

Five years on: A review of Scotland's national litter strategy

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Executive Summary

In June 2014, the Scottish Government published the country's first National Litter Strategy "*Towards a Litter Free Scotland: A Strategic Approach to Higher Quality Local Environments.*" A review of this Strategy was completed in November 2019 by Scottish Government with Zero Waste Scotland and other key partners. This review identifies areas of success of the Strategy, good practice case studies and the Steering Group's initial view on what the focus could be for future strategy development.

Publication of the review was delayed due to the COVID-19 pandemic. Consequently, this review provides a snapshot of activities that took place within the first five years of this strategy and does not reflect challenges posed by the COVID-19 pandemic, nor action taken to address litter and flytipping since November 2019.

The 2014 Strategy committed to take forward wide-ranging action under the following three themes:

- **Information - improving sources, consistency and nature of messages**
Helping people to understand why litter and flytipping is a problem and what is expected of them.
- **Infrastructure - improving facilities and services to reduce litter and promote recycling**
Providing people with alternative options for their waste and the means to take action individually and in collaboration.
- **Enforcement - strengthening the deterrent effect of enforcement**
Reminding people that littering and flytipping are criminal offences and committing them carries a consequence.

Within each of these themes, activity was further divided into twelve interventions, which aimed to deliver five outcomes. These outcomes were to: (1) improve environmental quality, (2) encourage greater individual responsibility, (3) realise economic potential of wasted littered and flytipped material, (4) improve coordination of partners and services, and (5) provide value for money by increasing cost effectiveness of public services.

The review highlights that significant progress has been made and identifies key successes. However, it also recognises that litter and flytipping still pose a significant challenge that requires further concerted action; and identifies opportunities for potential future action.

Successes

During the five year life-span of the National Litter Strategy, review participants identified a wide range of work that has been undertaken by Scottish Government in partnership with other organisations to reduce litter and flytipping. The activities outlined below are just some of the examples of positive action taken.

The Strategy provided a shift in focus from clearing up to preventing litter by running communications and education opportunities to motivate behaviour change. The award winning upstream battle developed by Keep Scotland Beautiful and #DrainCampaign launched by Sunnyside Primary School are just two examples of such efforts.

The National Litter Strategy set out to provide formal guidance to organisations on what their roles and responsibility are in relation to litter and flytipping. In 2018, The Code of Practice on Litter and Refuse was updated to provide statutory bodies with the flexibility to widen their focus from clearing litter and refuse to focusing on prevention.

Efforts have been made to increase opportunities for and promote reuse or recycling to reduce litter and make it easier for people to dispose of their waste responsibly. In May 2020, the Scottish Parliament passed legislation to establish Scotland's Deposit Return Scheme which will encourage the public to recycle single-use drinks containers which are commonly littered.

A new litter monitoring system was developed in collaboration with Zero Waste Scotland, Keep Scotland Beautiful, APSE and a number of local authorities. This new method will allow spatial data to be collected on amount and types of litter found to better inform preventative action and help with future policy development.

Alongside action to prevent litter and flytipping, the strategy included interventions to strengthen the enforcement system. In 2015, new fixed penalty powers were granted to SEPA to tackle low-level noncompliance with waste legislation, including flytipping.

Future opportunities

Feedback from stakeholders during the review process noted that, since the strategy was published in 2014, the landscape within which the strategy operates has altered significantly and this should be reflected in future policy development. Review participants emphasised the importance of learning from successes to date, and continuing to take bold and ambitious action to address the ongoing challenges Scotland is facing in regards to litter and flytipping.

Participants suggested that a new strategy should take into account existing commitments and frame littered and flytipped materials within the context of leakage to the circular economy and contributing to the climate crisis. Litter and flytipping also need to be considered in a social context, including impact to health and wellbeing.

Data collection, monitoring and evaluation will also be important as we move forward to assess effectiveness of the work carried out. Any future strategy will need to include measurable outcomes, a timeline for action and an ongoing means of measuring and monitoring overall progress.

Conclusion

The review of Scotland's first National Litter Strategy demonstrated that wide-ranging collaborative work has been carried out across Scotland to tackle the issue of litter and flytipping. However, it confirmed that littering and flytipping are deep rooted problems that require a refreshed approach and further sustained, coordinated and collaborative action; and identified potential priorities for future strategy development.

Since the review was completed, Scottish Government has continued to work with partners to address littering and flytipping, including action to tackle challenges arising from the COVID-19 pandemic. Recent actions include ongoing advice for the public on how to manage their waste responsibly, a national communications campaign on littering and work to tackle illegal waste operators. Scottish Government has also recently engaged with stakeholders through a flytipping roundtable and a Litter Summit to better understand how priorities have shifted since the publication of the original strategy and in context of the COVID-19 pandemic.

In March 2021, Scottish Government committed to develop a refreshed National Litter and Flytipping Strategy to allow separation of these two issues. It is important that collaborative work continues to deliver this new strategy. Scottish Government will work with key partners to develop the strategy and identify system-wide action to drive further progress on litter and flytipping, taking account of the findings of this review.

1. Introduction

In June 2014, the Scottish Government published the country's first [National Litter Strategy](#), entitled 'Towards A Litter-Free Scotland: A Strategic Approach to Higher Quality Local Environments'. The five-year strategy encourages delivery partners across Scotland to work together to prevent litter and flytipping by increasing public awareness of personal responsibility through key activities. Actions were divided into the following three themes.

