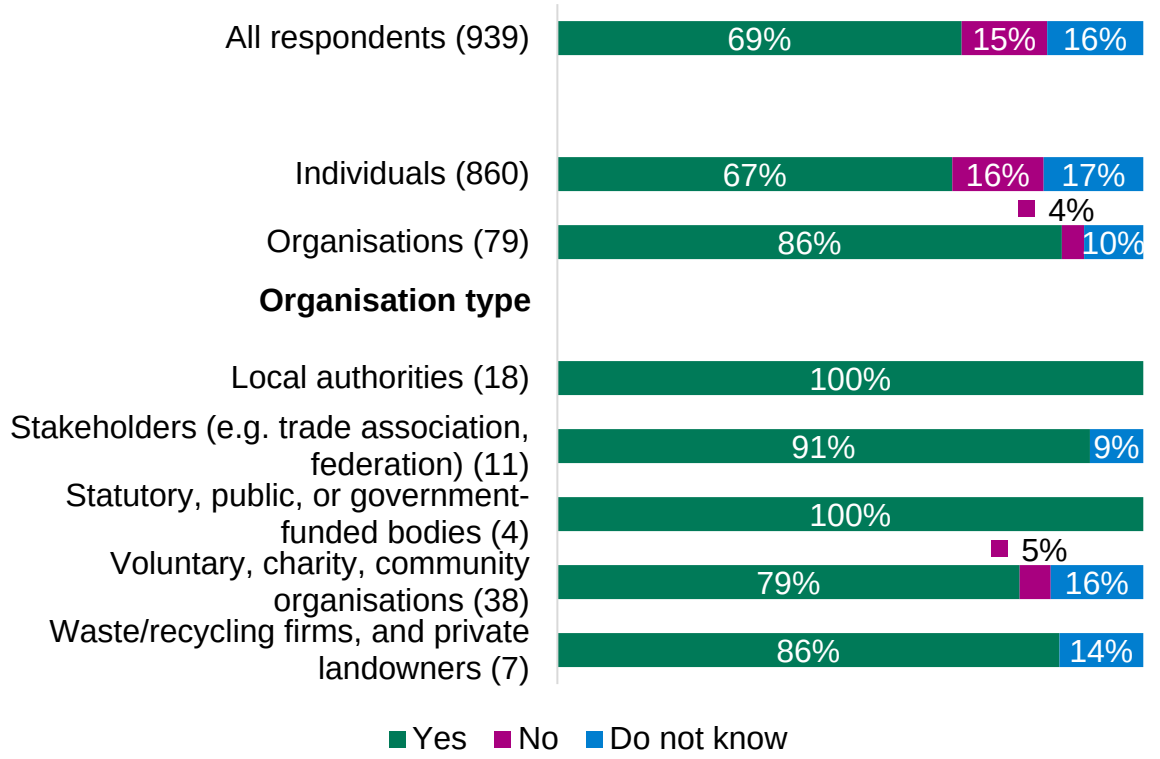


Figure 25 Support to explore incorporating data into a national database

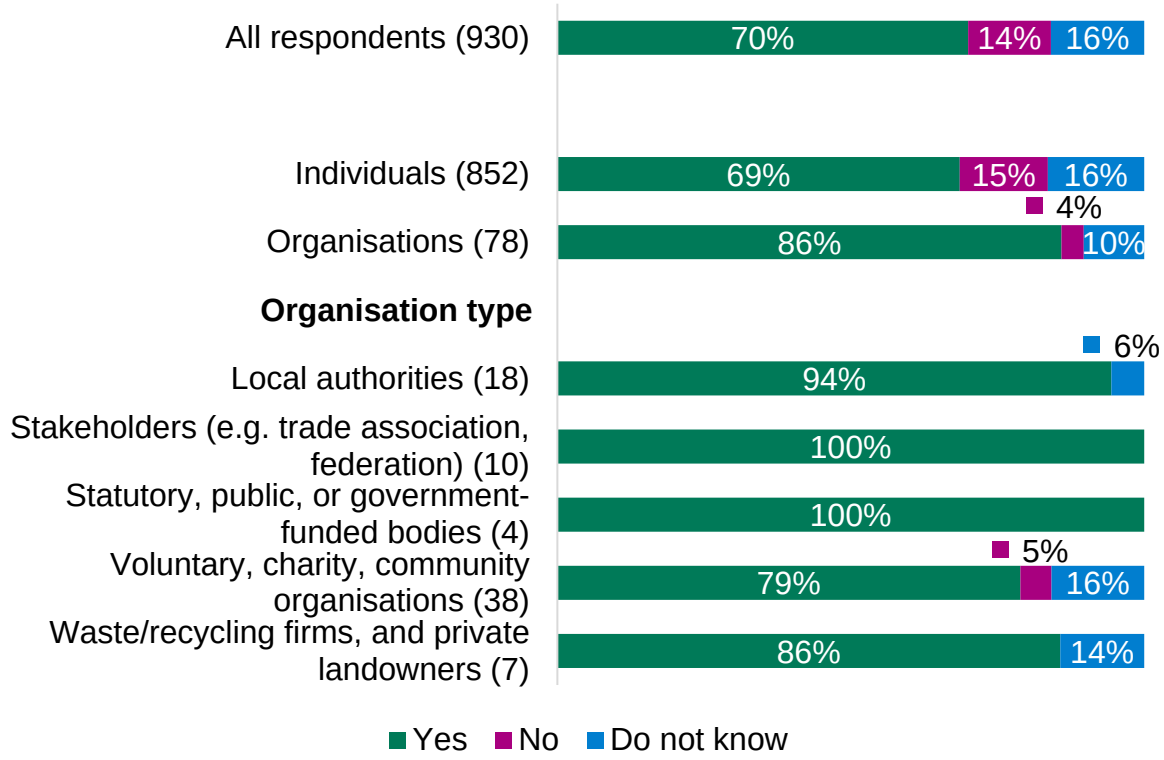


Figure 26 Support to review the *Dumb Dumpers* system

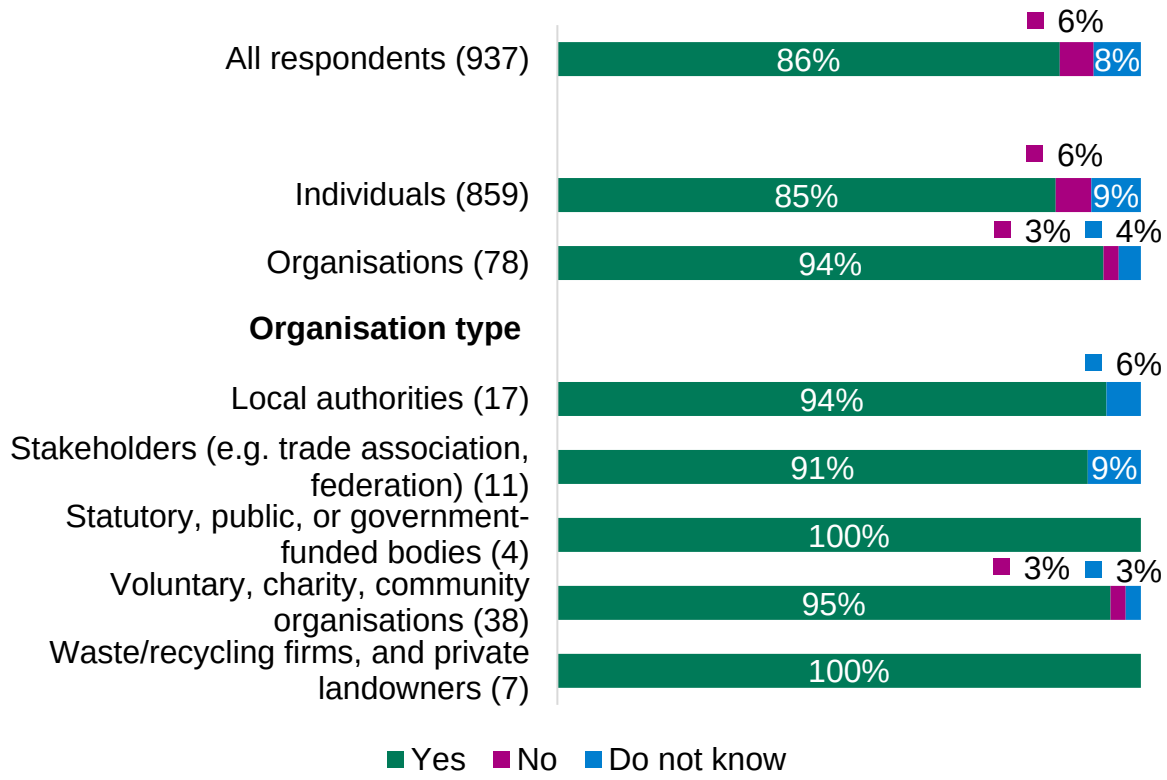
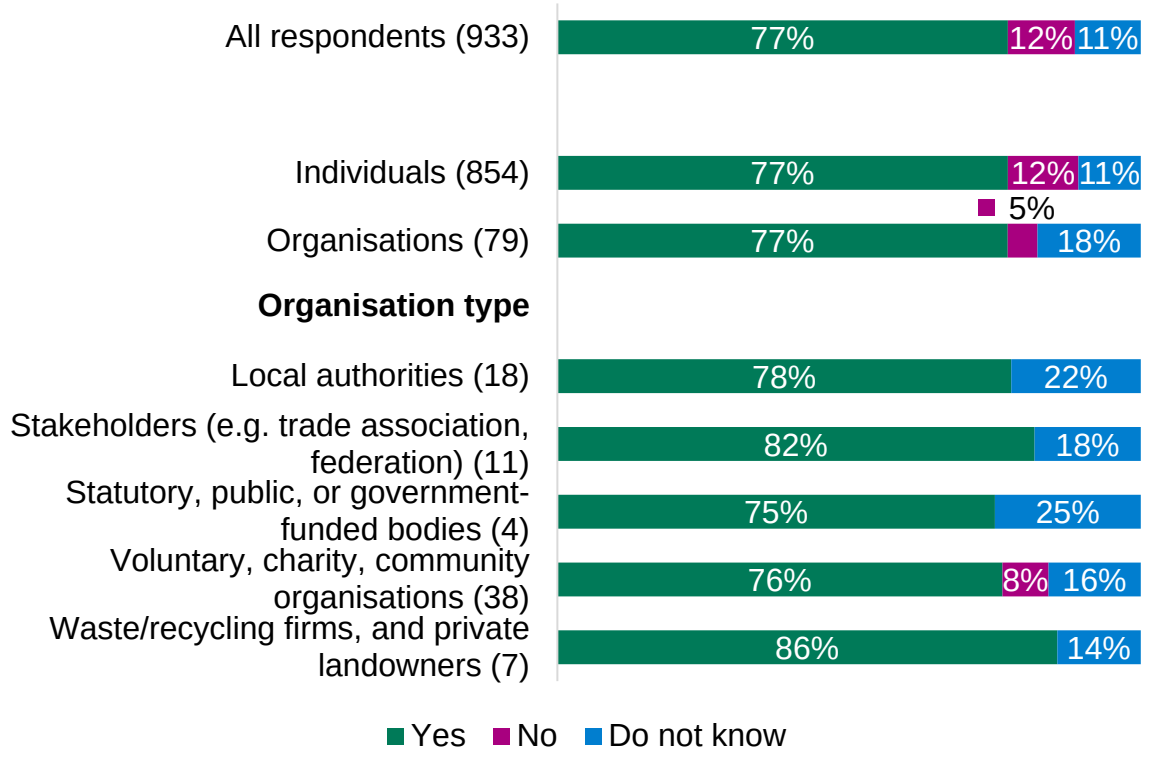


Figure 27 Support to explore the development of a live picture of flytipping



Over two thirds (69%) of respondents support Action 10.1. This is supported by over five in six (86%) organisations including all local authorities. Action 10.2 is supported by seven in ten (70%) respondents, including over five in six (86%) organisations, and all stakeholders. Over five in six (86%) respondents support Action 10.3, with almost all

(94%) organisations. Just over three quarters (77%) support Action 10.4 with similar levels of support across individuals and organisations.

