

Vehicle Litter Research Report - 2009

The logo for Keep Britain Tidy, featuring the text 'KEEP BRITAIN TIDY' in white and yellow on a green circular background.

KEEP
BRITAIN
TIDY

About Keep Britain Tidy

Keep Britain Tidy is an environmental charity working to achieve cleaner, greener places for everyone. We campaign in England against litter and neglect, providing advice and leading others by inspiring practical action and better policy. With our origins in the 1950s anti-litter campaigns, we now focus on the range of issues affecting where people live including fly-tipping, fly-posting, graffiti, antisocial behaviour and abandoned vehicles. We run programmes such as Eco-Schools, Blue Flag and Quality Coast Awards for beaches, and the Green Flag for parks to demonstrate practical action. We are part funded through Government and other income is secured through training, consultancy and sponsorship. For more information on how you can make a change visit www.keepbritaintidy.org.

Market Research Team

May 2009

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For further information on the work of Keep Britain Tidy, please contact us at:

Keep Britain Tidy

Elizabeth House

The Pier

Wigan

WN3 4EX

Tel: 01942 612621

Fax: 01942 824778

www.keepbritaintidy.org

Contents

Executive Summary	4
Introduction	8
Background	8
Aims and objectives	8
Methodology	12
Re-analysis of data from Keep Britain Tidy's Litter Segmentation Research 2006	12
Mosaic profiling of litter segments	12
Mini focus groups with vehicle litterers	13
Questionnaire with vehicle litterers	14
Local authority e-survey	14
Omnibus survey	15
Commercial drivers e-survey	15
Mini focus groups with HGV drivers	15
Results	16
Who and how many people vehicle litter?	16
How often do people litter out of their vehicles?	18
What is littered out of vehicles?	19
Situations people are most likely to litter out of their vehicles	20
Commercial drivers	26
Local authority opinion	37
Public opinion on who should be held responsible for vehicle littering	46
	53
Conclusions	54
Contact Information	60
Appendices	
Appendix 1: Anti-vehicle litter campaign poster	61
Appendix 2: Vehicle litterer questionnaire	62
Appendix 3: Local authority e-survey	69
Appendix 4: Commercial driver e-survey	73
Appendix 5: Mosaic groups profile	77
Appendix 6: HGV driver mini focus groups discussions summary	83
Appendix 7: Local authority comments – summary	89

Executive Summary

Introduction

Keep Britain Tidy has run a number of anti-vehicle litter campaigns over the past ten years which have proven successful in reaching the target audience and reducing the amount of litter dropped from cars in certain locations. Despite this, vehicle littering has continued to be a problem and in recent months the issue has received high profile media and political attention. This sits alongside the known difficulties reported by many local authority enforcement officers when trying to track down vehicle litterers and issue them with the appropriate Fixed Penalty Notice (FPN).

In light of the current debates over vehicle littering, Keep Britain Tidy will be running a campaign against vehicle littering in summer 2009 and this research will inform the design of that campaign and will hopefully provide insight into the wider issues which may affect policy decisions in the coming months.

Research objectives and methodology

The aim of the research was to gain a better understanding of vehicle littering as an issue, in particular who is doing it, how often, where and what they are littering and potential solutions and deterrents. One additional objective was to look specifically at the littering habits and attitudes of commercial drivers as they are a group who typically spend a lot of time driving.

The subsequent methodology took a multi-pronged approach; looking at previous research conducted by Keep Britain Tidy and utilising a mixture of quantitative and qualitative methodologies. These included online and / or on-street surveys with members of the public, vehicle litterers, commercial drivers and local authority employees and focus groups with members of the public and commercial drivers who admitted to vehicle littering.

Key findings

Who vehicle litterers and how often do they do it?

- Data from the Litter Segmentation Research (2006) shows that 14% of the general public admitted to littering from a car (whether parked or moving) in the past six months. However, data from the most recent survey amongst the

general public¹ has shown that 20% admitted to littering out of vehicle in the past six months.