- **Information - improving sources, consistency and nature of messages.**
Helping people to understand why litter and flytipping is a problem and what is expected of them.
- **Infrastructure - improving facilities and services to reduce litter and promote recycling.**
Providing people with alternative options for their waste and the means to take action individually and in collaboration.
- **Enforcement - strengthening the deterrent effect of enforcement.**
Reminding people that littering and flytipping are criminal offences and committing them carries a consequence.

Within these three themes, activity was further divided into 12 separate interventions:

- **Information**
 - Communication
 - Education
 - Local community action
- **Infrastructure**
 - Opportunities for recycling
 - Product design
 - Service design
 - Guidance review
 - Future funding & support
 - Research & monitoring
 - Flytipping
- **Enforcement**
 - Strengthening the enforcement system
 - Enforcement staff training

The rationale of this approach was based on the [Individual, Social and Material \(ISM\) model](#), which states that interventions for behaviour change should take account of influences across multiple contexts: the individual, the social and the material, together with an in-depth evidence and research programme, and stakeholder engagement.

The five intended outcomes of the Strategy's interventions were:

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

The purpose of this report is to provide a summary of the process and results of the review, which took place in 2019. The review considered the actions which had been taken in the five years since the strategy, the effectiveness of the overall strategy and the different elements contained within it.

2. Review process

Zero Waste Scotland developed a review process in agreement with Scottish Government, as summarised in [Figure 1](#). This process was facilitated by C2W Consulting, who also collated the feedback gathered from partners and stakeholders between stakeholder events and steering group meetings. [Appendix 1](#) outlines the organisations which were invited to join the steering group and stakeholder events.

This review process took place between August and November 2019. Throughout the process there were three steering group meetings and a stakeholder event. Stakeholders who were unable to attend the event were engaged through a survey asking for feedback on the different items covered below. This review process began with an initial stakeholder meeting in August 2019 and was completed with the production of this report in November 2019.

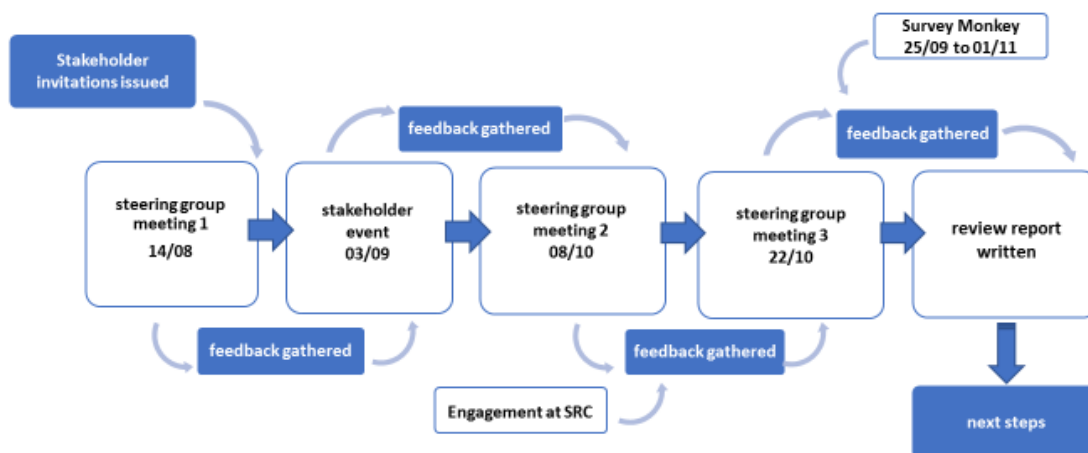


Figure 1: Diagram outlining the steps to the review process including dates in 2019 of steering group meetings, gathering feedback and engagement.

3. A summary of the past five years' action

Throughout the review process, it has been acknowledged that while some areas of activity could have gone better, a great deal of excellent collaborative work has been carried out over the past five years by a range of partners and stakeholders across Scotland. The following is a summary of some of the activities that have taken place during the five years of the Strategy (2014-2019). This list is not exhaustive and further examples can be found in [Appendix 2](#), along with more details of additional activities at strategic and national level.

Communication and engagement

- Scottish Government's "Dirty Little Secret," motivated people to stop littering as their peers found it socially unacceptable
- Keep Scotland Beautiful's roadside litter campaign, "Clean Up Scotland and Give Your Litter a Lift"

Product and service design

- The single use carrier bag charge commenced in 2014, which has reduced their use by 80% and therefore their potential to become litter.
- In May 2020, the Scottish Parliament passed Regulations to establish a Deposit Return Scheme, with a target of capturing at least 90% of in-scope containers from the third full year of operation onwards.

Strategic support

- Review of the 2006 Code of Practice on Litter and Refuse (CoPLAR) and adoption of the CoPLAR 2018, which embedded prevention into service delivery.
- A new Litter Monitoring System and methodology which was aligned with CoPLAR 2018. Transition to the new method is still underway and will allow spatial data to be collected on the amount and types of litter found.
- Through their annual [Great British Beach Clean](#), the **Marine Conservation Society** has built up a valuable data base of information about the litter that arises on Scotland's beaches. This citizen science has contributed to the evidence that led to the ban, in October 2019, of plastic stemmed cotton buds being sold in Scotland, as they are in the top five most common items found on Scotland's beaches.

