



Got the Message Project [Wrigley]
Public Survey on Messages to Tackle Littering
Keep Wales Tidy 2017

Introduction

The aim of this project is to target new or hard to reach demographics in terms of the promotion and adoption of responsible behaviour in regard to littering. This is a place-based approach, taking into account specific populations and targeting persistent problems. Most social marketing interventions are monitored over a couple of weeks or are 'one-off's'. We aim to test this over a long time frame in order to evaluate how effective social 'nudges' can be over the long term. This is crucial to the sustainability of interventions and the affordability of future social marketing projects, particularly if they are to be rolled out at a local authority or national level. We hope that this will also help both Wrigley and Keep Wales Tidy to identify the most effective messaging for their products or campaigns.

The project has been split into two although both rely on the same principle. A street outside one school and one university in two areas will be monitored weekly over a period of at least 6 weeks. This will consist of two weeks of 'baseline' survey weekly monitoring (using a simplified Street Cleanliness Survey methodology) followed by the installation of the messaging and a further 6 weeks of monitoring.

The project covers three different types of messaging. Phase 1 has an enforcement focus, Phase 2 has a social focus and Phase 3 has an incentive focus.

This second element of the project focuses on public perceptions of littering messages and what they believe works to promote responsible behaviours. This report outlines the responses to the survey question and analyses how the results could be used for future messaging.

The Survey

The survey was very simple in order to attract more responses. 143 responses were completed via social media platforms via Survey Monkey and a further 118 were collected face to face in different locations across Wales by our staff and community volunteers.

With the exception of the standard questions relating to location, age range and gender, the survey comprised of 5 questions.

In accordance with the litter messaging used in the three phases of the Got The Message Project, we asked which of the three messages they thought would be the most effective anti-littering message. These were:

- This area is being monitored for litter. Throw it and you could be fined £75.
- 90% of people dispose of their litter responsibly.
- Litter wastes more than money. What could we do instead?

The second question was whether they could name any anti-litter campaigns that were particularly memorable or that they really liked, followed with whether they had any ideas of their own for anti-litter messaging.

Lastly, we asked respondents whether, generally speaking, they thought their community had got better or worse in terms of litter in the past 3 years and included a further section for comments on the subject.

We had 261 responses to the survey in total from across the whole of Wales (and some beyond!).

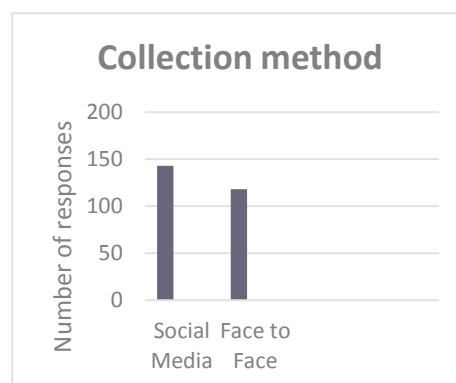
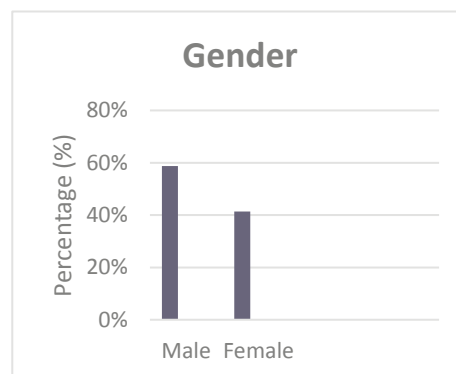
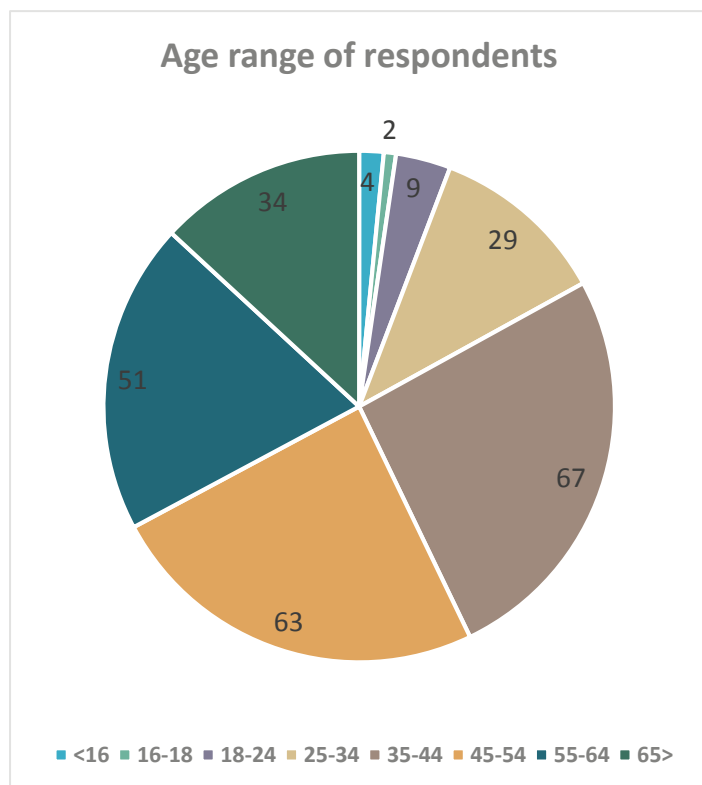
Results