Of the 262 respondents who support all listed actions and who comment, the majority suggest that anything that can be done to prevent flytipping is a good thing. The majority believe that a national database is the only way to ensure dumpers who cross council boundaries can be dealt with.

> Much more needs to be done to catch offenders on camera. CCTV should be permitted evidence to catch flytippers in the act. There should be a focus on hot spots and then a national marketing campaign stating that there is an increased programme of activities to catch flytippers and issue large fines. – Voluntary, charity, community organisation

Some respondents are keen to see a visual representation of the scale of flytipping across Scotland.

A small number note that reporting flytipping appears to have little or no effect. This group believe the public needs to see that action is taken and that prosecution occurs, so that reporting is seen as worthwhile.

A minority suggest that flytipping incidents on private land are largely under-reported and believe that these Actions would help alleviate this issue.

Respondents who disagree with the proposed Actions and gave comment typically suggest that money spent on these Actions would be better spent enforcing current flytipping laws. Others say that a better solution would be to have more waste disposal sites/recycling centres which are easier to access. Several argue that these proposed Actions may create additional bureaucracy to what should be a simple process.

Several of those commenting indicate they have no prior knowledge of the *Dumb Dumpers* initiative and suggest more marketing and awareness is required. Organisations appear to have greater awareness of this initiative, although several believe it to be ineffective, citing overly long response times, or difficulty in reaching key points of contact.

> I hadn't heard of *Dumb Dumpers* before I read the consultation paper so I think part of its review should include looking at its promotion and communications angle. – Individual

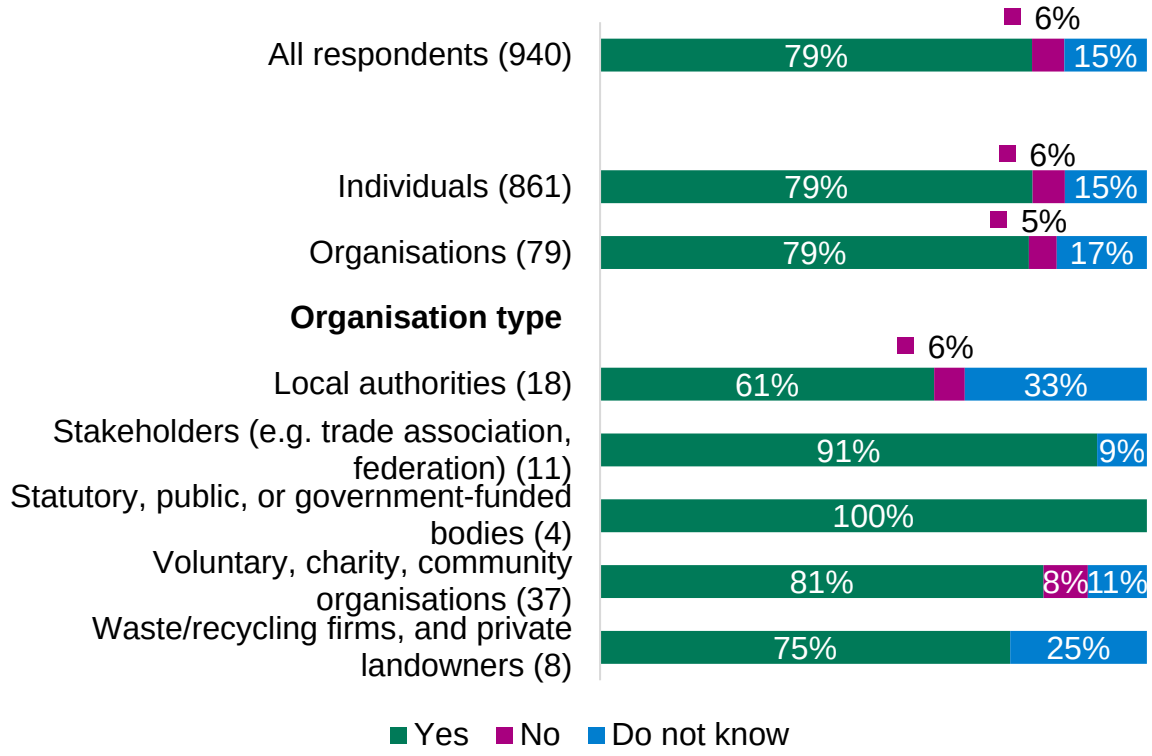
Those that answer “Do not know” and provide comment are uncertain how these Actions might help to tackle flytipping. This group believe these Actions are not clearly aligned to the core issues, which they perceive to be a lack of enforcement and officers, rather than data collection.

The consultation then asked:

> **Do you support mandatory reporting of flytipping incidents for statutory bodies?**

A total of 940 of 978 respondents (96%) answered this question, as shown below.

Figure 28 Support for the mandatory reporting of flytipping incidents by statutory bodies



Around four in five (79%) respondents support mandatory reporting, including all statutory, public, or government-funded bodies.

Of the 271 respondents who support this proposal and provide a follow up answer, the majority believe that flytipping should be reported as it is a crime. Some of this group are surprised that reporting is not already mandatory for these bodies.

A minority of those in support (around one in five) say that mandatory reporting will help to collate data and identify flytipping hotspots, to enable better allocation of resources. Other respondents indicate that there are cases where a "blind eye" is turned when reporting is not mandatory.

> Without this, we don't know how many incidents there are - so we can't know if an intervention is reducing them. The reporting system needs to be quick and simple, though, to encourage compliance. How about a flytipping app that can get GPS etc. from the phone of the person reporting? – Individual

There are concerns among organisations that statutory bodies would require additional funding to undertake this action and implement change. Some also suggest that reporting mechanisms need to be made easier if reporting is to be mandatory.

Of the 27 respondents who do not support this proposal and give additional comment, some suggest that mandatory reporting would be difficult to enforce. Others indicate that it would cost money that could be better spent elsewhere. A minority suggest this proposal seems overly authoritarian.

> The cost of this can be better used to create more waste/recycling management sites and abolishing the need to obtain permits to use these sites, and to remove restrictions on how often they can be visited and used by an individual/vehicle. – Individual

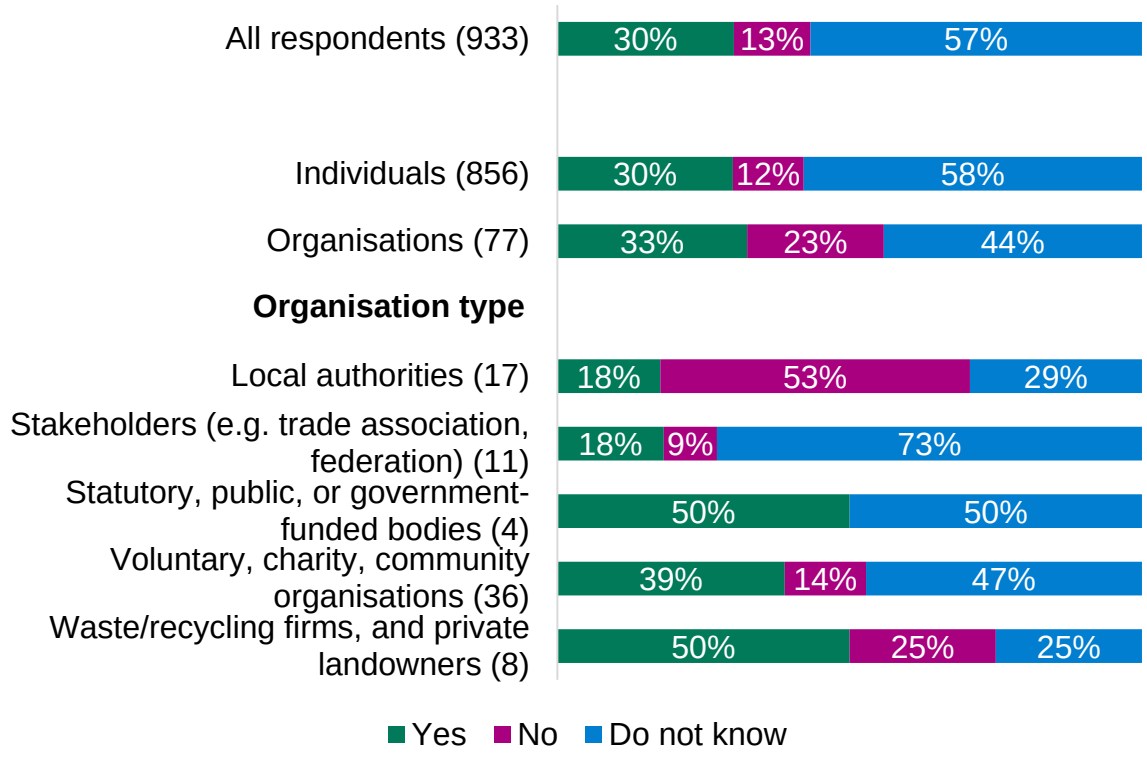
Some 61 respondents answer “Do not know” and provide comment. This group typically state they are unsure what statutory bodies are being referred to. Others are uncertain to whom reports would be sent and what the data would be used for. Organisations that answered “Do not know” were more likely to ask for more information on how data would be handled.

The consultation next asked respondents:

> **Do you think we should continue to use Dumb Dumpers as the national reporting tool?**

Of the 978 respondents, 933 (95%) answered this question, as set out below:

Figure 29 Support for the continued use of *Dumb Dumpers*



Three in ten (30%) respondents support the tool’s continued use, while over half (57%) are uncertain. Organisations are divided in their opinion, with a third (33%) agreeing and a quarter (23%) disagreeing – others (44%) are unsure.

Of the 126 respondents that support this proposal and give additional comment, most state they are actually unaware of the *Dumb Dumpers* initiative. This group therefore suggest that the tool requires greater visibility and promotion so that people can report

flytipping correctly. Other respondents suggest that if a tool is in place there is no reason to create a new one.

> I've never heard of it before so it's clearly not a very useful tool. – Individual

A small number think the name should be changed to replace the work “Dumb”. Others suggest the name is appropriate because it might shame people into not dumping waste.

Organisations that agree with the proposal state they are aware of other platforms and tools for reporting. They believe that a unified platform would be most effective.

> Not in its current form or under its current name. It does not integrate with Local Authority asset management systems and duplicates work. – Local authority

Of the 99 respondents commenting who do not support the proposal, the majority either perceive the initiative to be unsuccessful, or are unaware of it. This group suggest that a rebrand might help, with a small number suggesting that the name be changed.

Of the 262 respondents indicating they “Do not know” and who comment, the majority say they have not heard of *Dumb Dumpers*. A small number are aware, but are uncertain the scheme is successful.

The consultation asked for respondents’ views on:

> **What are barriers to reporting flytipping incidents that occur on private land?**

Of the 978 total respondents, 583 (60%) answered this question.