Enforcement

- Legislation was consulted on in the proposals for a Circular Economy Bill¹ that would have included a provision to introduce charges on items, such as single-use coffee cups, and provision for a new enabling power that would have allowed:
 - a fixed penalty notice to be issued to the registered keeper of a vehicle when a littering offence has been committed from that vehicle
 - enforcement authorities in Scotland to be given similar powers to those in England to seize vehicles linked to waste crime, such as flytipping;
 - a charge to be placed on single use items such as beverage cups.

4. Review findings

4.1 Review of the 12 interventions

A large number of comments and ideas were collected and collated by the independent facilitator from the three workshops and the stakeholder event. The 12 interventions were divided into four categories (Communication & Education, Product & Service Design, Strategic Support, Enforcement), to help structure discussion, for the purposes of the review. The following summarises the findings of the review, including examples of best practice as identified by the steering group. This section also outlines briefly reflections from the steering group on what they thought could have been better and proposals for future action.

4.1.1 Communication & Education, encompassing communication, education and community action

¹ Unfortunately, due to the Covid-19 crisis, it was not possible to deliver all the legislation the Scottish Government had previously intended to deliver. As a result, it was confirmed that the Circular Economy Bill would not be introduced in the current Parliamentary Session.

What went well?

- Changeworks' Flyspotting campaign (see [Example 1](#))
- Angus Clean Environment's [litter prevention action plan](#) and on-the ground-delivery
- Sunnyside Primary School's #DrainCampaign (see [Example 2](#))
- Keep Scotland Beautiful's Upstream Battle (see [Example 3](#))

What could have been better?

- Campaigns could have been harder hitting
- Promotion of resources already created and encouraging their use
- Improvement of engagement with business communities

What could the future focus be?

- Campaigns/activities could be better coordinated and evaluated
- Linking littering to the climate change conversation
- Beyond school gates- education for adults and businesses
- Engaging with young people beyond primary school.

Example 1

[#DrainCampaign](#) was launched by Sunnyside Primary School in Glasgow to remind people that litter dropped in urban playgrounds and streets can go down the drain into the ocean and wash up on a beach. Pupils created a series of sassy, Scottish characters based on the sea creatures that our litter is harming and drew ocean scenes in chalk around the drains in their playground. They also recorded a video and posted it on social media to encourage others to join in. Dozens of businesses and schools joined, with pupils around Scotland drawing ocean scenes around their own drains and playing the video in their assemblies. The team also met the First Minister, who visited them to see the campaign in action.

Example 2

[Flyspotting](#) was commissioned by Changeworks as part of its Zero Waste Leith project. Inspired by Trainspotting (filmed in Edinburgh), it delivered useful information in a friendly, funny and local way, combining the renowned Trainspotting link with portraits of well-known locals on campaign materials. It almost halved the amount of items dumped on the streets, reducing flytipping by nearly 47% with no significant rise six months later.

Example 3

[Upstream Battle](#) is an award-winning campaign, developed and delivered by Keep Scotland Beautiful, to change behaviour and prevent marine litter at source. 80% of marine litter starts life on land, by focusing on the river Clyde and its tributaries Upstream Battle aimed to bring the public, private and third sectors together with

communities, schools and residents to tackle this issue collaboratively. The campaign also aimed to raise awareness, gather data and inspire action up and down the Clyde valley.

4.1.2 Product & Service Design, encompassing opportunities for recycling, product design and service design

What went well?

- Installation of bulky bin facilities for flatted properties
- Awareness of single use plastics raised
- Local authorities' work on education/ increasing recycling rates
- Paperless Ticketing introduced by Historic Environment Scotland (see [Example 4](#))

What could have been better?

- Investment in Local Authority recycling centres and consistency in increased opening times
- Progress on working more closely with new housing developments' waste and recycling facilities

What could the future focus be?

- Shared services, resources, aims and objectives within and across local authorities
- Improving Scotland's infrastructure to support reuse/composting/recycling of commonly used materials.
- Incentivising bin use/litter removal.

Example 4

[Paperless Ticketing](#) was introduced by Historic Environment Scotland after a successful 2017 trial with its 200,000 members, to reduce the amount of waste being created by visitors to its sites, which can all too easily become litter. At the time of this review, the organisation had avoided roughly 280,000 tickets being printed at Edinburgh and Stirling castles, and had prevented the printing of around 320,000 receipts at its smaller sites.

4.1.3 Strategic Support, encompassing guidance review, future funding & support and research & monitoring

What went well?

- Support and guidance on how to zone land for the Litter Monitoring System, from Zero Waste Scotland

- Data on marine litter collected by Marine Conservation Society during the Great [British Beach Clean](#)
- Support for communities and campaigns from Keep Scotland Beautiful (see [Example 3](#))

What could have been better?

- Progress in tackling the issue of litter on trunk roads
- Consistent data collection/baselines/monitoring and linking to national reporting/outcomes

What could the future focus be?

- Better strategic and operational collaboration to take place within and between organisations.

4.1.4 Enforcement, encompassing Flytipping, strengthening the enforcement system, enforcement staff training

What went well?

- Use of CCTV to identify offences
- North Ayrshire Council's investment in litter and flytipping enforcement (see [Example 5](#))
- New fixed penalty powers were granted to SEPA to tackle low-level noncompliance with waste legislation, including flytipping

What could have been better?

- Engagement with the Procurator fiscal in relation to the volume of fines paid

What should the future focus be?

- More and better use of CCTV to identify offences/offenders
- Extended producer responsibility
- Publicise prosecutions
- Work with the Procurator Fiscal on how to improve the quality of evidence
- Pursue new powers that were proposed in the Circular Economy Bill².