We had survey respondents from across the country representing 20 of the 22 local authority areas in Wales. Less than 1% of respondents came from England. The highest level of responses came from

Cardiff, Neath Port Talbot, Torfaen, Gwynedd and Rhondda Cynon Taf, giving a significant diversity of rural and urban locations and socio-economic areas.

The age range of respondents was also varied. A quarter of responses came from those in the 35-44 age group and a much smaller response (around 6%) from those aged 24 or under.

Gender was also relatively evenly distributed with 58% being female respondents and the remaining ones male.



Messaging and campaigns

A surprisingly large number, representing 68% of respondents, indicated that they believed the enforcement message would be the most effective. 18% thought that the 'social norm' message would be the most effective and 14% indicated the incentive message.



This was almost the opposite of what we found in our messaging trials where the enforcement message showed no effect.

An overwhelming amount of respondents indicated that they couldn't name or remember any particular anti-littering campaigns at all.

86 responses expressly said 'no' or 'none' and a further 73 left this question blank. Most frequently cited was the Keep Britain Tidy television adverts which were broadcast in the 1970's - 1980's (we also included any mention of the 'Wombles' in this category). Many others simply put 'Keep Wales Tidy'. A couple of dog fouling campaigns were mentioned, particularly the 'Bag it, Bin it' slogan used by the Dog's Trust and more recently, Keep Wales Tidy in their 'pawprints to bins' social marketing experiment undertaken in 2015.

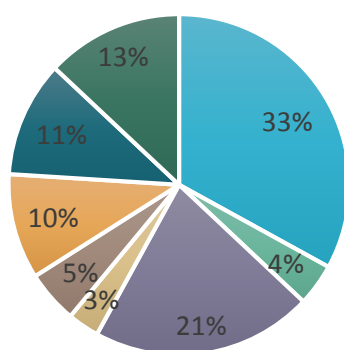
A few cited the 'Tidy Man' logo and the two-minute beach cleans and there were also a few responses which specifically mentioned the chewing gum 'Bin it' campaign.

Given the amount of money and media attention normally given to anti-litter campaigns, it is surprising that so few campaigns were considered good or memorable. A few respondents when mentioning the television advert, indicated that perhaps it was 'because they were a child that it stuck in their mind'. This is, however, hard to verify even through an age analysis of the results as the last broadcast Public Information Film by Keep Britain Tidy was in 1975.

We split the result of this question into 8 categories:

- **Television** – This includes those who mentioned the Keep Britain Tidy campaign on television, the Wombles or any public information broadcast adverts.
- **Keep Wales Tidy** – Those who simply put 'Keep Wales Tidy'.
- **Beach cleans**
- **Dog fouling** – Any dog fouling campaigns but largely referencing the 'Bag it and Bin it' message.
- **Love Where You Live** – Includes any reference to 'Love Where You Live' campaigns, e.g. Cardiff and any localised efforts such as 'Keep Roath Tidy'.
- **Bin It** – Chewing gum campaign.
- **Tidy Man logo**
- **Uncategorised** – These responses were varied and had no common theme, many examples were cited from Europe and others mentioned some signs they had seen or documentaries they had watched.