- Vehicle litterers share some common characteristics; more likely to be male, a smoker, aged between 18-34 years, read the Sun / Star and lads magazines, watch / play sport and enjoy going to clubs / pubs / bars and are over represented in the Mosaic groups Welfare Borderline, Blue Collar Enterprise and Municipal Dependency.
- Smoking has a significant relationship with vehicle littering; smokers were overrepresented within vehicle litterers, almost all vehicle litterers who smoke threw their cigarettes out of their vehicle, and had a higher tendency to throw other items of litter out of their vehicles than non-smoking vehicle litterers.
- Commercial drivers – Heavy Goods Vehicle (HGV) drivers appeared to be more frequent vehicle litterers than members of the public when compared to figures from the Litter Segmentation Research (2006); 22% of HGV drivers admitted to littering out of their vehicle in the past six months, compared to 14% of the general public. However, when looking findings from our most recent survey amongst the general public² which found that 20% admitted to littering out of their vehicles in the past six months, it appears that commercial drivers are no more frequent or prolific vehicle litterers than members of the public.
- 35% of the members of the public who vehicle litter and 36% of commercial drivers who vehicle litter had done so 'today' i.e. the day of the survey.

Situations people are most likely to litter out of their vehicles

- Type of litter: the items most commonly littered out of vehicles included those which were generally smaller and smellier / messier, e.g. cigarettes, chewing gum, small pieces of paper, food and drink.
- Anonymity: whether the vehicle litterer thought they could be seen by others or not played a crucial role in their vehicle littering behaviour. Many vehicle litterers admitted to littering out of the vehicles more often in situations when anonymity was increased such as when in a moving vehicle as opposed to a stationary vehicle.
- Type of road: more vehicle litterers admitted to littering out of their vehicles in residential areas than on motorways / dual carriage ways, however the

¹ The Word on our Street (2009) - due to be released later this year

² Ibid.

majority said that they were not residential areas in their own neighbourhoods.

- Having a passenger: whether an individual littered out of their vehicle when they had a passenger with them or not seemed to be influenced by who the passenger was. Passengers considered as more 'respectable' company e.g. parents and employers, were more likely to inhibit their vehicle littering behaviour than their peers e.g. friends of a similar attitude.
- HGV drivers reported some unique factors that appeared to contribute towards their vehicle littering behaviour. These included the length of time spent in their vehicles on a typical working day (resulting in them eating many meals in their cabs and acquiring lots of food related rubbish), the desire to get their shift finished as quickly as possible (minimising the number of stops they made) and laws declaring their vehicle as a place of work making it illegal for them to smoke (or leave evidence of smoking) inside the cab.

Solutions

- The concept of a vehicle litter bag was well received however the findings suggest that vehicle litterers would not be willing to pay for one.
- Some vehicle litterers admitted to keeping a carrier bag in their vehicle for some items of litter, but not for the most commonly littered items (the smellier and messier items). Therefore, it was considered unlikely that a vehicle litter bag would significantly reduce the amount of litter thrown out of vehicles.
- The lack of available and usable bins in lay bys was highlighted as a significant reason why some commercial drivers litter out of their vehicles as opposed to disposing of their litter correctly. Consequently, it is suggested that the strategic placement of bins should include lay bys and sufficient services need to be in place to ensure they are emptied regularly.

Deterrents and punishments

- It was revealed that any concept of a deterrent must be considered by the offender to be a reasonably likely outcome of committing the offence of vehicle littering.
- Likewise, awareness of the penalties and examples of people being caught and punished for littering out of vehicles was revealed to be a crucial factor for vehicle litterers to reconsider their behaviour.

- Local authority employees commented that they have a preference for a change in the current legislative system to make the registered owner of the vehicle legally liable for any littering offences and for it to be a legal requirement of the registered owner of the vehicle to identify who the offender was.
- Consultation with the general public confirmed that they were largely in agreement that that it should be the legal responsibility of the vehicle owner to ensure nobody litters out of the vehicle.