Example 5

² Unfortunately, due to the Covid-19 crisis, it was not possible to deliver all the legislation the Scottish Government had previously intended to deliver. As a result, it was confirmed that the Circular Economy Bill would not be introduced in the current Parliamentary Session.

North Ayrshire Council has continued to invest in enforcement, with what it believes to be Scotland's only dedicated flytipping enforcement team. The team created 'waste discovery letters' to send to anyone they suspect of flytipping, and they identify these suspects by analysing dumped items for evidence. The letters offer people a chance to appeal, giving the Council an opportunity to engage with them. They might, for example, admit to booking a cheap uplift 'service', knowing their waste would probably be dumped. This in turn helps the Council identify the illegal uplift operators, and serve fixed penalty notices on them. This system is a step towards changing the culture around flytipping by increasing awareness of the penalties.

4.2 The five outcomes and monitoring impact

Much of this review has focussed on the activities and outputs of the strategy, however, the success of any strategy should be measured by whether the stated outcomes have been achieved. It was felt that the five existing outcomes are not easily measurable; however, it was also acknowledged that some interventions, such as the updated CoPLAR 2018, are still in their infancy and the full impact is yet to be seen. The overall aim of the strategy is in its title, "Towards a litter-free Scotland: A Strategic Approach to Higher Quality Local Environments".

Available data indicates that overall environmental quality has not improved. However, there has been a massive attitudinal shift in the past five years, with the general public becoming increasingly engaged in litter picks (Marine Conservation Society doubled its volunteer numbers for the [Great British Beach Clean](#) between 2017 and 2018, and Keep Scotland Beautiful's [Spring Clean](#) volunteer numbers increased by 30% from 2018 to 2019), reducing single-use products by using re-useable coffee cups and bottles, and the rise in demand for packaging free shops (such as [Locavore](#), which is funded by the Scottish Government). This is a significant step in the right direction and an opportunity to be further developed.

The participants also felt that while the outcomes were necessary five years ago, there would need to be new priority areas going forward for any future strategy.

4.3 Ownership/responsibility

The steering group felt connected to the strategy, however, felt they did not have ownership over the Strategy. Suggestions for improving organisational ownership included making it clearer which organisations the strategy was aimed at, what those organisations could do, and what their responsibilities were in a wider context (such as through CoPLAR). When asked how community ownership of the Strategy might be improved, feedback included:

- Define 'community' and include businesses within this definition

- Interpret the strategy for a local audience, by making it relevant and answering the question, “what does it mean for me?”
- Ensure that the above is properly communicated.

The Steering Group concluded that it would have been helpful to form a group which included representatives from a range of partners to help oversee the delivery of the Strategy. Going forward, the steering group offered an approach based on multi-agency collaboration, where the Scottish Government provides the space and impetus for discussion, the work is guided by a steering group and that delivery is carried out by a range of agreed partners. Sectoral representation was deemed to be important and that organisations such as COSLA, APSE, SEPA, Network Rail, industry representatives and representatives of young people should be included. It was noted that this list of organisations was not exhaustive and should be considered carefully.

4.4 Mapping interactions with other policy areas

The group felt that the political landscape and consumer engagement has altered significantly over the past five years, meaning that while the existing strategy was relevant at the time of writing, this may no longer be the case. This wasn't necessarily a criticism of the current strategy. Instead, it was acknowledging that a number of new policy areas have now been linked to the impact (positively and negatively) of litter and flytipping.

The steering group concluded that it was a priority to map the interaction of litter and flytipping with the following areas:

- Climate change³
- Biodiversity
- Marine Litter Strategy
- Education
- Community
- Health & wellbeing
- Inequalities/social impacts
- Single-use plastics
- Circular Economy
- Waste and recycling policies, legislation and reporting
- Extended Producer Responsibility and industry responsibility.

³ Litter and Flytipping contributes to climate change in two main ways. Litter and flytipping are wasted resources that have been lost from the circular economy. As well as the embodied energy of the resource itself being wasted, further energy is required to collect and process the litter or flytipping, most of which can then only be sent to energy from waste or landfill, due to the poor quality of the material.

4.5 Other discussion areas

The following outlines additional themes that were raised during the discussions, but did not fall under any of the previous headings.

- It is important that communities are engaged as they offer a valuable resource to help tackle litter and flytipping. However, litter picking is an endless task and preventative measures were seen as useful and positive alternatives.
- Citizen Science could also be a valuable addition to the current local authority reporting regime.
- Actions need to be considered within the context of partner organisation and service delivery budgets. Linking to the above point on community engagement, participatory budgeting was suggested as a potential opportunity.
- Insufficient monitoring and evaluation of the strategy have been carried out, which makes it difficult to assess effectiveness. Any future strategy/plan should have measurable outcomes, possibly linking to national or international outcomes, a timeline for action and an ongoing means of measuring and monitoring overall progress.
- Data, specifically around benchmarking and alignment with the statutory requirements of CoPLAR was seen as an important element that could be taken forward.

5. Conclusions

This review of Scotland's first National Litter Strategy, which was undertaken in 2019, has demonstrated significant progress has been made but also confirms that significant challenges remain. However, a greater understanding of the impact of litter and flytipping pollution, the need to reduce our demand on resources and the urgency required for climate change action has resulted in a renewed impetus and realisation that things must improve.