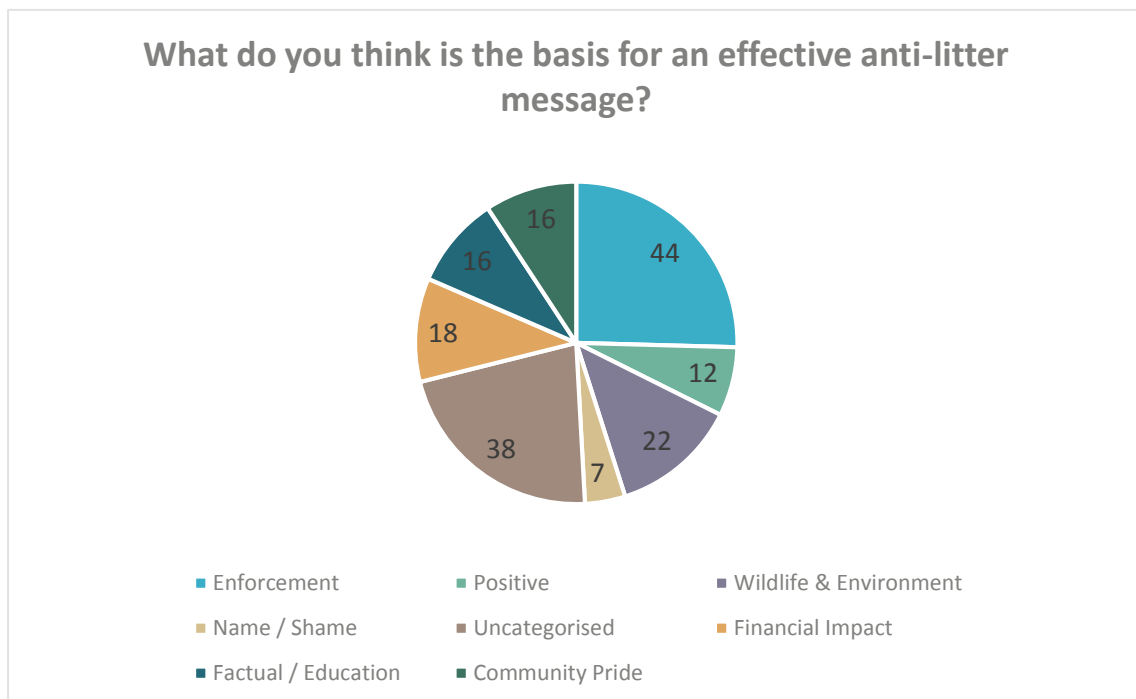
Can you name any anti-litter campaigns that are particularly memorable or that you really liked?



- Uncategorised
- Bin It
- KBT / TV
- Tidy Man
- Beach Clean
- Dog fouling
- Love where you live
- Keep Wales Tidy

We asked respondents if they had any ideas for any signs or interventions to promote the anti-littering message. There was a huge variety of responses, from the repetition of campaigns that they indicated above (such as 'Bin It'), to humorous and clever suggestions. Of the 183 respondents to this question, the responses have been categorised to enable a general breakdown of the results, although it should be noted that the result within these categories also vary significantly.

- **Positive** – Respondents who wanted to underline that whatever messaging was used, it should be positive. 'Appeal to people's better nature' was a phrase which came up several times this category also includes ideas to 'reward' people for good/improved recycling behaviours.
- **Enforcement** – Respondents calling for more enforcement and fines, of note is the call for police and PCSOs get more involved in issuing fines.
- **Wildlife and environment** – Respondents who indicated that the impact on the environment and particularly on wildlife is the most powerful message that we can use.
- **Factual and educational** – Those who indicated that there is a great deal more to be done in/with schools but also those who recommended that facts, statistic and information were vital communication tools.
- **Community pride and engagement** – Respondents who indicated that community engagement should be the main focus, many citing 'Love where you live' style campaigns.
- **Name and shame** – Capturing offenders on CCTV and publishing the act on social media to cause embarrassment.
- **Financial cost of litter** – Respondents who indicated that the cost of cleansing or other economic costs of litter on communities - such as house prices - needs to be highlighted.
- **Uncategorised** – Other responses which could not be categorised into the above, including infrastructure (e.g. bins), many specific ideas for messages or celebrity focused campaigns and visual descriptions of posters.



Comments and Ideas

Here are a selection of some of the comments and ideas which arose from the questions about effective anti-litter messaging. The comments are copied here verbatim.

Can you name any anti-litter campaigns that are particularly memorable or that you really liked?

"The hedgehog image with the plastic can holder stuck on it. Also the marine ones where animals are trapped in things. Fox with a tin can on it's nose - all ones that make me sad"

"Countryside code"

"Keep Britain Tidy when I was a child"

"Keep Britain Tidy . Maybe because I was young ,it stuck in my mind"

"Crimestoppers"

"Wombles"

"The bin man logo"

"Cadwch Gymru'n Daclus (Keep Wales Tidy)"

"Can only remember chewing gum one - bin it"

"Bag it and bin it"

"The ad from the mid 90's listing people's most common excuses, such as "it gives people jobs", still sticks in my mind after 20 years. Shows the weakness and redundancy of reasons for dropping litter"

"A video on social media where a car driver dumps stuff (fast food packaging?) out of the window. A motorcyclist picks it up, catches the car and bungs it back thru the window"

"Giving my age away.... I remember one many years ago, on tv, (which sticks in my mind). It showed streets absolutely covered in litter, and featured Harry Secombe"

"Visited Spain earlier in the year, no litter on the roads and plenty of signs in lots of different languages, thanking people for not throwing litter"

"#2MinuteBeachClean"