Introduction

Background

In 2001, Keep Britain Tidy conducted an anti-car littering campaign called 'Have you dropped one' to try encourage people not to throw litter out of their cars. Despite the success of the campaign, the Local Environmental Quality Survey of England (LEQSE) carried out by Keep Britain Tidy showed that car litter continued to be a problem, and research carried out by Keep Britain Tidy following the campaign echoed this.

In 2003, Keep Britain Tidy launched another car litter campaign to target individuals who had been identified as the most likely to litter from their cars in the Litter Segmentation Research (2001) which was repeated in 2006, i.e. 'Life's too short' segment: those who tended to be younger, drove more sporty cars and dropped their litter carelessly without thinking about the consequences. Using this knowledge posters were displayed in service station washrooms, and a radio advert was aired to try to reach the target audience at times when they were most likely to litter from their cars. The campaign again, proved to be successful in conveying its message to the target audience and in reducing the amount of litter dropped on service station slip roads.

However, six years later littering from vehicles continues to be seen as a significant problem and not just by Keep Britain Tidy but also by other organisations such as the Highways Agency. Information on the Highways Agency website reveals that:

- Along a six mile stretch of the M3 motorway near London (between Junctions 1 and 2), 189 refuse bags of litter were collected in one night during planned maintenance work. This was around a tonne of rubbish.
- On 34 miles of the M1 between junction 24 and junction 30 in the East Midlands, roughly 2500 refuse bags of litter are collected each year.
- In the North West, in the first six months of 2008, just over 32,100 refuse bags of rubbish were collected from Highways Agency roads.

In August 2008 the Highways Agency launched their own anti-car litter campaign - 'Bag it! Bin it!' - to try to encourage drivers to put their rubbish in a bag and dispose of it properly rather than throwing it out of their vehicles or leaving it in a lay-by.

Simultaneously, the issue has started to receive both political and media attention with help from author Bill Bryson. As president of the Campaign for the Protection of Rural England (CPRE), Bryson has helped launch CPRE's three year campaign entitled 'Stop the Drop'. In doing so he has called for tougher penalties for litterers and encouraged local authorities to be more proactive in catching them.

Bryson argues that part of the reason vehicle littering still happens is because people do not think there are any real consequences of doing so. Under the Clean Neighbourhoods and Environment Act 2005 councils were given the power to issue fixed penalty notices (FPNs) of between £50 and £80 for littering³. However, even if officers know the vehicle registration number and have contacted the vehicle's owner, they often report difficulties in proving the identity of the litterer, and so most prosecutions fail.

In a number of states across America and Australia, members of the public are encouraged, through poster campaigns (see *Appendix 1*) to report any incidences of vehicle littering to the authorities, who will track the litterer using their vehicle registration details, and send the offender a written warning informing them about littering laws and penalties of littering from their vehicles. In Pennsylvania, a written warning explaining the law is sent to the offender along with a vehicle litter bag to discourage future littering from vehicles. A similar approach was employed by Keep Scotland Beautiful in their campaign against vehicle littering. Keep Scotland Beautiful joined forces with 'VisitScotland' to try to encourage drivers and passengers to dispose of their litter responsibly. As part of the campaign, half a million degradable 'rubbish bags' were produced and handed out with the help of car rental companies, such as 'Europcar'. Wear Valley District Council has also distributed free vehicle litter bags in local petrol stations for motorists to use.

However, despite attempts like those made in the United States and Scotland to encourage drivers to use vehicle litter bags, littering from vehicles still happens and Britain, the United States and Australia are all alike in that their respective laws restrict the authorities from being able to prosecute vehicle litterers purely on the basis of an eye witness report.

³ Defra's guidelines recommend FPN of £75

In response to the frustration felt by enforcement officers in Britain, suggestions have been made to expand the power of local authorities to tackle the problem of vehicle littering, by closing the loophole in the law requiring local authorities to prove the identity of the litterer.