The majority perceive the largest barrier to reporting flytipping on private land is that the council is unwilling or unable to act. Respondents suggest there is no easy way for members of the public to contact landowners, or find out who they may be.

Similarly, there is concern around a lack of clarity on where reports should be made by landowners who only want to contribute to national data. This group relate how they have been previously informed that *Dumb Dumpers* is only for those who need assistance removing waste.

> It's possible for members of the public to report flytipping on private land at the moment, via local authority websites or *Dumb Dumpers* (most of us don't know who land belongs to when reporting it). But there's no follow-up to let people know what action has been taken, which could discourage people from reporting again in future. – Voluntary, charity, community organisation

Some respondents indicate that private landowners are reluctant to report flytipping because the landowner then becomes liable for the cost of removal. Without help from government, respondents believe there is little point in reporting flytipping on private land.

A small minority (around ten) suggest that reporting flytipping on private land is easy, and believe there are no barriers. On the other hand, another minority of those commenting believe barriers to exist, but are uncertain what these are.

Other points raised include the following.

- A small number (all individual respondents) have fears of reprisal from flytippers, should they report any incident.

- Organisations note how it can often be difficult to identify owners of private land and that, without the ability to do so, there is no true understanding of who is responsible.

Respondents were also asked for their thoughts on:

> **Who would you report flytipping to?**

Of the 978 consultation respondents, 706 (72%) answered this question.

Just under half indicate that they would report flytipping to their local authority in the first instance.

A large minority (over 100, equivalent to around one in six answering this question) say they would report flytipping to the police. A small number say they would report such incidents to their local environment office or to SEPA. The *Dumb Dumpers* tool was mentioned by 27 respondents.

A small number say they do not know to whom they should report flytipping.

4.2.2 Waste services and infrastructure

The consultation went on to ask:

> **Do you agree with the proposed actions to:**
>
> **Action 11.1: Support and encourage information and resource sharing between stakeholders?**
>
> **Action 11.2: Explore how to support and encourage more reuse and repair of products that are commonly flytipped?**
>
> **Action 11.3: Explore a flexible approach to waste disposal with a view to trial interventions?**

Across the three Actions, 922, 929, and 918 respondents answered these questions, respectively (approx. 92% of all respondents), as set out below:

Figure 30 Support for information and resource sharing between stakeholders

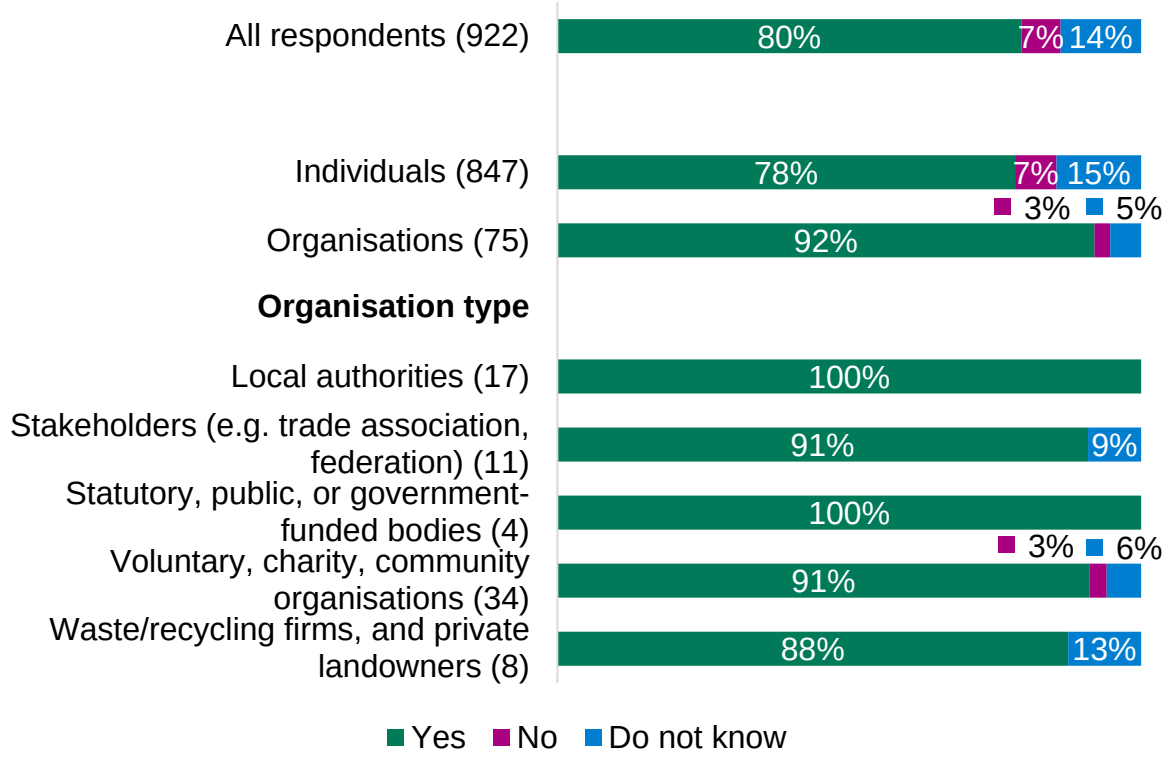


Figure 31 Support for the reuse and repair of commonly flytipped products

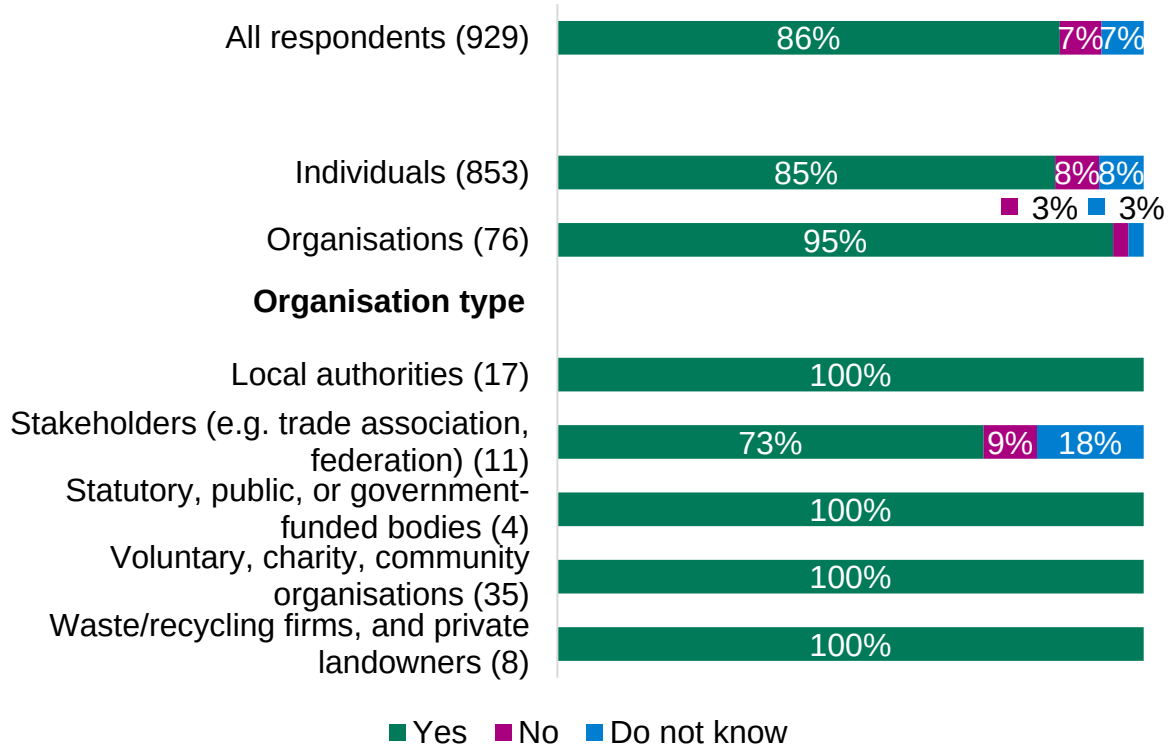
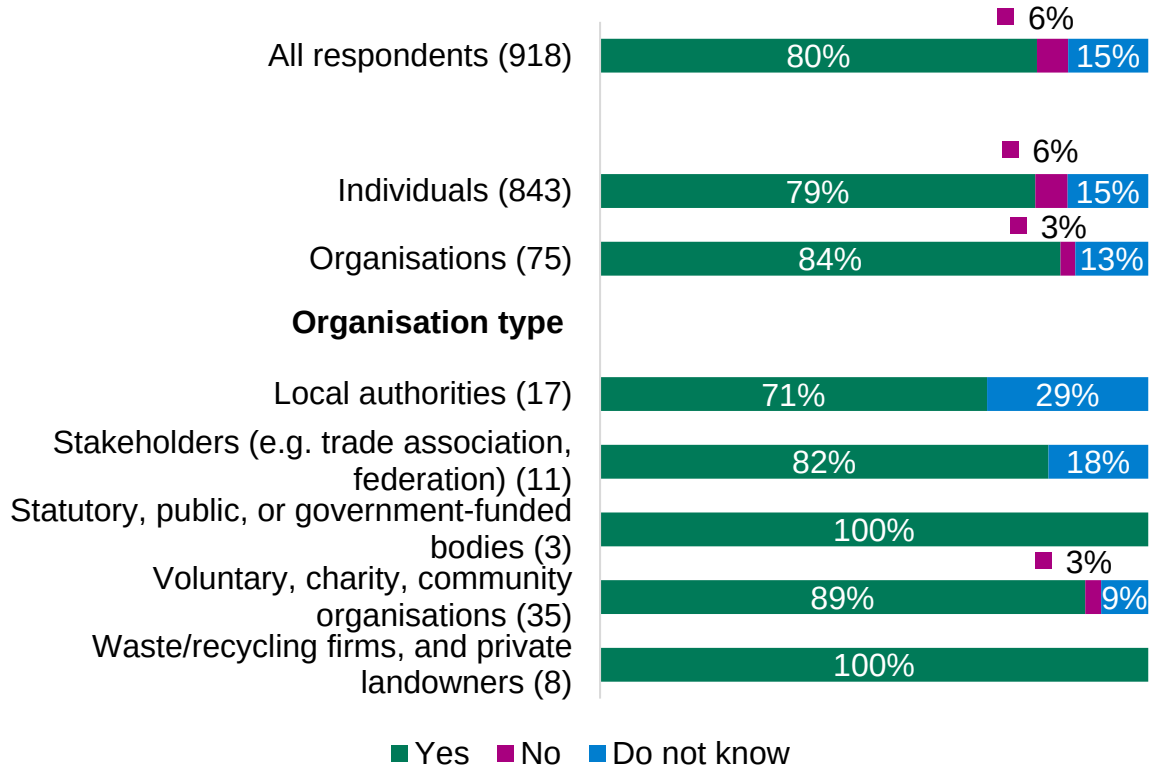


Figure 32 Support to explore a flexible approach to waste disposal



Four in five (80%) respondents agree with Action 11.1 This is supported by over nine in ten (92%) organisations including all local authorities and all statutory, public, or government-funded bodies. Over five in six (86%) support Action 11.2 including most organisations (95%). Action 11.3 is supported by four in five (80%) respondents.

Of the 262 respondents that agree with all three Actions and who provide comment, the majority say these are good, sensible ideas that will effectively address the issue of flytipping. Many indicate they fully support re-use, recycling, or upcycling of products.