"No....anti-litter campaigns need to be more high profile. Haven't seen anything on TV for ages that I can remember"

"Pick up three, wherever you are pick up three bits of litter. If we all did this, it would help. We need to encourage litter pickers and shame the litter droppers"

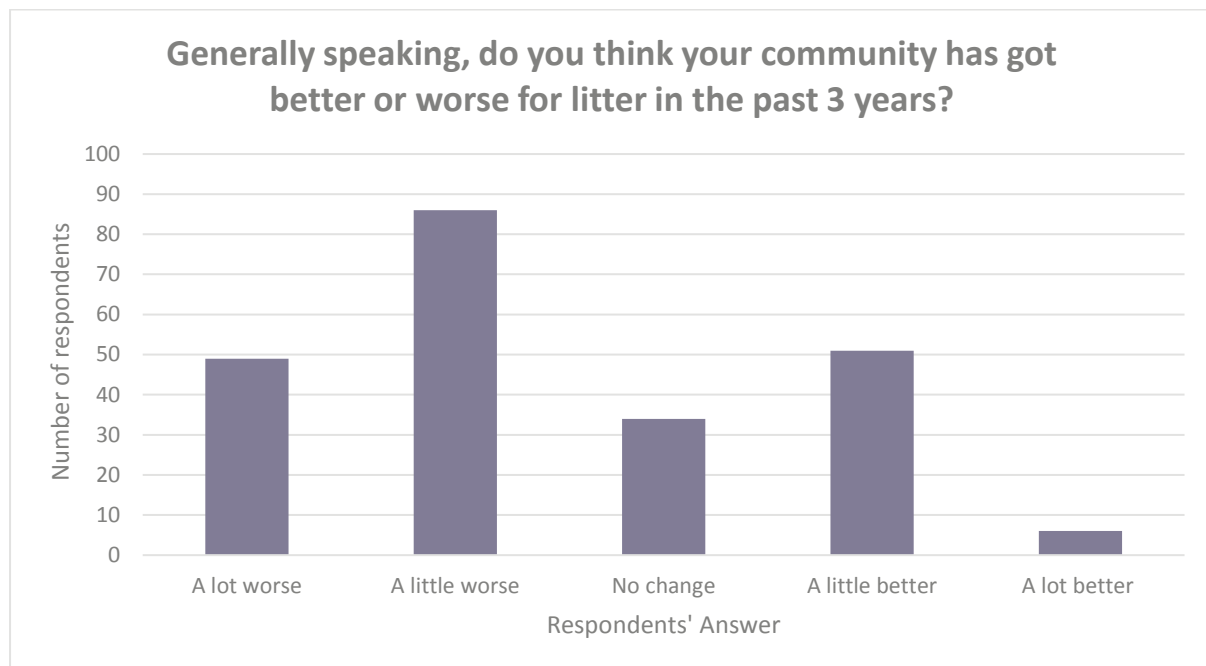
"Can't think of any really. Cardiff recently did something called Love Where You Live which I think had a litter element"

"Cardiff love where you live - promising and a good start but would benefit from much more promotion"

Do you have any ideas for what you think would be an effective anti-litter message?

<i>"The impact on the environment. Like the plastic whale..."</i>		
<i>"Photograph of an idyllic country cottage in summer surrounded by flowers. Photo of same cottage in winter and knee-deep in litter; caption "Seen better days"</i>		
<i>"Fine those who litter. Reward those who pick it up"</i>	<i>"Ones that show pollution, animals caught or trapped in discarded litter"</i>	<i>"Definitely need more bins"</i>
<i>"I just think that threatening won't work, any campaign needs to appeal to people's better nature. Maybe use kids picking up rubbish, setting a good example to adults"</i>		
<i>"The cost of litter to the council/government and what we could spend the money on if the rubbish wasn't there!"</i>		
<i>"Need to appeal to people's better nature rather than threaten them"</i>	<i>"Rewards for recycling e.g. deposit return scheme for coke bottles"</i>	<i>"Putting information on local buses - GP surgeries"</i>
<i>"Before and after pics. Positive messages are a MUST don't keep threatening fines!"</i>		<i>"Bigger fines"</i>
<i>"Really likes the coastal "leave nothing but footprints"</i>	<i>"I think giving people facts and figures on what littering costs and what it could be used for"</i>	
<i>"Increased enforcement and name and shame offenders"</i>	<i>"I think pictures speak louder than words"</i>	<i>"Police will be able to fine you for dropping litter"</i>
<i>"A short video of celebrities picking up litter and giving it back to the people who dropped it"</i>	<i>"Public shaming, with posters showing those found guilty"</i>	<i>"Higher fines"</i>
<i>"Cadw i rannu'r neges a pheidio meddwl bod y frwydr wedi'i hennill" [Keep sharing the message and not thinking that the battle has been won]</i>		
<i>"Show examples of what we do with recycled waste. Also show examples of the damage and impact litter has on the environment and wildlife. And finally celebrate the successes more. Show people that Wales is a leader in recycling and get everybody to join the journey"</i>		
<i>"Some sort of message that talks about having pride in where you live"</i>	<i>"Farm animals and wild animals roam freely here. Your dropped litter can kill them"</i>	
<i>"There's a bin over there, put your rubbish in it"</i>		
<i>"How much the cost of litter is to local areas and what it could have been spent on instead"</i>	<i>"People respond better to positive messages, thank you for... or Proud to be a litter free zone, thank you for taking your litter home"</i>	
<i>"A message is pretty irrelevant if not backed up with education on all levels. Schools, businesses etc need to get on board. We also need more civic pride with publicity and strong marketing to push this. Perhaps bi-annual competitions for tidiest neighbourhood with media outlets covering this"</i>		
<i>"I think it is about instilling civic pride, rather than scaring people with fines or the weaker nudge messages (ie the one re the 90% message)"</i>		