The Local Government Association (LGA) voiced its support for a new system whereby the vehicle owner would face a penalty of up to £80 if the culprit could not be identified. The system would work in the same way as speeding penalties, where it will be the responsibility of the vehicle owner to prove who the culprit was for them to escape conviction. A pilot of this more powerful enforcement was planned to run in London in June 2008, with the suggestion that it could be extended across England and Wales if proven successful*.

In addition to this, as part of CPREs 'Stop the Drop' campaign, Bill Bryson has argued that in order to get people to stop littering from their vehicles, they must be made to feel that there is a reasonable chance that they will be caught and that, if caught, they will be given a punishment that they consider 'meaningfully painful'. Bryson suggests that putting three points on the driving licence of any person caught littering from a vehicle would be a punishment of such severity that it would be enough to turn "*a lot of white vans...instantly law-abiding*". He adds that "*If you fined them £1,000 on top...you would have a clean countryside pretty quickly*".

These debates over vehicle litter laws and enforcements provide the backdrop for this piece of research. Keep Britain Tidy will be running a campaign against vehicle litter in Summer 2009 and this research will inform the design of that campaign. It is also hoped that the research will provide insight into some of the wider issues which may affect policy decisions in coming months.

Aims and objectives

The aim of the research was to gain a better understanding of vehicle littering, in particular to obtain a more detailed profile of the typical vehicle litterer. This will inform the subsequent campaign message, the solutions Keep Britain Tidy offers and the deterrents that are promoted.

* However, a typo in the by-law prevented the scheme from taking effect and being tested as planned.

In order to achieve this aim, the following objectives were set:

- To identify the target group of vehicle litterers;
- To identify the different types of vehicle litter;
- To identify the locations most affected by vehicle litter;
- To describe typical scenarios in which vehicle litter is dropped;
- To understand attitudes towards reporting and enforcement possibilities;
- To test solutions to vehicle littering (e.g. litter bags);
- To understand attitudes towards punishments for vehicle litter offenders such as points on driving licence;
- To look specifically at the littering habits and attitudes of commercial drivers.

Methodology

Re-analysis of data from Keep Britain Tidy's Litter Segmentation Research 2006

The Litter Segmentation research carried out in 2006 consisted of three stages of research. The first two stages were qualitative in nature and aimed to identify and verify behavioural segments. The final stage involved a face-to-face questionnaire with 1100 members of the general public aged 18-65 years (the sample was designed to be nationally representative) to quantify and profile each segment. This research was not specifically about vehicle litter but did include relevant questions.

Re-analysis of the Litter Segmentation Research was conducted to identify specific findings relating to vehicle littering and to create a profile of vehicle litterers for the current research.

Mosaic profiling of litter segments

MOSAIC is a geo-demographic classification system built by Experian. This system classifies every postal code in the United Kingdom into distinct lifestyle classifications. These classifications are created using a wide variety of data sources such as housing type, composition, electoral roll, census information, and socio-economic factors such as share holdings, unemployment and motor vehicle ownership, and are updated on an annual basis. MOSAIC is commonly used by marketers to locate and understand their target audience.

The surveys carried out in the Litter Segmentation Research (2006) collected respondents' postcodes. Using these postcodes we were able to create a MOSAIC profile for those identified as the most likely to vehicle litterer. This allowed us to see which sectors of the population were over represented in the vehicle litterers group.

Mini focus groups with vehicle litterers

The Litter Segmentation Research (2006) provided a detailed description of each behavioural segment, from which it was possible to identify some of the key factors which explain why some people litter out of their vehicles and in which situations they might be more likely to do so.

In order to confirm the findings and provide a clear and up to date profile of vehicle litterer's two mini focus groups of four people were conducted with individuals who had admitted to littering out of their vehicle in the past six months. A monetary incentive of £30 was offered to all attendees. Two mini groups were felt to be more appropriate than one or two large focus groups given that the topic of discussion was around a behaviour considered socially unacceptable and it was crucial that the respondents felt comfortable to speak honestly and openly. In addition, given the semi-structured nature of the focus groups it was felt that conversations would be harder to direct and manage in a larger group.