> These proposed actions are commendable but should not cause any hold-up to immediate action. These actions could be conducted as the programme unfolds and experience is gained. – Individual

Some suggest that greater responsibility should be laid at the feet of manufacturers and retailers when products do not last or are, by design, too expensive or difficult to repair.

> At some point, retailers have to be taken to task for selling some of the rubbish that ends up dumped - cheap toys, whitegoods that last a year and are not repairable as they are designed not to be e.g., washing machines with solid drums which cannot be split to allow motor or bearing replacement. – Individual

A small number believe that, because vans are either restricted in the number of visits it can make to a HWRC or are made to pay to visit, flytipping is "encouraged". Some suggest that the people who dispose of rubbish illegally due to these barriers should be assisted to do so legally.

Of the small number commenting who do not support any of these Actions, most perceive these Actions to be a waste of resources. A minority disagree with the specific wording of the Action ("exploration" and "reviewing") and argue that more concrete action is required.

Those who "Do not know" and who provide comment suggest that the proposed Actions are insufficient and require building further upon.

Respondents were next asked:

> **How can we support and encourage sharing of data and joining up of services between local authorities, the waste sector, SEPA and other organisations?**

Comments were received from 487 respondents (50% of all respondents).

Respondents most commonly suggest that establishing a national, central database would be the best solution (noted by around one in four). Respondents suggest that any database should be managed by a single group, with data being received regularly from multiple sources, to create a streamlined process. Alongside this, respondents note that communication is key to success.

> Data sharing is essential to understand best practice as well as the worst problems. There should be by now an appreciation of which agencies are getting it right in terms of effort as well as trends. This needs to be publicly shared, let alone inter-agency. – Individual

Others believe that identifying best practice and/or the best reporting tool currently in use, and encouraging their wider roll-out, would increase efficiency and effectiveness of resources. Some query whether sharing data should be made mandatory to encourage a culture of cross-organisation collaboration.

Local authorities suggest that regular forums with a dedicated chair with responsibility to allocate resources nationwide, will help support data sharing and joining up of services. These organisations support a central database but request greater clarity around roles and responsibilities of all those involved.

> There needs to be a clear definition of the responsibilities of the respective agencies with respect to the investigation and enforcement of flytipping. At present, roles are not clearly defined and issues around agreement on which agency should be responsible for any given incident, leading to confusion, miscommunication, delays and at times, a lack of action. Information sharing could be facilitated through the creation of a national database as per Action 10.2, or perhaps the national information 'hub'. – Local authority

A small number of individuals suggest that an advertising or awareness campaign would help to ensure the public know how and where to report flytipping.

Respondents were then asked:

> **Please provide examples of interventions (for example, amnesties or recycling groups) that have or have not work well?**

A total of 382 respondents answered this question (39% of all respondents).

Many individual respondents mention local or community litter picking groups as successful interventions.

Several respondents, particularly organisations, state that past initiatives of offering temporary recycling centres/waste sites in car parks for public use has not worked, as it led to an expectation of being able to leave waste at any time.

> Local community groups work well. The annual Spring Clean campaign, involving school children and groups like Scouts and Guides get children involved early and they will carry some of that through the rest of their lives. – Individual

Some individuals note that skip amnesties can work well, although local authorities say that providing free skips incurs a cost for them, and had led to further complaints or increased expectations from residents.

> Amnesties - skips have been provided free of charge to landowners who have been victims of flytipping, and they have had the opportunity to clean up their land with only the cost of labour to be met by the landowner but resourcing these sorts of project does require extra funding. – Local authority

One organisation response says that they were informed by police experts that flytipping is often part of serious organised crime activity and therefore amnesties will not impact the main culprits of flytipping.

Respondents were asked for their views on:

> **What are the barriers to disposing of asbestos?**

Comments were received from 499 respondents (51% of all respondents).

The barrier cited most commonly is the cost of disposal. Locating somewhere to dispose of asbestos in a safe and responsible manner is the second most common barrier noted. The next barrier most commonly mentioned is the danger to health upon removal of asbestos. Most respondents indicate these problems are linked.

Other barriers, each raised by a small number of respondents include education so that people can identify asbestos and are aware of the dangers, and training individuals to be able to deal with asbestos.

4.2.3 Support for private landowners and land managers

The consultation asked respondents:

> **Do you agree with the proposed actions to:**
>
> **Action 12.1: Explore the role of technology in assisting private landowners and land managers to deter flytipping on their land?**
>
> **Action 12.2: Produce updated guidance for private landowners on dealing with flytipping?**
>
> **Action 12.3: Explore alternative financial support mechanisms available to private landowners and land managers?**

For these proposed Actions, 922, 919, and 914 respondents, respectively (approx. 94% of all respondents), answered these questions, as set out below.

Figure 33 Support to explore the role of technology in assisting private landowners deter flytipping

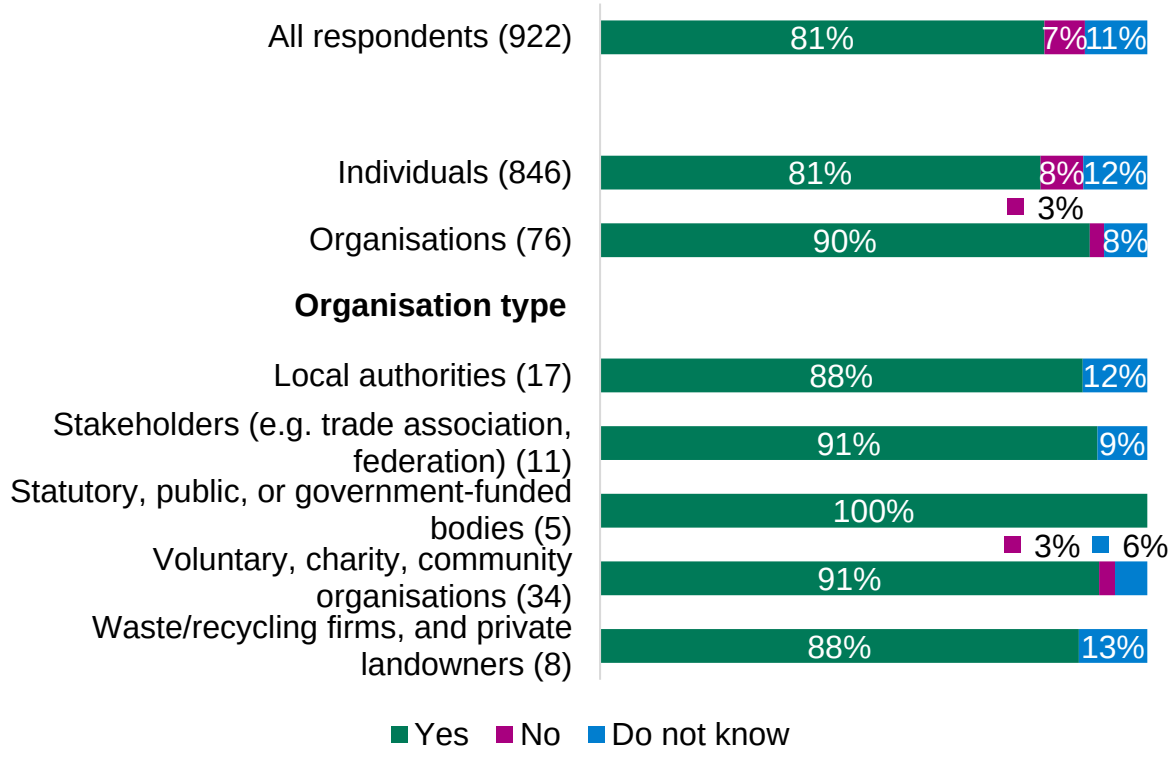


Figure 34 Support to produce updated guidance for private landowners

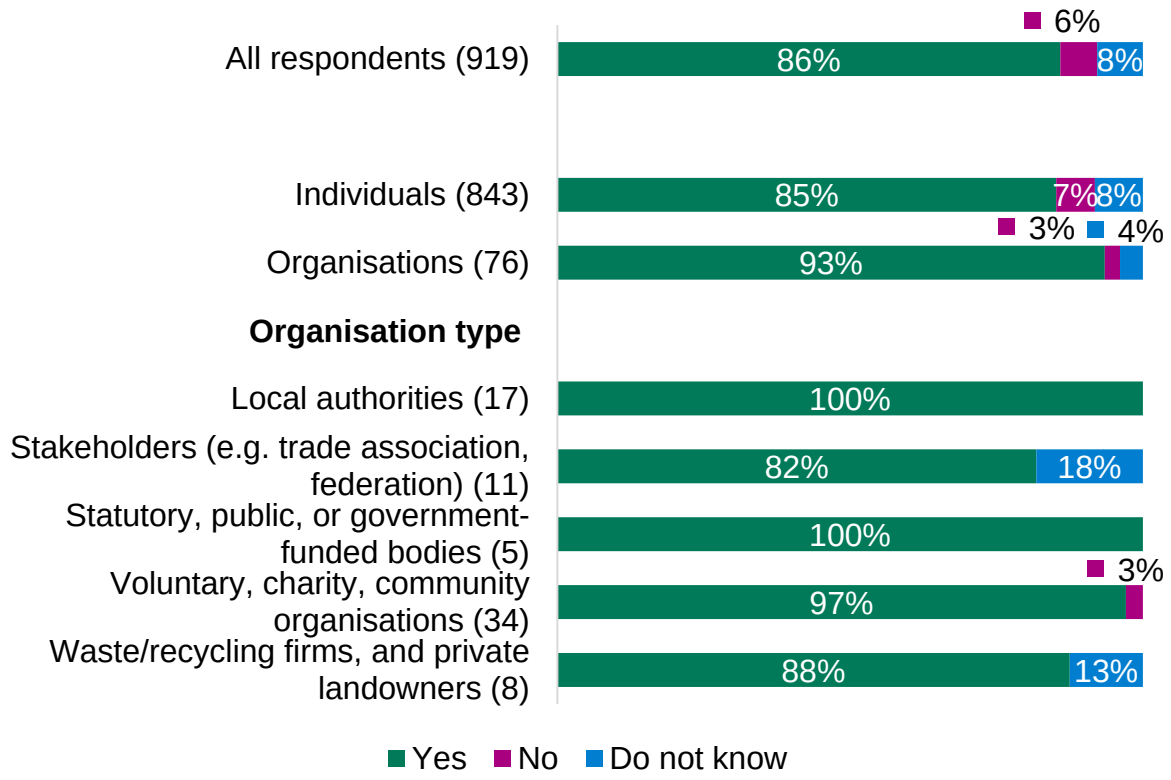
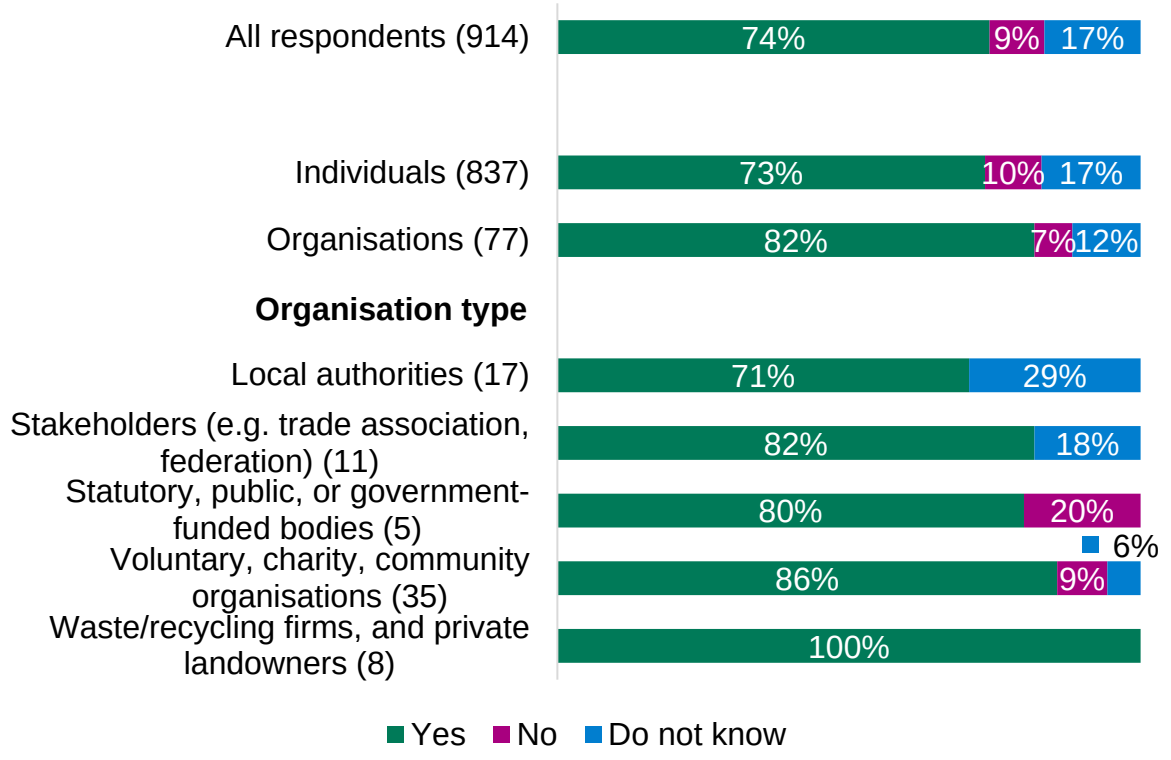