Since the strategy was published in 2014, a great deal has changed. The 'Blue Planet' effect and declarations of a climate emergency have helped to spark a movement to protect biodiversity and the effects of climate change. At the time of the previous Strategy, the issues of litter and flytipping were less recognisably linked to these issues, but this is no longer the case. This, therefore, provides an important opportunity to move the agenda forward.

[Section 4](#) lists just some of the policy activity that is taking place in what is a justifiably busy area. With this in mind, and the feedback that has been provided as part of the review, there are a number of options that might be considered for moving forward with

litter and flytipping prevention activity. There was a clear consensus that a light touch revision of the current strategy would not be sufficient to reflect the changes that have occurred. Rather, review participants supported a more substantive review and refresh of Scotland's future strategy to tackle littering and flytipping.

Appendix 1: Stakeholder Engagement

Zero Waste Scotland invited about 20 experts involved in litter prevention to form a steering group to oversee the review. The steering group (Table 1) took part in three half-day workshops between August and October 2019, and provided additional, ad hoc comments and feedback throughout this period.

Table 1: Organisations, by sector, which who participated the review Steering Group

Local authorities and their representatives	Other land owners
Convention of Scottish Local Authorities Glasgow City Council Litter Managers' Network Renfrewshire Council Stirling Council	Forestry & Land Scotland Loch Lomond & Trossachs National Park Scottish Land & Estates
Marine Environment	Transport Operators
Marine Conservation Society Marine Scotland	Transport Scotland
Community groups	Charities
Angus Clean Environments	Keep Scotland Beautiful Scottish Community Safety Network
Enforcement	Waste Industry
Police Scotland Scottish Environmental Protection Agency	Chartered Institute of Wastes Management

In addition to the steering group, further organisations (Table 2) were invited to a stakeholder event in Edinburgh on 3 September 2019 and approached to provide feedback at the Scottish Resources Conference, which was held 1-2 October 2019. Organisations which were unable to attend the stakeholder event were given the option to complete a survey between 25 September and 1 November 2019.

Table 2: Organisations, by sector, which were invited to the stakeholder event and asked to provide feedback via the survey mentioned above. *denotes organisations which were engaged through at least one of these channels.

Local authorities and their representatives	Other land owners
Association for Public Sector Excellence Society of Local Authority Chief Executives All 32 local authorities, including: Argyll & Bute Council* Clackmannanshire Council* East Ayrshire Council* East Dunbartonshire Council* Edinburgh City Council* Falkirk Council* Fife Council* Highland Council* North Ayrshire Council* North Lanarkshire Council* Perth & Kinross Council* South Lanarkshire Council* West Lothian Council*	Cairngorms National Park Crown Estate Glasgow Housing Association Historic Environment Scotland* Melville Housing Association* National Farmers' Union Scotland National Health Service Scottish Federation of Housing Associations Scottish Canals Wheatley Group*
Commercial Interests	Transport Operators
BIDS Scotland Chamber of Commerce Falkirk BID Inverurie BID McDonald's Scottish Enterprise St Andrews BID Visit Scotland	Amey* BEAR Scotland* Calmac Edinburgh Airport Network Rail Scotland Transerve* Scotrail
Community groups	Charities
Don't Mess with Mussy* Fisherrow Waterfront Group* Leithers' Don't Litter* Zero Waste Perth	Changeworks* Community Resources Network Scotland Greenspace Scotland Have you got the bottle?
Young people and Education	
Climate 20:50	

Environmental Association for Universities and Colleges Scottish Youth Parliament* Strathclyde University* Sunnyside Primary School* Young Scot	
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Appendix 2: Activities Carried Out Under the Strategy

The following is a list of many of the activities that have been carried out at a national level under each of the interventions, as a result of the strategy, over the past five years. The activities below only reflect activities that were carried out prior to the publication of this review in November 2019.

Communication

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>The goal is to communicate effectively and accessibly about litter, with consistent messages that engage the public and motivate behaviour change.</p> <p>We ask delivery partners to enhance their communications activities and to make it clear why people should take personal responsibility for their waste.</p> <p>We will:</p> <ul style="list-style-type: none"> • Run a national behaviour-change marketing campaign during 2014 and build on the delivery partners' communication toolkit • Develop innovative and creative approaches to communication, such as using art, to highlight the effect of litter and flytipping on people and wildlife. • Continue to promote re-use and repair through Revolve - the reuse organisations' quality standard. • Continue to expand and promote the Recycle for Scotland initiative. • Review the Dumb Dumpers website and public reporting mechanism to support people who wish to take action against flytipping. 	<ul style="list-style-type: none"> • Scottish Government ran a national campaign 'Dirty Little Secret' in summer 2014. This encouraged and motivated people to stop littering as their peers found it socially unacceptable, and people who litter risk an £80 fixed penalty. Development was supported by a stakeholder steering group. • Scottish Government introduced a charge on single-use carrier bags and through Zero Waste Scotland ran a campaign in October 2014 to support the introduction of the charge. This raised awareness of the charge and highlighted that reusing bags helps to prevent litter. • Zero Waste Scotland created the Litter Knowledge Network which pulls together tools, materials and good practice examples. It also includes targeted and motivating messages within its litter prevention communication toolkit. • A Recycling on the Go communication toolkit was developed by Zero Waste Scotland and promoted via stakeholder events. • Zero Waste Scotland created a free toolkit to assist partners in developing interventions to help prevent flytipping in their local area. • Zero Waste Scotland updated the Dumb Dumpers initiative in 2016.