Is your community getting cleaner...?



We asked respondents whether they thought that their community, generally speaking, had got better or worse for litter in the past 3 years. The results are shown in the graph below. Although it is necessary to underline the fact that this question is purely subjective, it is interesting to note that this does not correlate with Keep Wales Tidy's annual Street Cleanliness Survey scores, which has shown general improvement since the baseline survey in 2007-8. This may be indicative that people's awareness is increasing and, potentially because their expectations of the cleanliness and quality of their local environment are also increasing.

General Comments

In the survey, we allowed a space for general comments on the subject of the survey. Many used this to voice their particular concerns for their area rather than comments in regard to messaging in particular. There was a general theme of 'getting better but more could be done' from many respondents and many more indicating the perceived link between improved recycling participation and improved litter levels. Further themes included a perceived increase in fly-tipping in their area and calls for more responsibility from producers, particularly in regard to food packaging.

Below are a selection of the 171 general comments received in the survey, both from face to face and social media. Comments are verbatim.

<i>"People are more aware but more needs to be done to improve awareness"</i>		
<i>"Litter on the whole not bad - dog waste is disgraceful"</i>	<i>"Declining standards. Schools needs to educate more on rubbish take home etc"</i>	
<i>"Recycle Recycle Recycle"</i>	<i>"Recycling, more returnable bottles, less plastic"</i>	
<i>"Too much packaging, no deposits for anything"</i>	<i>"Fly-tipping is an increasing problem in the countryside"</i>	<i>"More litter "wardens" required"</i>
<i>"Too many young people drop litter. More education more responsibility from fast food outlets, less packaging & more enforcement"</i>		
<i>"Stayed the same recently but better than 40 years ago"</i>	<i>"Generally the area kept clean by council authorities"</i>	<i>"There seems to be more litter in out of the way places"</i>
<i>"Very scruffy in bus station. Charging for plastic bags has helped. Don't see street cleaners anymore need more!"</i>		
<i>"I'd like to see posters in residential areas. We need to change litter culture by raising profile of issue and making littering unacceptable. Means residents and businesses being more involved and not seeing the clear up as the council's job only"</i>		
<i>"Only lived here since last September. Cathays is full of litter. Should do things to target students - tell them not to litter. No one knows rules on when to put bins out. Needs reminders and booklet for students on how and when to dispose of rubbish correctly. Wrong day means seagulls rip bags open causing littering"</i>	<i>"Better 'even though less council workers'. Bins overflowing on the high street"</i>	
<i>"As a result of our efforts. I do believe people are becoming more aware and more responsible but we have a long way to go before we attain the standards of Singapore!"</i>		
<i>"Fly tipping is a scourge that needs to be addressed immediately and to expect landowners to pay for its removal is almost as criminal as the action of fly tipping itself. Exorbitant fines and prison sentences will help deter as well as providing affordable waste centres for current perpetrators to legally dump their waste"</i>		
<i>"In addition to the fly tipping people seem to think that it is acceptable to throw litter out of their vehicles. So sad"</i>	<i>"Keep Wales tidy do great work in communities and deserve a lot of credit"</i>	
<i>"Shop owners (inc small local shops) should be responsible for clearing litter nearby"</i>		
<i>"75 pounds is not enough of a fine! One thousand pounds, same as dog poo fine? Companies with their name found on litter should pay fines too. Or a litter tax"</i>		
<i>"How can we get Mac Donalds and the snack food industry like to take more responsibility for spreading an anti-litter message to their customers. Living close to Brecon Beacons National Park and as a regular user of said park, I am disheartened by the amount of Macdonalds rubbish being carried at least 10 miles from the nearest outlet and being dropped on mountains and beauty spots along with cans/plastic drink bottles, etc. How can they play a greater part. The message should be is litter is everyones job"</i>		

Conclusion

There are a number of things which we have learned from this survey which, we feel represents a significantly diverse range of views, ideas and demographics. Although the respondents via social media may represent those who are already engaged in litter issues, 45% of respondents were randomly selected members of the public, collected by our community officers and litter champions in a number of authorities across Wales.