Figure 35 Support to explore alternative financial support mechanisms for private landowners



Four in five (81%) respondents agree with Action 12.1. This is supported by nine in ten (90%) organisations, including all statutory, public, or government-funded bodies. Just over four fifths (86%) support Action 12.2, including all local authorities and most

organisations. Around three quarters (74%) support Action 12.3, including just over four in five (82%) organisations.

Of those who support all three Actions, 258 give additional comment. The majority feel that landowners are innocent victims of a flytipping crime and should not have to suffer financial consequence arising from flytipping on their land.

Some believe that the use of CCTV and motion-detection cameras might act as suitable deterrents and lead to increased prosecution of flytippers.

> Often flytipping occurs where there is no CCTV, so supporting mobile / remote surveillance would help. – Individual

Others suggest that landowners require guidance on dealing with flytipping, including how to remove waste material and what legal action can be taken against the flytippers. In this regard, there are mixed views on what financial support assist landowners, with suggestions ranging across the following points.

- Making council-run waste disposal sites free to reduce the number of flytipping incidents.
- Removal of waste material from private land by councils at no cost to landowners.
- Provision of funding to landowners to assist with installation of technology and/or removal of waste.
- Landowners offered a percentage of any fine resulting from prosecutions.

Others suggest that more focus ought to be placed on prosecuting flytippers to act as a deterrent.

> Flytipping won't stop until those responsible know they are likely to be caught and punished. Technology can be useful in identifying those responsible. It is deeply unfair that landowners have to bear the cost of a crime perpetrated against them. – Individual

Among the small number who comment and who do not support any of three proposed Actions, most suggest that landowners should dispose of waste on their land themselves, irrespective of how it got there.

Of the minority who answer "Do not know" and who provide comment, the vast majority indicate they are insufficiently informed to answer.

Respondents were asked for their views on:

> **What support mechanisms need to be in place to help private landowners that are victims of flytipping?**

A total of 551 respondents answered this question (56% of all respondents).

Around half explicitly state that private landowners should be given assistance to remove waste and that local councils should provide that service promptly and at no cost to the landowner. Respondents believe it is unfair that landowners should bear the cost.

Other commonly suggested support mechanisms for landowners include:

- practical assistance to install CCTV to deter flytippers, with funding available to help cover the costs,
- financial support to assist with the disposal of flytipping waste, and
- greater levels of enforcement and prosecution to act as a deterrent.

A small proportion of respondents say that published guidance should outline how to deal with flytipping waste and how to report the crime.

> We need to recognise that this is an unwanted burden on an innocent victim who then has to dispose at their own cost something that should be funded nationally. – Individual

> There needs to be adequate resource available for the investigation and enforcement of flytipping on private land to identify and deal with those responsible. Financial support or better options for removing and disposing of flytipped waste on their land could help. Assistance with funding to install preventative measures. – Local authority

4.3 Flytipping – enforcement

4.3.1 Enforcement model

Respondents were asked:

> **Do you support the proposed actions to:**
>
> **Action 13.1: Conduct an evidence review of barriers to enforcement of flytipping offences?**
>
> **Action 13.2: Initially raise current fixed penalties issued by local authorities, Police Scotland, Loch Lomond and Trossachs National Park for flytipping to the maximum (£500) and explore possibility of raising the maximum at a later date.**
>
> **Action 13.3: Explore the possibility and benefits of enabling local authorities and national parks to use civil penalties to enforce flytipping offences?**
>
> **Action 13.4: Explore raising current fixed monetary penalties that can be issued by SEPA for flytipping offences to the maximum (£1,000) and explore the possibility of raising the maximum further at a later date?**
>
> **Action 13.6: Review existing legislative powers for enforcing flytipping offences?**

For these proposed Actions, 917, 925, 918, 914 and 915 respondents, respectively (approx. 94% of all respondents), answered these questions, as set out below.

Figure 36 Support to conduct an evidence review of barriers to enforcement of flytipping offences

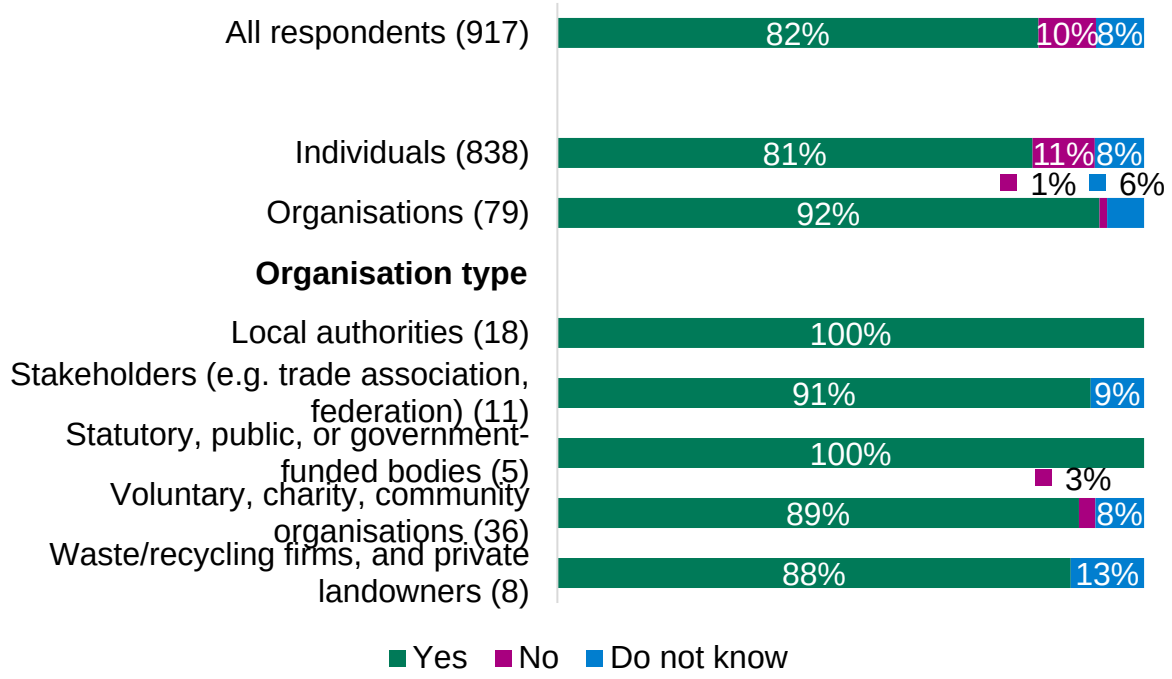


Figure 37 Support to raise current fixed penalties that can be issued by local authorities, Police Scotland, Loch Lomond and Trossachs National Park

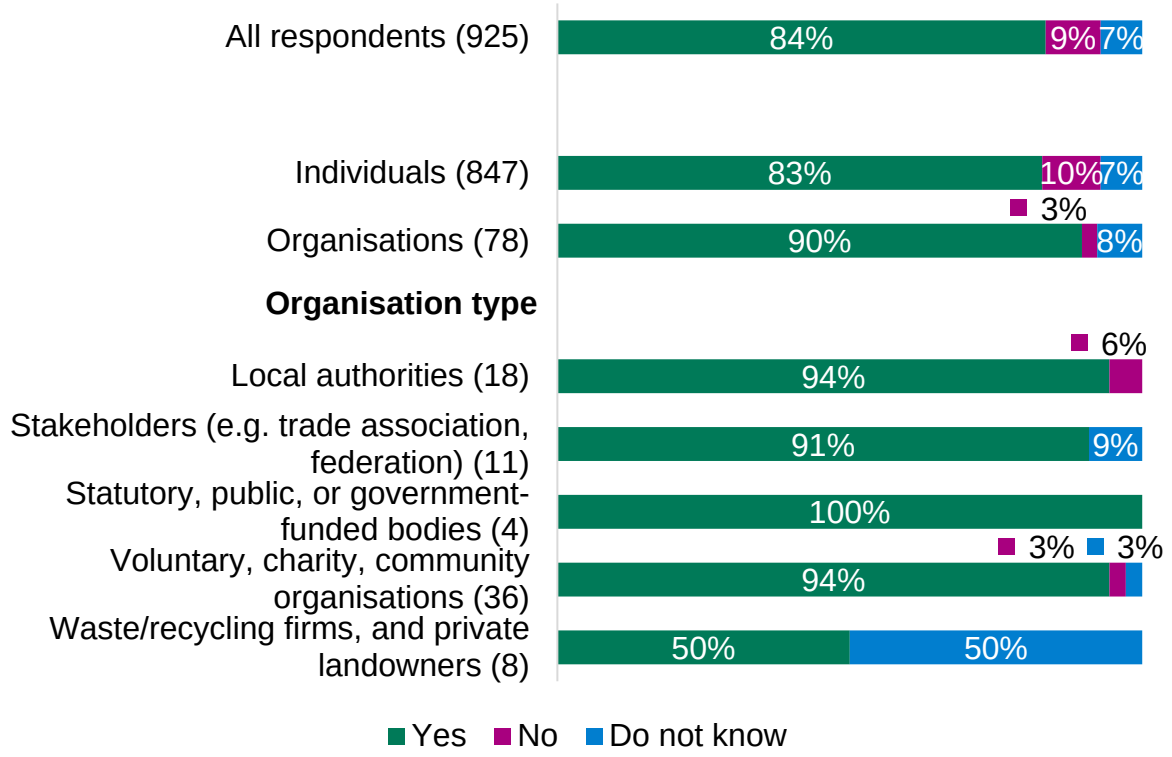


Figure 38 Support to explore the possibility and benefits of enabling local authorities and national parks to use civil penalties to enforce flytipping offences