In addition to confirming the findings from the Litter Segmentation Research (2006) the mini groups were conducted to inform the design of a subsequent questionnaire with vehicle litterers.

Questionnaire with vehicle litterers

Using information from the Litter Segmentation Research (2006) and qualitative data obtained through the mini focus groups with vehicle litterers, a questionnaire was designed. The questionnaire was conducted on-street (face-to-face) with 535 members of the public who admitted to littering out of their vehicle in the past six months. The questionnaire was conducted in four different locations across the country in order to get a range of respondents living in different locations, e.g. rural and urban areas. (See Appendix 2 for a copy of the questionnaire).

Local authority e-survey

The legislation surrounding fixed penalty notices (FPNs) for vehicle litterers is complex and has proven difficult for many enforcement officers to implement. Subsequently a greater understanding of the current system, its problems and potential solutions were of keen interest. To collect this information an online survey was emailed to all Cleaner Safer Greener (CSG) Network⁴ members to complete. The survey asked local authority employees (who mostly worked in Environmental

⁴ The principle aim of the Cleaner Safer Greener (CSG) Network is to assist local authorities and other land managers to improve performance in local environmental quality. This is achieved through a range of inter-active products and learning opportunities

Services) to answer questions regarding the legislative options for dealing with those who litter from their vehicles. (See *Appendix 3 for a copy of the questionnaire*).

Omnibus survey

In order to gauge how the general public felt about making the person driving the vehicle responsible for any littering out of the vehicle, two questions were asked in an online survey completed by 1000 respondents. The respondents consisted of members of the public in Great Britain, aged 18 years and over. The first measured levels of agreement with the suggestion that it should be the legal responsibility of the person driving to ensure everybody wears a seatbelt. The second question measured levels of agreement with the suggestion that it should be the legal responsibility of the person driving to ensure nobody throws litter out of the vehicle. The two sets of responses were then compared.

Commercial driver's e-survey

To collect quantitative data from commercial drivers, a link to an online survey was sent to a number of registered commercial vehicle drivers (predominantly HGV drivers)⁵. There was an incentive of £200 and all completed questionnaires were entered into a prize draw to win the money. (See *Appendix 4 for a copy of the questionnaire*).

Mini focus groups with HGV drivers

Three mini focus groups with four to five HGV drivers were conducted to understand the responses given in the commercial drivers' survey. A monetary incentive of £30 was offered to all attendees. The focus groups were conducted in three locations across England and included drivers who worked in a range of different industries. Again, it was decided that mini groups would be more appropriate and beneficial for eliciting honesty when talking about a socially unacceptable and illegal behaviour.

⁵ The contact details of the commercial drivers were bought from Experian.

Results

Who and how many people vehicle litter?