Although many people preferred the enforcement message out of the three options, in our trial in Phase 1 of the 'Got the Message' Project, we found this message to be ineffective. This may indicate that we have a 'saturation' of enforcement messages and they have become ineffective unless they are backed up with visible enforcement options. The enforcement message, unlike the other two options, may imply action (whether present or not) and this may also have contributed to the preference for this message.

The themes from respondent answers on effective messaging included calls for more or improved enforcement and higher fines, although in practice, we are aware that there are a number of issues in going down this route for local authorities, most notably the issue of resources. Keep Wales Tidy has developed a position on enforcement practice to try and address these issues and this has been included as an appendix to this report. However, it is worth noting that the number of FPN's issued for litter has increased significantly in recent years and it may be worth considering highlighting this for future enforcement focused messaging.

Many advocated that the answer to effective anti-litter messaging should highlight the consequences of litter on wildlife and a repeated message of having pride in your local community. A surprising number of respondents wanted to see more positive messaging for litter and less 'threats'.

A significant finding of this survey was the number of respondents who could not name a memorable campaign, and the majority that did indicated items on television which had not been aired for decades. There may be lessons to be learned here in regard to the short term nature of many campaigns - whether by local authorities or elsewhere.

Notable memorable campaigns generally involved short messaging for specific issues, for example, 'Bin It' (chewing gum), 'Bag it, Bin it' (dog fouling) and the 2-minute beach clean. The simplicity of these messages should be noted for further campaigns.

Another theme for respondents' memorable campaigns were the more generic but broad, positive 'Love Where You Live' or 'Keep Wales Tidy' type campaigns or locally focused messages of the same type. This potentially demonstrates a desire from communities to increase pride more locally as a way of engaging on a broad range of issues in which litter is part of a wider consideration for local behaviour. The positivity of this message, and the fact that it is broader than litter (but still recognised as such) may mean that it has engaged more people than some of the specific issues mentioned above.

Lastly, it is sad to note that very few respondents indicated that their area had become cleaner in the last 3 years, although this does not correlate with Keep Wales Tidy's Street Cleanliness Surveys (which indicate an overall improvement over the past decade). This may also be a positive result as it may indicate an increase in expectations as streets have improved. However, it is also worth noting that in the general comments, many respondents mentioned fly-tipping and rural or 'out of the way' areas specifically getting worse, things which are not captured by our surveys and areas which local authorities may not clean as regularly as streets.

As a result of this report, we will be sharing the learning and insights with local authorities and other partners so that we can build on this for future campaigns and messaging. The ideal mixture appears to be short, positive messaging which is highly visual, explains the consequences of litter on wildlife

or the wider environment, includes a call to action and can be translated to a local context as well as to a wider audience.

From this report, Keep Wales Tidy suggests that:

1. Authorities avoid enforcement messaging unless it is in an area which is backed up by visible enforcement on a regular basis (i.e. CCTV or visible enforcement officers).
2. Simple messages which appear to have struck a chord for people on specific issues continue to be used, most notably 'Bin it' (chewing Gum) and 'Bag it, Bin it' (dog fouling) and 2-minute beach clean.
3. Different litter is motivated by different users and it should not be assumed that what may work for chewing gum, for example, will also work for litter from vehicles¹. There is however, a commonality in the above examples in that the message is not only very short but is also a call to action. Messaging like this could be developed for other specific persistent litter problems such as plastic bottles ('Please recycle me!'), cigarettes ('Stub it, Bin it'), fast food packaging ('Take me home') etc.
4. Funding for new campaigns should include an element of monitoring or perception work to attempt to gauge public support and understanding. A mid-way point for campaigns should indicate the receptivity of a campaign and if it is successful, the campaign or message should be considered for a longer term, possibly becoming a part of the local authority (or other organisation) fabric so as to create memorable and effective campaigns.
5. For local authorities, Business Improvement Districts and town councils in particular, positive campaigns that instil pride in local areas and that combine many elements, are ideal for wider engagement and a broader approach to messaging. Love Where You Live by Cardiff Council is a prime example of such a campaign.²
6. Consideration should be given to raising funds for a high level (and preferably long term) visual campaigns which can reach a national audience. This can be done either through a high level social media campaign or television advert which is championed by relevant celebrities. Alternatively, the Wombles could be brought back.
7. Sharing best practice for messaging as well as what does not appear to work will be critical to increasing awareness and developing a cohesive approach to tackling litter at all levels, whether between local government, industry or community organisations.