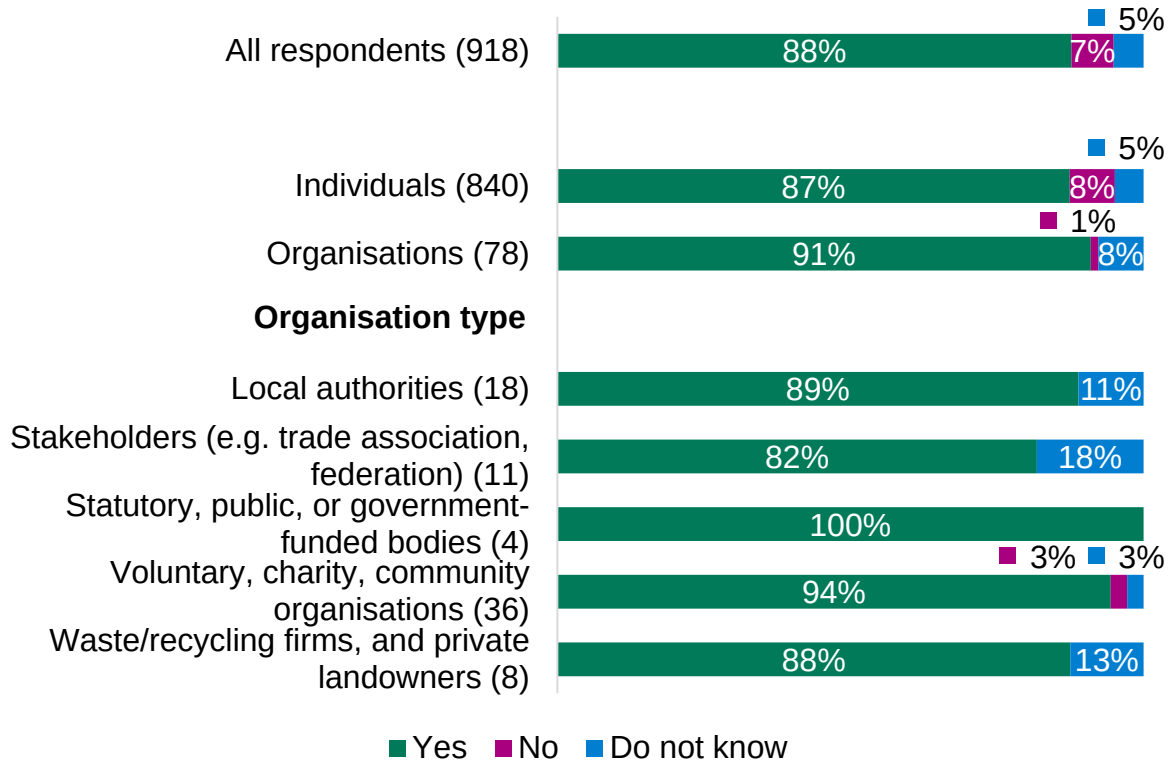


Figure 39 Explore raising current fixed monetary penalties that can be issued by SEPA

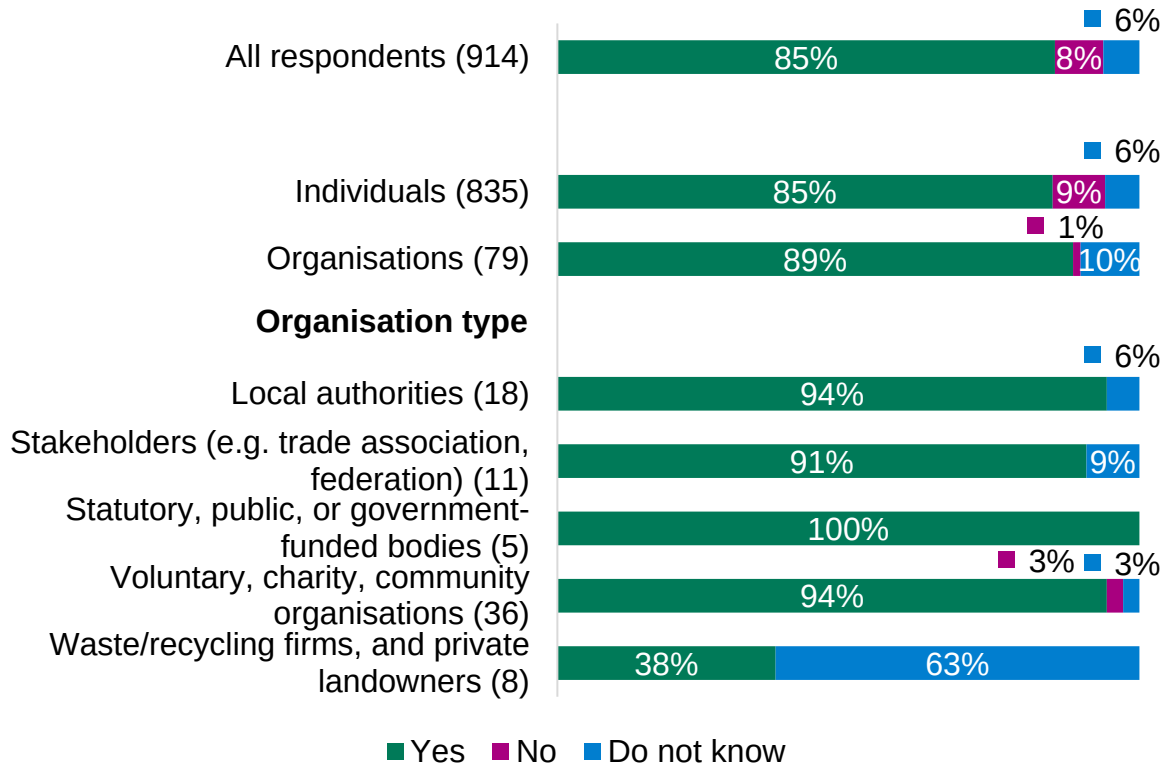
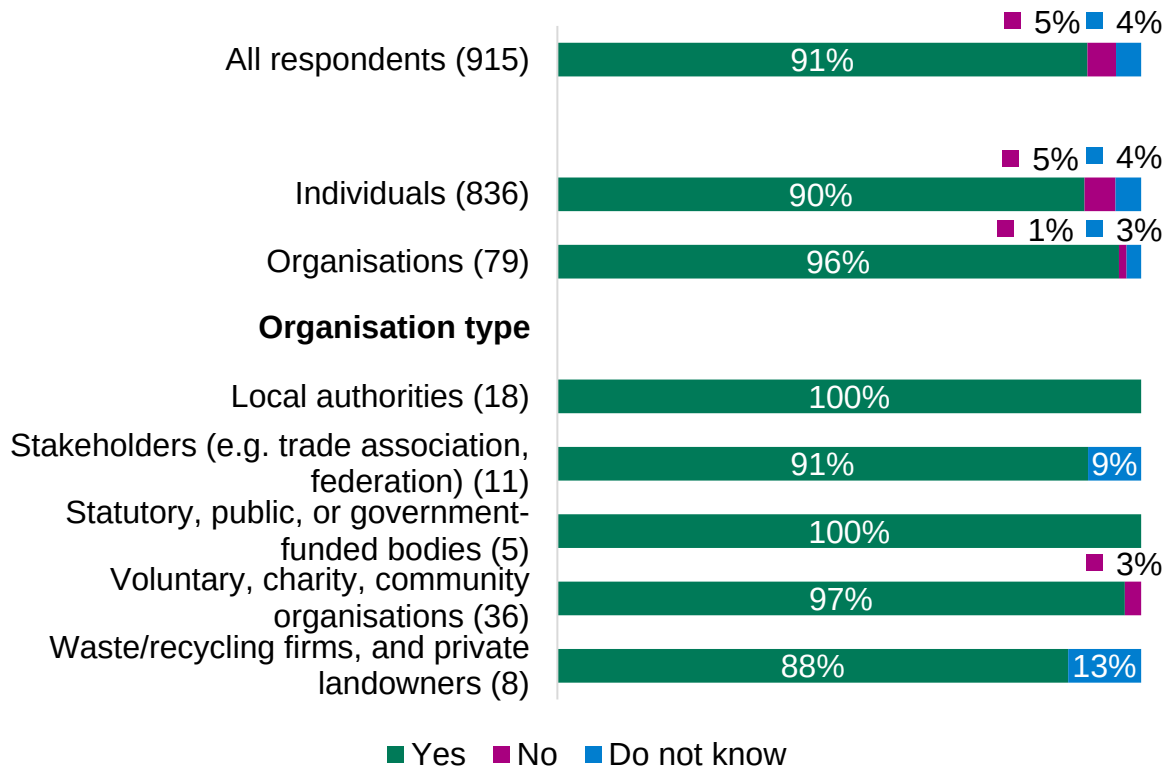


Figure 40 Support to review existing legislative powers for enforcing flytipping offences



Each of the five Actions is supported by over four in five respondents, with agreement levels highest for Action 13.6. There are slightly higher levels of agreement among organisations than individuals for all Actions. All statutory, public, or government-funded bodies agree with all Actions.

Of the 328 respondents who support all Actions and who provide comment, the majority say that enforcement actions need to serve as deterrent for flytipping. Many perceive the current sanctions/monetary fines to be too small, and that fines should larger and potentially scalable to flytippers' profile (e.g. business, homeowner, repeated flytipper etc.).

> We need to make the crime match the impact. Large scale issues should receive higher community penalties or fines. Educational and financial remedies could support funding new initiatives. – Stakeholder (e.g. trade association, federation)

Some respondents advocate for stricter sanctions, including adding points to a person's driving record or removal of the vehicle used for flytipping. A small number suggest imprisonment.

Those who do not support the proposed Actions and who comment further, predominantly cite the perceived need for, and importance of, having more waste disposal facilities with affordable access. Some believe that fines are irrelevant if they are not going to be implemented and flytippers caught and sanctioned. Several claim that the proposed Actions are an unnecessary use of time and money that could be better used to implement existing laws or encouraging people to use waste disposal centres.

> Reduce restrictions on access to recycling centres and do not reduce the frequency of bin collections. These will see the problem reduce considerably. – Individual

Respondents who answer “Do not know” and provide comment mainly focus on the issue of identifying flytippers, and raise concerns over the relevance of penalties if they cannot be implemented.

4.3.2 Consistency

The consultation then asked respondents:

> **Do you support the proposed actions to:**
>
> **Action 14.1: Come to an agreement and develop guidance on roles and responsibilities of organisations in enforcing flytipping offences?**
>
> **Action 14.2: Develop guidance on enforcement best practices, including on private land and seek for this to be voluntarily adopted by statutory bodies?**

A total of 912 respondents (93%) provided answer to each question, as set out below.