Education

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>Children and young people should have the opportunity to understand the importance of environmental quality, and the benefits of resource efficiency.</p> <ul style="list-style-type: none"> We will work with council education services and organisations such as Education Scotland and Young Scot to develop initiatives and resources that encourage young people to do the right thing with waste. We encourage delivery partners to contribute to the development of materials and to include these within their existing education projects. The approach will explore how to build on or complement existing environmental and sustainability education initiatives, including EcoSchools and Learning for Sustainability (LFS). 	<ul style="list-style-type: none"> In 2016/17 a review was undertaken to determine any requirement for new Learning for Sustainability curriculum-linked education resources for secondary schools. The review identified a strong need and an appetite was demonstrated by schools/teachers for a curriculum linked approach. A resource, #GetLitterLiterate, was created by Zero Waste Scotland with the support of a specialist educational consultancy and overseen by a steering group. Zero Waste Scotland's litter knowledge network includes new advice about working with schools to prevent litter. Young Scot prepared a Generation Change litter report (2017) which identified young people's proposed solutions to litter. These are reflected in programme initiatives such as targeted messaging, infrastructure guidance and education.

Local Community Action

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>Empowered local communities can take greater ownership of the quality of their local environments.</p> <p>Communities can take preventative action such as building fences to restrict access to flytipping sites, or work with local businesses to educate their customers.</p> <p>We will discuss opportunities with delivery partners, particularly those in</p>	<ul style="list-style-type: none"> Zero Waste Scotland's new Litter Knowledge Network is a detailed online resource of best practice on litter and flytipping prevention, with a range of resources to help stakeholders apply the knowledge in their local circumstances. Zero Waste Scotland's Litter Prevention Action Plans provides support to communities, local authorities and businesses who wish to prevent local litter problems. Through Zero Waste Scotland, the Scottish Government committed £150k,

<p>the third sector. We expect this will include:</p> <ul style="list-style-type: none"> • Support for local communities to clean up and prevent litter/flytipping problems on land which others are not already taking responsibility for. We will pilot an incentivised community clean up scheme to tackle litter black spots. • Enabling participation in prevention and community clean up activity through dialogue with equality groups. • Pilot action to address issues particular to rural communities, such as litter on remote beaches or abandoned vehicles. <p>We will encourage delivery partners to seek the input of the third sector and local communities when developing their delivery plans.</p>	<p>(£75k in each of 2015-16 and 2016-17) to the Clean Up Scotland campaign delivered by Keep Scotland Beautiful.</p> <ul style="list-style-type: none"> • Partner organisations provided support for community litter events, such as the Angus Litter Summit, which took place in Autumn 2017. • Funding of the three Zero Waste Towns projects, allowed local action to take place, including: <ul style="list-style-type: none"> ○ Zero Waste Leith’s work to achieve ‘cleaner, greener streets’ ○ Zero Waste Edinburgh’s project to repurpose unwanted materials from student residences. • Keep Scotland Beautiful’s roadside litter prevention campaign – Give Your Litter a Lift, take it home. • Keep Scotland Beautiful has implemented Upstream Battle an award-winning campaign to change behaviour and prevent marine litter at source on the river Clyde. The campaign aims to raise awareness, gather data and inspire action up and down the Clyde valley.
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Opportunities for Recycling

What the National Litter Strategy said	What’s been delivered as a result of the strategy
<p>Litter can be turned into a resource for Scotland.</p> <p>We want to make it easy for people to recycle in public places. We will work with our delivery partners to increase Recycle on the Go facilities and explore how to boost the quantity, quality and range of material recycled.</p> <p>This will include:</p> <ul style="list-style-type: none"> • Support for innovation: working with organisations to explore how to recycle more items such as chewing gum. 	<ul style="list-style-type: none"> • In May 2020, the Scottish Parliament passed legislation to establish Scotland’s Deposit Return Scheme, which will make it easier to recycle single-use drinks containers, which are commonly littered. • The Sustainable Events Guide was updated by Zero Waste Scotland in 2015. • A new events guide/checklist was produced by Zero Waste Scotland in 2016/17 specific to managing and preventing litter and waste at events.

<ul style="list-style-type: none"> Update the Sustainable Events Guide to help event organisers to plan how they will help people to recycle. For example, providing mobile facilities. 	
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Product Design

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>Packaging plays an important role in protecting products. We believe some product and packaging design can be developed in ways that reduce litter and help people to take personal responsibility for their waste.</p> <p>We will:</p> <ul style="list-style-type: none"> Provide a focus for business interests to redesign products and packaging to reduce littering or reduce its impact. Encourage customer loyalty schemes that reward people for resource efficiency, such as reusable coffee cups. Encourage packaging from sustainable sources which can be reused or recycled. <p>We will work with delivery partners including the</p> <ul style="list-style-type: none"> Product Sustainability Forum. Courtauld signatories within the food and drink sector. Packaging Recycling Group Scotland 	<ul style="list-style-type: none"> Making Things Last (2016) updates and takes forward this action to prevent and reduce waste through design, reuse and recycling. The Scottish Government convened the Expert Panel on Environmental Charges and other Measures to examine what can be done to reduce waste and encourage reuse. The panel considered disposable cups in particular and recommended a campaign to encourage re-use, together with a charge for single use cups. The evidence for these recommendations included Keep Scotland Beautiful's Glasgow Cup Movement, started in 2018. A project run by Zero Waste Scotland and NHS Scotland at University Crosshouse Hospital in Ayrshire, trialled re-usable and recyclable cups in their staff canteen. The Scottish Government is a signatory of the Courtauld Commitment 2025 which aims to make food and drinks consumption more sustainable, and the UK Plastics Pact, which aims to eliminate the eight most problematic single-use plastic items. Zero Waste Scotland and the National Bed Federation are working together on research aiming to drive up the reuse and recycling of mattress components, meaning that they will be less likely to be flytipped in the future