¹ Keep Wales Tidy is developing a messaging trial for this issue in late 2017, combined with elements of 'traffic psychology' with the support of Bath University.

² Keep Cardiff Tidy – Love Where You Live: <http://www.keepcardifftidy.com/love-where-you-live/>. Cardiff Council has launched a city-wide campaign to clean up streets and neighbourhoods with a focus on community action. The campaign has 5 key elements: Community Action, Neighbourhood Cleaning, Zero Tolerance Approach to Littering, Raising Recycling Awareness and Student Education.

Appendix 1

Keep Wales Tidy position on enforcement (2017)

Keep Wales Tidy is an independent charity with a mission is to encourage local action to protect and enhance our environment, contributing towards a sustainable future. We deliver:

- Programmes which improve the quality and sustainability of the environment
- Advice and technical expertise to Government and partners
- A means of translating strategic policy into effective local action
- Campaigns on a range of environmental issues

Keep Wales Tidy operates at international, national, regional and local levels. We aim to influence behaviour change through policy development and campaigns, environmental education and community engagement.

Keep Wales Tidy reaches in to the heart of communities throughout Wales. We deliver programmes which are specifically tailored to support the people of Wales and improve the quality and sustainability of the environment in which we live and work. The local environment is central to our wellbeing and has implications for everything from our health, through to our economy and our cultural values.

We have developed a holistic approach to Local Environmental Quality which is based on prevention, behavioural insights, collaboration and partnership. Part of this approach includes the application of enforcement powers but we know from our experience in communities and our work with frontline enforcement staff across Wales, that enforcement cannot work in isolation and must be part of a wider engagement and prevention strategy. This is particularly relevant in a time of significant cuts to local authority budgets.

Many local authorities have preventative strategies in place although many of these tend to focus on top-down carrot and/or stick approaches. For example, programmes typically inform people of the impact of their behaviour on the environment, or try and incentivise or dis-incentivise behaviours through things such as points-based rewards schemes for recycling or fines/enforcement for anti-social behaviours.

Enforcement in particular appears to remain a popular strategy to prevent behaviours. The Association for Public Service Excellence's 2015 State of the Market surveyⁱ found that *'56% of respondents thought that there will be an increase in enforcement/notices issued in the next 2-3 years' and 'felt that enforcement has become more publicly and politically acceptable in recent years'*. Furthermore, it is assumed by councillors to be an effective way of changing behaviour and a popular way of demonstrating that they are taking a 'strong stance' on tackling an issue.ⁱⁱ As one council officer mentioned in relation to dog fouling, *"for the past six months it has been a very high priority, we've had a lot of councillor complaints and input, and there is a pressure to 'do something about dog fouling' and particularly to do more enforcement."*ⁱⁱⁱ

However, strategies such as this are not always the most effective, let alone cost-effective, way of bringing about sustained change for many behaviours, especially when used alone.^{iv}

Research suggests that there is no direct correlation between increased enforcement and happier, or cleaner, communities.^v Therefore, when applying enforcement to Local Environmental Quality issues, it is important to review the purpose of enforcement and to design 'intelligent' enforcement strategies which specifically address local issues for the purpose of behaviour change. This is not just so that enforcement remains focused and effective but also serves to support the work of frontline enforcement staff, many of whom have dual roles either in education, engagement or broader environmental health portfolios. It should be noted that this document refers to littering and dog fouling enforcement procedures only, not fly-tipping (which we cover separately).

Keep Wales Tidy believes that the purpose of enforcement should be to:

- Deter potential offenders
- Punish offenders
- To raise awareness that a particular action is unlawful
- To address, along with other strategies, persistent Local Environmental Quality issues for which other interventions have had a limited effect
- To promote positive behaviour change in the long term

It should be noted that issuing a large (or increasing) number of Fixed Penalty Notices (FPNs) does not mean that enforcement has 'succeeded' as the crime is still taking place. If any intervention (i.e. not just enforcement) is to be considered as successful, the number of instances should decrease over time.

For this reason, we believe that it is critical that enforcement strategies should be reviewed on a regular basis so that they can adapt to the problem particular to that area, rather than the general approach taken currently, which focuses on the most densely populated area. One way to better target enforcement resources could be through the identification of persistent issues or problem areas through Street Cleanliness Surveys (LEAMS) data or through other forms of local knowledge, so that enforcement practice becomes intelligence led.