Figure 41 Support to agree and develop guidance for organisations to enforce flytipping offences

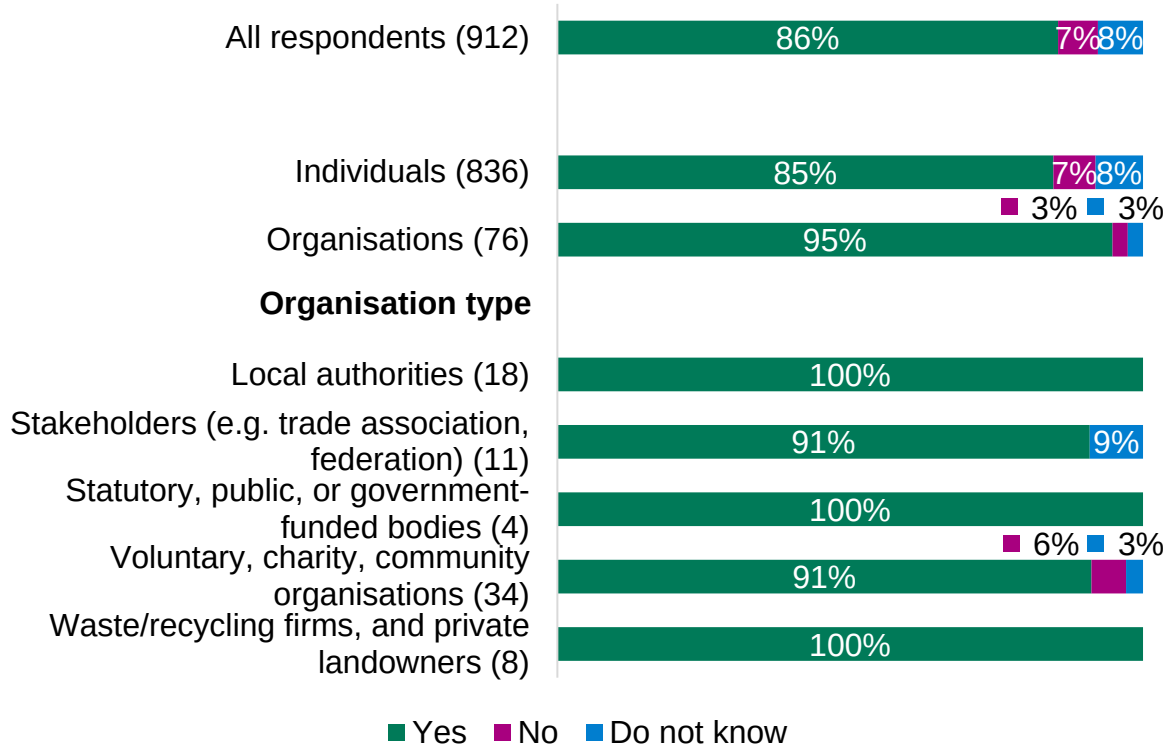
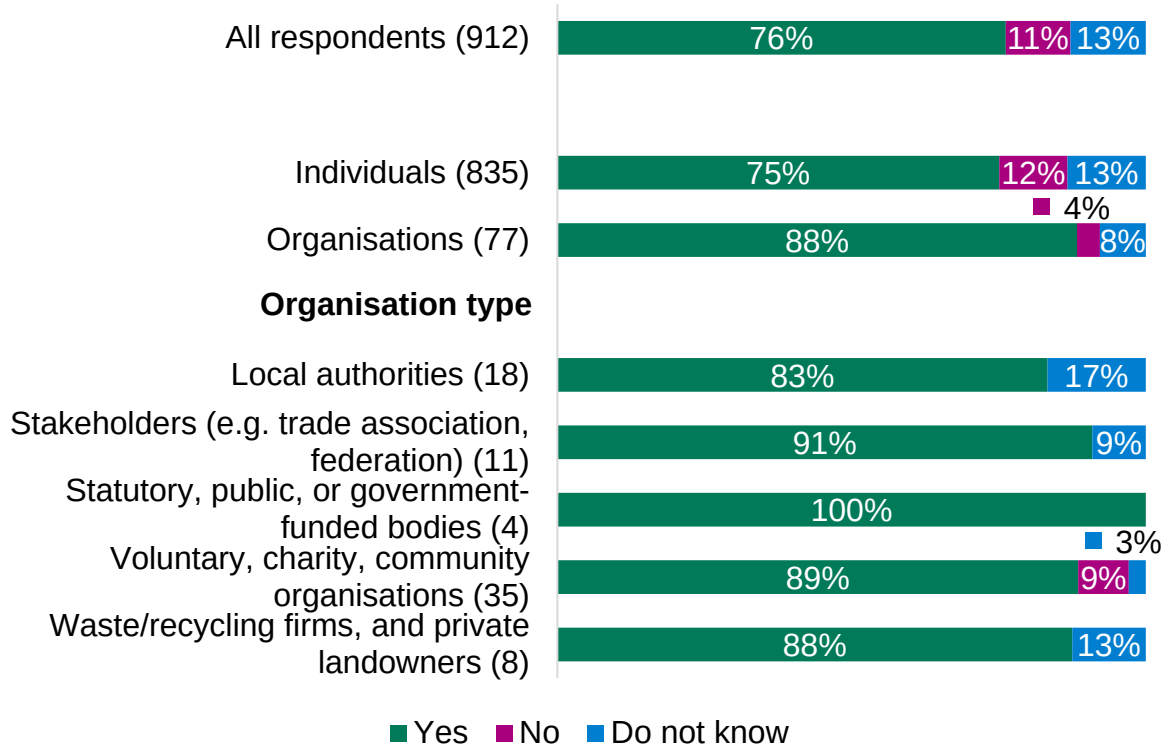


Figure 42 Support to develop guidance on enforcement best practices



Over five in six (86%) respondents support Action 14.1, including almost all (95%) organisations. Around three quarters (76%) support Action 14.2, including just under nine in ten (88%) organisations.

The majority of respondents who support both Actions and who provide comment would welcome further guidance on roles, responsibilities and best practices relating to enforcement – this is commonly noted by stakeholders, local authorities, and statutory, public or government-funded bodies. A national approach will help ensure consistency and a shared understanding. Many advocate for best practice development to be adopted by statutory bodies on a mandatory basis.

> At present, there is confusion between agencies as to who is responsible for particular flytipping incidents, leading to missed opportunities, delays and ultimately a lack of enforcement. The roles of the respective agencies in investigating and enforcing flytipping incidents needs to be clearly defined to prevent shifting responsibility. – Local authority

Several highlight a need for these Actions to be taken urgently and for resources to be used effectively to tackle flytipping.

Of those who do not support either Action and who provide comments, around half believe that such guidance already exists and simply needs to be enforced. The other half believe that penalties are the only way to tackle flytipping issues, and to sanction offenders. Some comment that flytipping might significantly decrease if waste disposal was more affordable.

> Far too insipid an approach. Prosecution is the only real way to change behaviours - use of seatbelts is an example where penalties succeeded. Making it optional will add unnecessary time to process. – Individual

Those who answer “Do not know” and provide comment either query whether guidance already exists and/or needs developing, or instead state that taking action is more important than developing guidance.

5. Impact assessments

The final questions in the consultation asked for respondents vies on next steps and on impact assessments. In this regard, respondents' views were sought on:

> **Are there any proposals you think should be considered for the National Litter and Flytipping Strategy? Please indicate if there are any proposals that have not been outlined in this consultation document.**

Comments were received from 427 respondents (44%). Many take the opportunity to reiterate actions that were noted earlier in the consultation, including a perceived need for higher monetary fines, litter picking as part of community work, and stronger national campaigns.

Those who suggest additional proposals largely comment on alternative sanctions such as vehicle impounding or adding points to individuals' driving licence records. Some believe that surveillance of flytipping and littering hotspots should be implemented, for example by installing CCTV in these areas. Several suggest a need for better regulation and monitoring of those who have licences for waste disposal to ensure they are operating lawfully.

> Consider additional punitive actions to fines, for example confiscate vehicles, tax investigations of individuals involved, additional fines to cover the cost of full restoration of the site and proper disposal. – Individual

Many advocate for better organised waste disposal and recycling centres and to make these more affordable (or free) and more accessible to the public. Several suggest financial support or incentives for those who are in disadvantaged positions or who are not able to dispose of their waste in a legal manner. Others suggest that better signposting of waste disposal or recycling centres is required.

> Free disposal of waste for businesses. More regulations for Man with a Van companies. Trackers fitted to these business vans to keep track of movements and stop them flytipping. – Individual

Several mention the importance of education which is seen to have a positive impact to generally increase awareness and encourage behaviour change.

Several respondents, mainly organisations, comment on the need to have a consistent national approach to organising, recycling, and disposing of general household waste. Some state that flytipping and littering strategies should look at the bigger picture including packaging, and marine litter.

Additional actions each suggested by a small number of respondents include:

- having more bins, particularly in strategic places (e.g. by bus stops),
- change bin design to be more enclosed to reduce litter being spread by animals or wind,

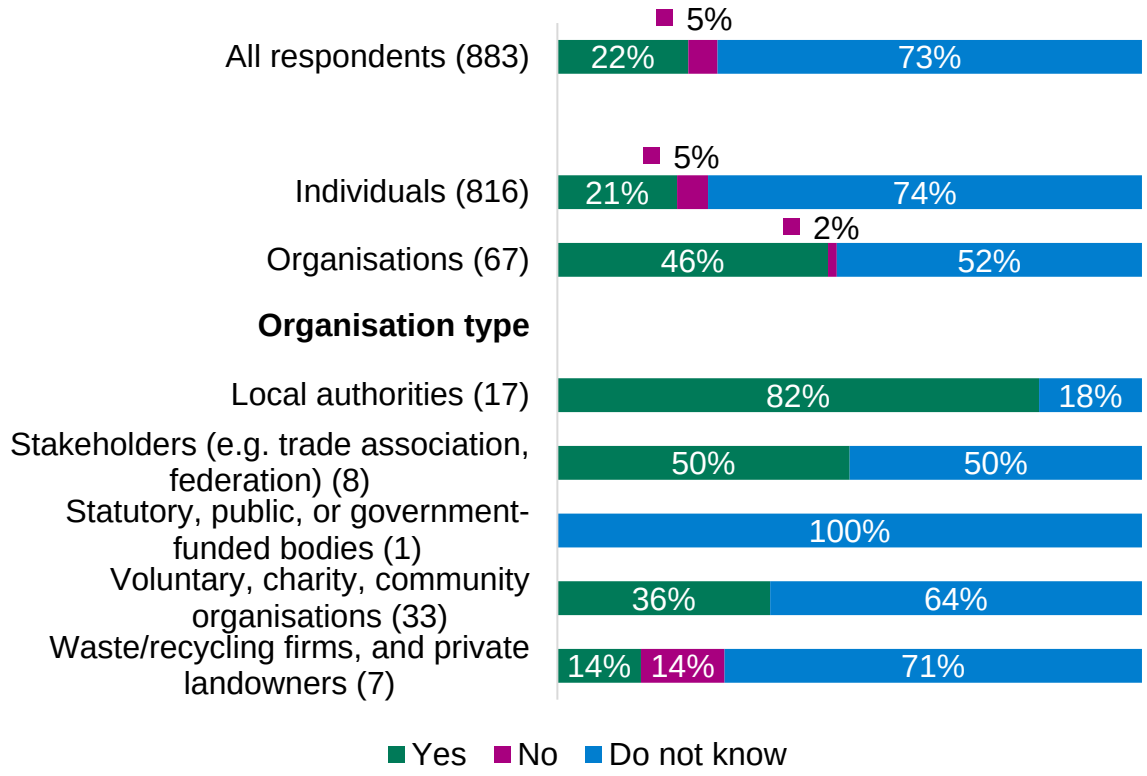
- more frequent bin collection,
- involve famous faces and influencers in future campaigns, and
- drive a change in packaging towards recyclable materials.