Service Design

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>Business procedures, staff training and customer engagement can encourage personal responsibility for disposal of waste.</p> <p>We will work with businesses, local authorities and others to:</p> <ul style="list-style-type: none"> • Encourage services and processes that minimise waste, such as the collection of old products for reuse, repair and/or recycling. • Improve staff training and communications and make it easier for people to report litter and flytipping problems. • Encourage more reuse and repair, and business models which could help reduce the flytipping of domestic products, such as leasing products and services. • Encourage businesses to collaborate when commissioning waste collection services in order to ensure their bins are not contributing to litter problems. <p>We will support businesses through the communications toolkit. Businesses which are committed to sustainable growth, including efforts to tackle litter and flytipping, can receive recognition for their efforts through a nationwide scheme: the Resource Efficiency Pledge.</p>	<ul style="list-style-type: none"> • Making Things Last updates (covered under product design). • On 20 October 2014, Scottish Government passed legislation meaning that all retailers must charge at least 5p for each single use carrier bag. This resulted in a reduction of single use carrier bag usage by around 80%. • The Dumb Dumpers public reporting service was reviewed in 2014/15 where the conclusion was that there was an appetite for it to remain and that it was a useful tool for reporting. • The introduction of the new Litter Monitoring System means that both litter and Flytipping data for all registered bodies are stored on the same site. This means that geographical and historical data is easier to access and patterns and hotspots are easier to detect. • The launch of the #TrialPeriod campaign, aimed at reducing the 428 million single-use period products disposed of in Scotland each year.

Guidance Review

What the National Litter Strategy said	What's been delivered as a result of the strategy

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

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

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

We will:

- CoPLAR 2006 has been reviewed and replaced with the [Code of Practice on Litter and Refuse \(Scotland 2018\)](#)
- CoPLAR 2018 provides guidance to relevant bodies on how to meet their statutory responsibilities. It promotes a preventative approach towards litter and flytipping, freeing up money for other public services.
- All 32 local authorities and relevant bodies were engaged in the process of updating CoPLAR (2018)
- Zero Waste Scotland created the [Litter Knowledge Network](#) which pulls together tools, materials and good practice examples
- [The Household Recycling Code of Practice](#) helped ensure waste collection services are designed in a way so as to avoid accidental spillage or 'wind-blown' waste from collection containers or vehicles and to help ensure there is a synergy between all the operational functions responsible for waste, cleansing and flytipping.
- The [Effective Enforcement Checklist and videos](#) were compiled by Zero Waste Scotland in collaboration with Community Safety Glasgow to provide recommendations on the knowledge, training and competencies required for effective enforcement

<ul style="list-style-type: none"> • Work with stakeholders to develop the review, possibly including interim guidance. • Convene a working group to consider what the guidance should include in relation to littering by young people under 16. • Pilot interventions that support delivery including action to address accidental/wind-blown litter. • Consider how to support training so that staff understand their roles in relation to the guidance. 	
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Future Funding and Support

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>We will provide funding and/or advice for projects which aim to reduce litter and flytipping through information, infrastructure and enforcement interventions.</p> <p>We will:</p> <ul style="list-style-type: none"> • Fund pilot projects to trial and evaluate interventions with potential for wider application. • Explore how effective procurement (for example of infrastructure or services) can reduce costs for delivery partners. • Signpost organisations to other funding sources. <p>It will be a condition of Zero Waste Scotland's litter, flytipping and Recycle on the Go funding that the recipient land managers/businesses commit to including litter and flytipping in delivery plans.</p>	<ul style="list-style-type: none"> • Through Zero Waste Scotland, the Scottish Government provided around £1.5m of funding between 2014 and 2015 to local authorities, community groups and organisations to tackle litter. This funding included: <ul style="list-style-type: none"> ○ Recycling on the Go 2014/15 ○ Community Action Fund 2014/15 ○ Litter Prevention Fund 2015/16 and 2016/17 ○ Communications fund 2016/17 ○ Individual projects (Glasgow enforcement) 2017/18 • Through Zero Waste Scotland, Scottish Government committed £150k, £75k in each of 2015-16 and 2016-17, to the Clean Up Scotland campaign delivered by Keep Scotland Beautiful. This is in addition to £500,000 provided since 2013. • In 2018, Scottish Government held the first Marine Summit in Oban and pledged £500,000 to help tackle plastic pollution.