Using private contracts to issue FPNs for dog fouling and/or littering has attracted media attention and controversy in recent years. Enforcement staff have reported advantages and disadvantages of both private and public enforcement and this issue should be considered carefully by local authorities and in close consultation with relevant frontline staff who have the experience, knowledge and skills required to deliver this effectively 'on the ground'. Any enforcement decision or strategy should also consider the potential for unintended consequences and the inadvertent creation of structural barriers which dis-incentivise prevention. For example: outsourcing of contracts meant that some contractors "*have no incentive to decrease demand or innovate*".^{vi} Similarly, given the delineation of officer roles very much linked to particular sorts of activities, for example 'enforcement officers' and 'education officers', there is often not an incentive for these officers to focus on more holistic preventative strategies which are outside their specified roles or outputs.^{vii}

Ideally, private contractors used for enforcement for these issues would be trained in engagement and conflict management amongst the many other skills which would normally be present in a local authority team.

Input from our officers on the ground has suggested that there may still be a lack of awareness of the issues involved and recommend a 'soft approach with an education focus carried out by local authority (or appropriately trained staff) to engage in the short term'. PCSOs could have a more active role in delivering this as it fits with their role and they also have the enforcement powers.

Enforcement, whether delivered through the public or private sector, requires resources and skilled staff, legal resources and court time and administration to see that the process is concluded. It is not a practice which will raise significant funds and enforcement as a means of revenue is unlikely to succeed or be sustainable in the long term. Furthermore, a survey on FPNs by Keep Wales Tidy in 2015 revealed that the many agencies which have the power to enforce environmental crime rarely do in practice. This includes PCSOs who are often in the communities where Local Environmental Quality issues are more of a problem. We believe that greater engagement with the police across Wales on the impact of environmental crime will support enforcement and engagement efforts and serve to raise awareness in hard to reach communities. Training magistrates on the impact of environmental crime has also been identified by enforcement staff as a requirement going forward so that court processes take this into account when setting fine levels.

This relates to the view that fines for environmental crime are actually too low and renders some enforcement efforts ineffective as FPNs should be much higher to reflect the impact of the crime

and the cost of clearance to the public purse. Across the world, where the legislation allows, fines for littering range from £50 in some regions of the UK to an equivalent of around £1120 in Singapore. In the US, their fines vary depending on the number of convictions and often include some element of community service on the second conviction. In some states, this can lead to up to 6 months imprisonment.

With the caveat that all efforts should aim to raise awareness and to engage, particularly in the most deprived communities, in the long term, consideration could be given for raising the cost of FPNs and/or other penalties to truly reflect the cost to society. However, this should not be seen as an avenue for increasing income or instead of continued education efforts.

The power of communities to 'self-police' irresponsible behaviours should also not be underestimated. Effective engagement which promotes the 'social norm' and captures the power of 'peer pressure' may be a long term strategy but is likely to be an effective one.

Ultimately, Keep Wales Tidy believes that if enforcement is to work to tackle litter and dog fouling, it needs to be part of a wider strategy for prevention and behaviour change and must be done 'smarter' and in a more targeted way in order to maximise the effectiveness of the deterrent. Rural areas provide a challenge for enforcement and present different issues to those in urban authorities. Here, perhaps the most effective way of utilising enforcement resources could be to focus on tackling/investigating fly-tipping, FPN's on through roads or a flexible resource which is strategically aimed to tackle specific items (perhaps according to LEAMS data). Each authority should weigh up the challenges specific to their area and develop solutions accordingly.

By analysing public complaints or mapping Street Cleanliness Survey (LEAMS) data, it is possible for local authorities to identify problem areas or issues in their region. This may not be the town and city centres but could be fringe regions or industrial estates, parks or out of town shopping areas. In order to make a real difference, efforts should be focused on these problem areas and reviewed regularly to ensure that the problem hasn't moved – in which case, enforcement should 'follow any persistent problem until the problem no longer persists'.

ⁱ APSE, 2015, 'State of the Market Report – Local Authority Parks & Green Space Services': <http://apse.org.uk/apse/index.cfm/members-area/briefings/2015/15-28-local-authority-parks-and-green-space-services-state-of-the-market-survey-report-2015/>

ⁱⁱ APSE, 2017, 'Park Life: Street Life: Managing demand in the public realm' [http://www.apse.org.uk/apse/assets/File/Documents/Park%20Life%20\(web\).pdf](http://www.apse.org.uk/apse/assets/File/Documents/Park%20Life%20(web).pdf)

ⁱⁱⁱ APSE, 2017, *Ibid*

^{iv} Ipsos Mori (2011) 'The Effectiveness of Enforcement on Behaviour Change' <https://www.ipsos-mori.com/Assets/Docs/Publications/sri-manchestereffectiveness-of-enforcement-kbt-2011.pdf>

^v Ipsos Mori (2011), *Ibid*

^{vi} APSE, 2017, *Ibid*

^{vii} APSE, 2017, *Ibid*