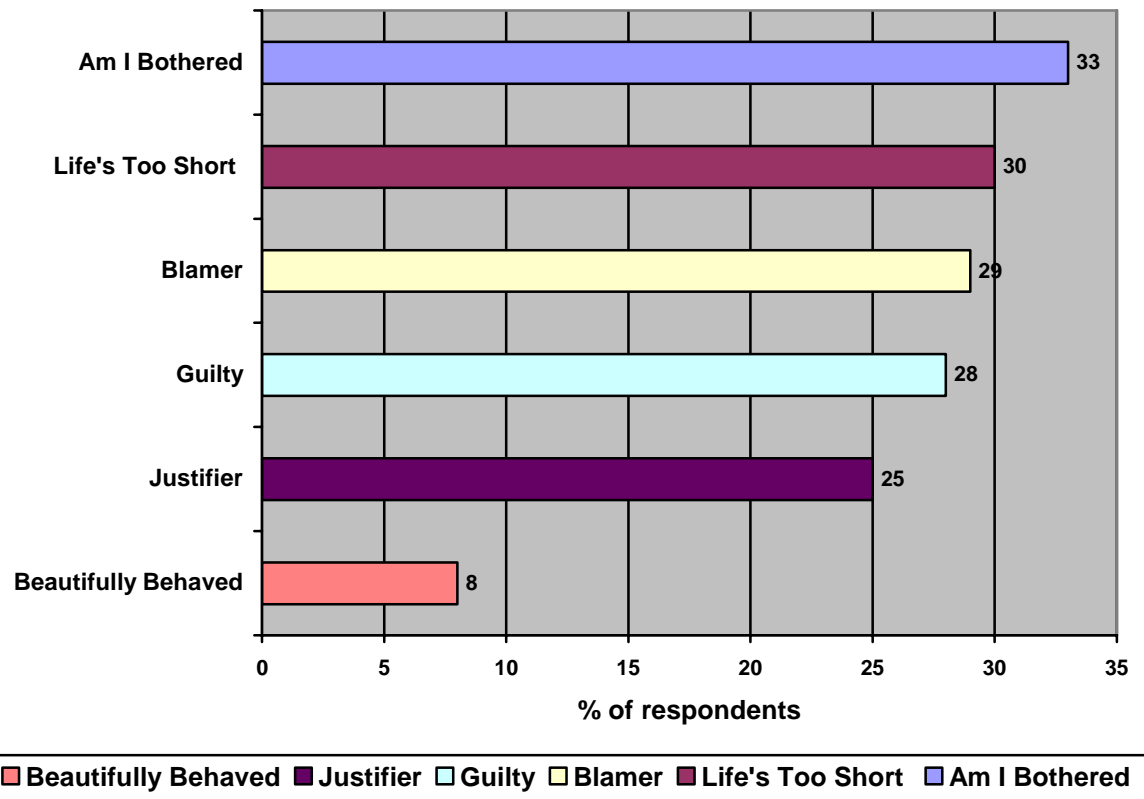
Keep Britain Tidy's Litter Segmentation Research (2006) included 1110 on-street questionnaires with a nationally representative sample of the general public. Its focus was to identify behavioural segments of littering behaviour. Six behavioural segments were identified; Beautifully Behaved, Guilty, Captain Cross, The Blamer, The Justifier and Life's Too Short / Am I Bothered.

Respondents were asked if they had dropped any litter out of a car (whilst parked or moving) in the past six months. The research found that 14% of the total sample admitted to dropping litter from a car in the past six months. However, Keep Britain Tidy's most recent survey amongst the general public, which measured the general public's attitudes, perceptions and behaviours in relation to a number of different local environmental quality issues, reported that the percentage of the general public who admitted to littering out of a vehicle in the past six months was 20%⁶.

Using data from the Litter Segmentation Research (2006) further analysis was conducted to identify which behavioural segments littered out of vehicles most often. The results are shown figure 1 overleaf.

⁶ This data is taken from The Word on our Street (2009) report which is due to be released later this year

Figure 1 Percentage of respondents who had littered from a vehicle in the past 6 months



Base: 12 / 64 / 55 / 65 / 162 / 739

Figure 1 on the previous page shows that within the six behavioural segments those who belonged in the 'Life's Too Short / Am I Bothered' category, were the most likely to litter out of their vehicles.

Analysis of the Life's Too Short / Am I Bothered segments revealed a number of common characteristics, in terms of their demographic profile, media consumption and lifestyle (see table 1 overleaf).