Research and Monitoring

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>Effective information gathering and analysis means that everyone can understand which measures work most effectively, and will help to prioritise and develop targeted interventions accordingly.</p> <p>We will continue to develop an evidence-based approach based on problem materials. This will include: where issues occur, why, and how these might be prevented. We will also develop an approach to quantifying the scale of problems, and the impacts of actions to tackle them.</p> <p>We will work with delivery partners to develop this further. This will:</p> <ul style="list-style-type: none"> • Define the outcomes more precisely and the best way to track them - taking account of quality: what matters most to the public, the impact on behaviour, the environment and the quantity of litter and flytipped material. • Establish baselines and key performance indicators for the strategy and for specific interventions and pilots. <p>We will take into account the evidence and monitoring systems that already exist.</p> <p>We will review the strategy in 2016/17 and 2020.</p>	<ul style="list-style-type: none"> • Scottish Government continue to monitor public perceptions of litter through the annual Scottish Household Survey. • Through Zero Waste Scotland, Scottish Government has published a number of pieces of research, including: <ul style="list-style-type: none"> ○ Public perceptions & concerns (2015) ○ Good practice to reduce waste crime (2015) ○ Recycle & Reward pilots report (2015) ○ Short survey of public attitudes and behaviours in relation to litter and flytipping (2016) ○ Evidence review of Flytipping behaviour (2017) • Zero Waste Scotland, developed a new litter monitoring system in partnership with local authorities, APSE, CoSLA, the Improvement Service and Keep Scotland Beautiful. This new system will provide: <ul style="list-style-type: none"> ○ Consistency in approach using the metrics outlined in CoPLAR across a large number and range of land managers in Scotland; ○ Objective methods of assigning cleanliness grades to areas using a count of items; ○ Collection of accurate information; ○ Useful data to inform planning and evaluation of litter prevention activities at both local and national levels. • Through their annual Great British Beach Clean, the Marine Conservation Society collected data items commonly littered on Scotland's beaches, helping to influence policy and legislation.

Flytipping

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>There are already strong enforcement disincentives for flytippers, including the recent increase in fixed penalties and new SEPA enforcement sanctions. Most of the actions in this strategy will have an impact on flytipping as well as litter.</p> <p>Furthermore, the current 'FlyMapper' pilot project aims to improve understanding of the nature, scale and geographical distribution of Flytipping incidents on public and private land.</p> <p>Flytipping is understood to be a deliberate act which may be motivated by the desire to avoid waste disposal or recycling costs. Action to improve our understanding of the factors which contribute to flytipping behaviour will allow us to bring forward further, better-informed, interventions in the future.</p>	<ul style="list-style-type: none"> • Research, including: Evidence review of Flytipping behaviour (2017) • Zero Waste Scotland and the National Bed Federation are working together on research aiming to drive up the reuse and recycling of mattress components, meaning that they will be less likely to be flytipped in the future • Zero Waste Scotland is a member of the Scottish Partnership Against Rural Crime along and leads on the strand focussing on Flytipping prevention. • Zero Waste Scotland, along with Police Scotland, Keep Scotland Beautiful and the Litter Managers' Network are currently reviewing Dumb Dumpers. • The new Littering Monitoring System allows landowners to record Flytipping, in order that a national picture can be developed to understand geographical and temporal patterns, and to inform prevention measures and partnership working. • New fixed penalty powers granted to SEPA in 2015 are used, in a targeted way, to tackle low-level noncompliance with waste legislation, including flytipping. • Scottish Government's consultation on proposals for a Circular Economy Bill⁴ included a provision for new powers to seize vehicles involved in waste crime, including flytipping. • Zero Waste Scotland has created a free toolkit to assist partners in developing interventions to help prevent Flytipping in their local area.

⁴ Unfortunately, due to the Covid-19 crisis, it was not possible to deliver all the legislation the Scottish Government had previously intended to deliver. As a result, it was confirmed that the Circular Economy Bill would not be introduced in the current Parliamentary Session.

Strengthen the Enforcement System

What the National Litter Strategy said	What's been delivered as a result of the strategy
<p>We want to build on our recent actions to boost the effectiveness of enforcement as a deterrent.</p> <p>We will look for a suitable opportunity to legislate to remove barriers to enforcement in littering from vehicles.</p> <p>Consultation on the strategy showed general support for further legislation, which we will discuss with key agencies including Police Scotland, Crown Office and Procurator Fiscal Service and local authorities:</p> <ul style="list-style-type: none"> • Waste carriers licensing and duty of care requirements. • Making it easier for the police to issue fixed penalties. • Making best use of Litter Control Areas and Street Litter Control Notices. • A mechanism for litter practitioners to intervene when printed material, such as flyers, creates litter problems. • Adjusting fixed penalty provisions to incentivise prompt payment. <p>We will continue to encourage organisations with enforcement powers to use them. We will also discuss with other public bodies whether they would benefit from having the power to issue fixed penalties for litter and flytipping.</p>	<ul style="list-style-type: none"> • Scottish Government continues to work with our enforcement partners to strengthen the deterrent effect of enforcement legislation. • New fixed penalty powers granted to SEPA in 2015 are used, in a targeted way, to tackle low-level noncompliance with waste legislation, including flytipping. • Scottish Government's consultation on proposals for a Circular Economy³ Bill), included: a new enabling power that would allow a fixed penalty notice to be issued to the registered keeper of a vehicle when a littering offence has been committed from that vehicle. This would both increase the deterrent effect and the options available to enforcement officers in tackling roadside littering.

Enforcement Staff Training

What the National Litter Strategy said	What's been delivered as a result of the strategy

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

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

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

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

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

- Scottish Government continue to encourage bodies with enforcement powers to use them.
- Zero Waste Scotland's [Litter Prevention Action Plans](#) support local authorities that wish to target enforcement in litter hotspots
- The [Effective Enforcement Checklist and videos](#) were compiled by Zero Waste Scotland in collaboration with Community Safety Glasgow to provide recommendations on the knowledge, training and competencies required for effective enforcement
- The Enforcement Sub-group of the Litter Managers' Network continues to meet regularly and includes Zero Waste Scotland and Keep Scotland Beautiful staff to help provide support.



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