The consultation next asked:

> **Do you agree that the accompanying impact assessments (BRIA, EQIA, ICIA and FSDA) are an accurate representation of core issues and considerations?**

Of the 978 respondents, 883 (90%) responded to this question, as set out below.

Figure 43 Agreement that the accompanying impact assessments are an accurate representation of the core issues



Almost three quarters (73%) are unable to provide a view on this question, while just over one in five (22%) agree. Around half (52%) of organisations are unsure, while almost all others agree. Support is highest among local authorities, with over four in five (82%) agreeing.

Of the 14 respondents who agree and provide comment, most note that the impact assessments demonstrate a good understanding of the core issues, and provide interesting, positive information. Most talk generally about all the impact assessments, but two specifically mention the ICIA and FSDA assessments as accurate representations. One organisation added that a full impact assessment will be necessary once any changes to enforcement, communication campaigns and infrastructure have been developed.

Of the 29 respondents who disagree and provide comment, most believe that more direct action to clear waste is needed, and that less resource should be spent on discussions and consultations.

Of those who answer “Do not know” and who comment, almost all either say they lack the time, knowledge or understanding to provide an informed opinion, while others (around 20) note they were unable to open the links within the consultation question.

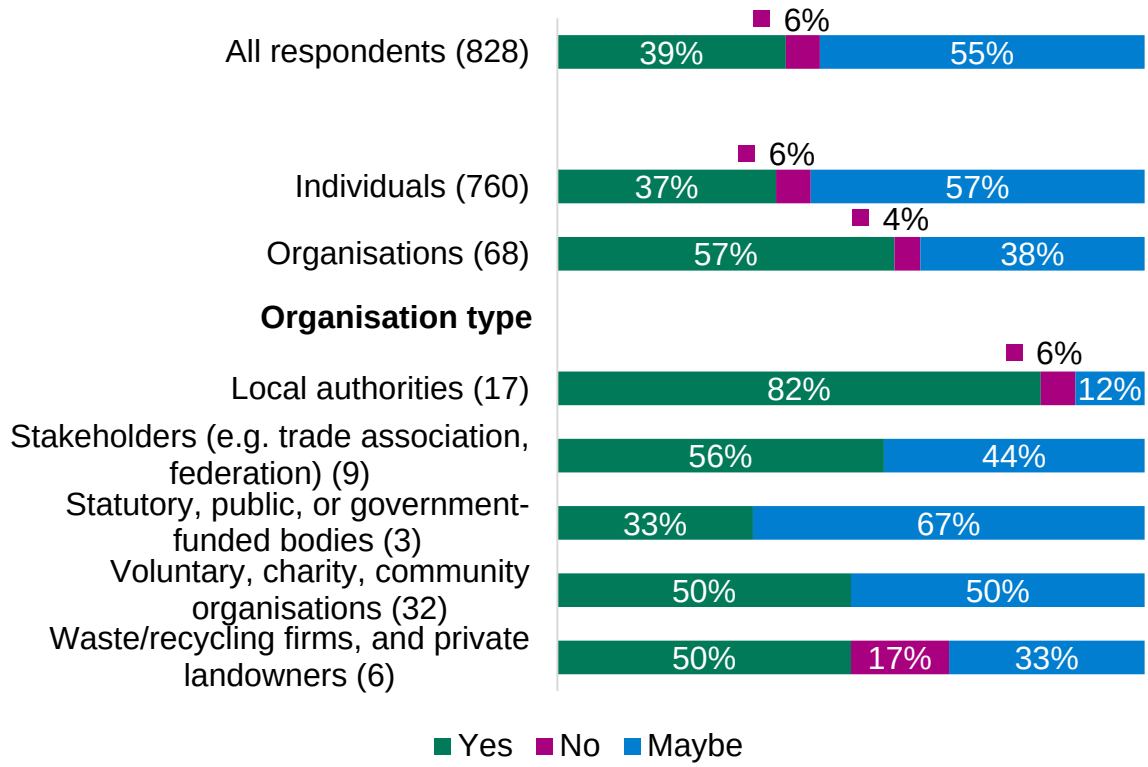
> I haven’t the specialist knowledge to critique but the report and supporting sources of information seem interesting and positive. – Individual

Respondents were then asked:

> **Do you agree with the recommendations and conclusions within the Strategic Environmental Assessment Report?**

Of the 978 respondents, 828 (85%) responded to this question, as set out below.

Figure 44 Agreement with recommendations and conclusions of SEAR report



Over half (55%) are unable to provide a view, while just under two in five (39%) agree. Just under three in five (57%) organisations agree, while most others are unsure (38%). Support levels are highest among local authorities, with over four in five (82%) agreeing.

Of the 12 respondents who agree and provide comment, most believe the report to be a useful document and express hope the strategy will be successful. Two organisations mention the report should also build on previous research and findings including those from this consultation.

Of the 31 respondents who disagree and who provide comment, most would prefer to see direct action and implementation of sanctions to tackle flytipping and littering. Several mention the report appears vague in its suggestions and needs more concrete and concise recommendations.

Of the 75 respondents who answer “Maybe” and who comment, many say they have not read the report due to its length, complexity and/or a lack of time. Some say they are unable to comment on the report as it is outwith their expertise. Several do mention seeing the importance of resolving the issues and suggest having a more concise, accessible version that can be easily reviewed by the public.

6. Conclusions

This consultation analysis has reviewed the 978 responses received to the Scottish Government's consultation on its National Litter and Flytipping Strategy. The consultation was open from 13 December 2021 to 31 March 2022.

Broadly, there are high levels of support for almost all proposed Actions within the consultation documents.

There are particularly high levels of support (88%) to develop and adopt a national anti-littering campaign, while over three quarters (78%) support the development of a national anti-flytipping campaign. A priority focus for such campaigns, from respondents' viewpoint, include:

- portraying these issues as anti-social and unacceptable,
- educating the public – especially young people – about the impacts, risks, and consequences of their actions, and
- outlining the potential penalties and sanctions.

There are high levels of support to undertake research to understand motivations for littering (78%) and for flytipping (65%). This will help inform future action plans and preventative measures. There is only lukewarm support to undertake work to create definitions of littering (48%) and flytipping (54%).

Priority topics commonly suggested for the focus of behaviour change interventions include:

- educating young people in schools at an early age,
- targeting common culprits and hotspots e.g. motorists at laybys, with clear signs and warnings,
- showing the damage that litter and flytipping can cause,
- providing more detail on the location and opening times of waste sites, and the materials they can receive, and
- providing clear information on potential sanctions and on how to report incidents.

Interventions that are noted to have worked well previously to reduce littering and flytipping include graphic advertisements (akin to anti-smoking), deposit return schemes to encourage recycling, volunteer and community litter pick groups. There are mixed views on the success of amnesties.

To help reduce littering and flytipping, there is a call from many respondents to reduce fees at HWRCs for waste disposal, and to ideally make these free. There is also call for more HWRCs with longer opening hours to increase accessibility. Meanwhile, there is low awareness of the *Dumb Dumpers* scheme, and those that are aware are rather lukewarm regarding its success. There also appears to be some confusion among respondents as to whom it is most appropriate to report flytipping, with local authorities and the police most commonly mentioned.

Alternative penalties instead of fines for littering are welcomed. Litter picks or community work are suggested. Many call for stricter sanctions for flytipping, including a higher monetary fine and/or adding points to individuals' driving licences. There is a

high level of general concern, however, that sanctions are often not implemented, and that penalties are not enforced regularly enough to have sufficient impact.

The main perceived barriers to reporting flytipping are that landowners have to pay to clear waste, and that councils are unwilling to act. The majority support the notion that landowners should not be having to foot this bill or be responsible to clear flytipped waste and would welcome greater levels of practical and financial support to install CCTV at hotspots to act as a deterrent.

There is a good appetite to develop a central system and database to gather and record data to identify littering and flytipping trends. This is seen as an efficient and effective approach, and one that will help identify cross-council perpetrators. Collaboration and communication between all parties, with clear lines of roles and responsibilities, are seen as important to develop a streamlined system, to share best practice, and to maintain a high standard nationwide.

Over two thirds (68%) support the creation of a national litter hub, and over four in five (82%) support the creation of a community focused litter education programme. It is suggested the hub and associated programmes could focus on the environmental impact of littering and flytipping, provide information on sanctions, as well as practical information on safe ways to dispose of litter locally. The development of an app, and of guidance specifically for businesses, is also suggested.

A minority of respondents disagree with proposed actions. Typically, most favour taking direct action (for example, clearing up waste and/or finding and sanctioning perpetrators) rather than some of the broader actions suggested, perceiving these to be a poor use of resources in the quest to tackle littering and flytipping.

There is also feedback that the consultation was overly long and that it expected too much of respondents to read through lengthy supporting documentation.

Appendix A: List of responding organisations

The following table lists responding organisations by stakeholder type.

Table 2 List of responding organisations by stakeholder type

Stakeholder type	Responding organisations
Local authorities	Aberdeen City Council Aberdeenshire City Council Acting for Council Group, Stirling Council Angus Council East Ayrshire Council Falkirk Council Falkirk Council Fife Council Fife Council Glasgow City Council LARAC North Ayrshire Council North Lanarkshire Council Renfrewshire Council South Lanarkshire Council The City of Edinburgh Council The Highland Council Waste Services, Perth and Kinross Council West Lothian Council
Stakeholders (e.g. trade association, federation)	(British Plastics Federation) BPF BBIA Castle Rock Edinvar (trading as Places for People Scotland) CIWM Scotland Foodservice Packaging Association Industry Council for Packaging and the Environment NFU Scotland RECOUP Scottish Environmental Services Association Scottish Land & Estates Scottish Retail Consortium SRMA (Scotland) Ltd trading as Resource Management Association Scotland (RMAS) The Food and Drink Federation Scotland THE PACKAGING FEDERATION
Statutory, public, or government-	Advisory Committee on Packaging Crown Estate Scotland Loch Lomond & The Trossachs National Park Authority

funded bodies	Scottish Water Seven Lochs Partnership
Voluntary, charity, community organisations	Barrmill Conservation Group Brighter Bothwell Brightons Community Council Broom, Kirkhill and Mearnskirk Community Council, Glasgow G77 Circular Communities Scotland Dowanhill Hyndlnd and Kelvinside Community Council Drongan Rankinston and Stair community council East Haven Together (EHT) and Angus Clean Environments (ACE) EKCLP Heart of Argyll Wildlife Organisation Individual and as secretary of the Wick Paths Group Inspire Denny & Dunipace Joint Forum of Community Councils in West Lothian Keep Scotland Beautiful Keep Wales Tidy Kilmun Community Council and The Shore Sweepers Love Thornwood Community Group Marine Conservation Society North Kelvin Community Council Plastic Free Helensburgh Reston Auchencrow community council River Clyde Environment Group Roslin Men's Shed Community Litter Hub Scottish Environment LINK Scottish SPCA Shetland Islands Council Environmental Health Service Shieldhill and California Community Council The British Horse Society The Clyde Corridor Badger Survey The Dog Day Care Centre The National Trust for Scotland ThreeTowns Clean Up Crew Tranent Wombles (community litterpicking group) West lothian litter pickers West Lothian litter pickers West Lothian Litter Pickers Whiteinch Community Council WLLP Woodland Trust Scotland
Waste/ recycling firms, and private landowners	Binn Group Ecosurety Farming business Munro Waste Containers Ltd NPL Group REPIC Limited Social Arts Company Southannan Estate

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