Table 1. Life's Too Short / Am I Bothered Characteristics

Life's Too Short/ Am I Bothered (7% of representative sample, 12% of litter droppers)		
Who are they?	Media consumption	Lifestyle/ interests
A bit more male	Music channels	Pubs/bars/clubs
Smokers	Local radio & 5 Live	Play/watch sport
Age <25	Lads, Sports, Music Magazines	Play computer games
C2, DE (Social groups)	The Sun, The Star	
Unemployed	Free local papers	
Less internet access		

The Life's Too Short / Am I Bothered segment was the group with the highest proportion of vehicle litterers however they were not the only group who engaged in this behaviour. As figure 1 on the previous page shows, those in the Blamer and Guilty segments also comprise a considerable proportion of vehicle litterers. It is also important to take account of the size of each segment. A large segment such as Beautifully Behaved may not include a high proportion of vehicle litterers but this can still represent a significant quantity in absolute terms. For example, those in the Beautifully Behaved segment represent 25% of the general public and 43% of litter droppers whereas Life's Too Short / Am I Bothered represent 7% of the general public and 12% of litter droppers.

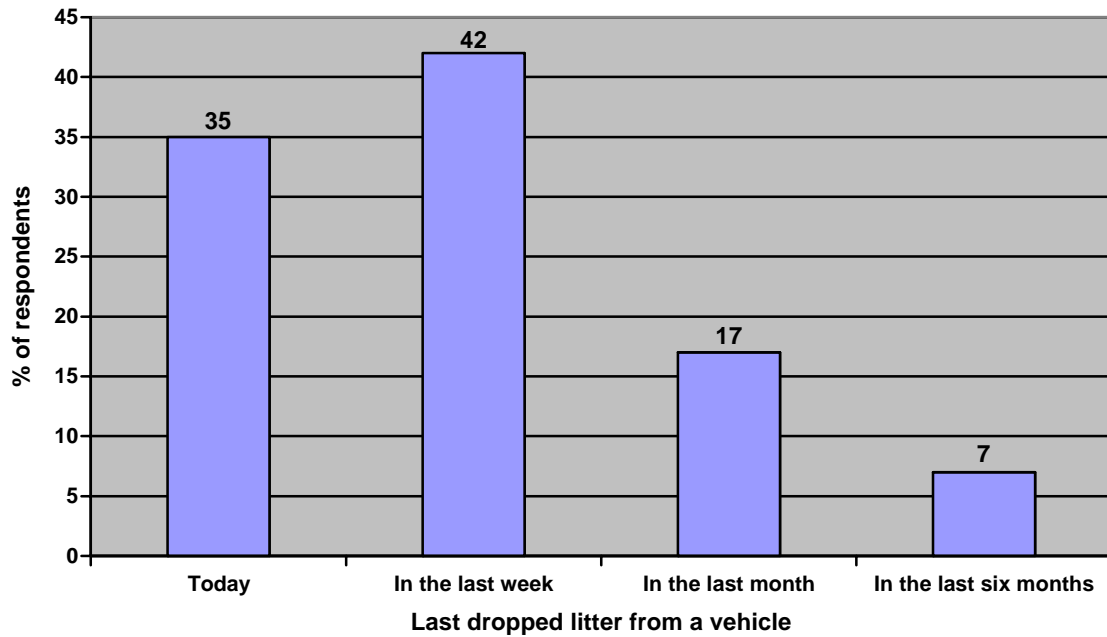
Results from the on-street questionnaire largely confirm these characteristics associated with vehicle litterers and provide additional detail; vehicle litterers were over represented in the Mosaic groups Welfare Borderline, Blue Collar Enterprise and Municipal Dependency (see Appendix 5 for detailed description of Mosaic groups). This indicates that some of the common characteristics included low income / education, poor diet, heavy smoking, living in ex/council housing and a low level of concern for environmental issues. In addition, whilst 18-34 year olds may be the most likely age group to be vehicles litterers (Litter Segmentation, 2006), those aged 16-34* were in fact the most frequent vehicle litterers. Finally, it is indicated that vehicle litterers were most likely to drive small family cars, 4x4s or super-minis.

* A broader age range was used in the current study's questionnaire, starting at 16 years.

How often do people litter out of their vehicles?

In an attempt to gauge how often people litter out of their vehicles, the survey with vehicle litterers asked respondents to state when the last time they littered out of their vehicles was. The results are shown in figure 3 overleaf.

Figure 3. Last time respondents dropped an item of litter out of their vehicle



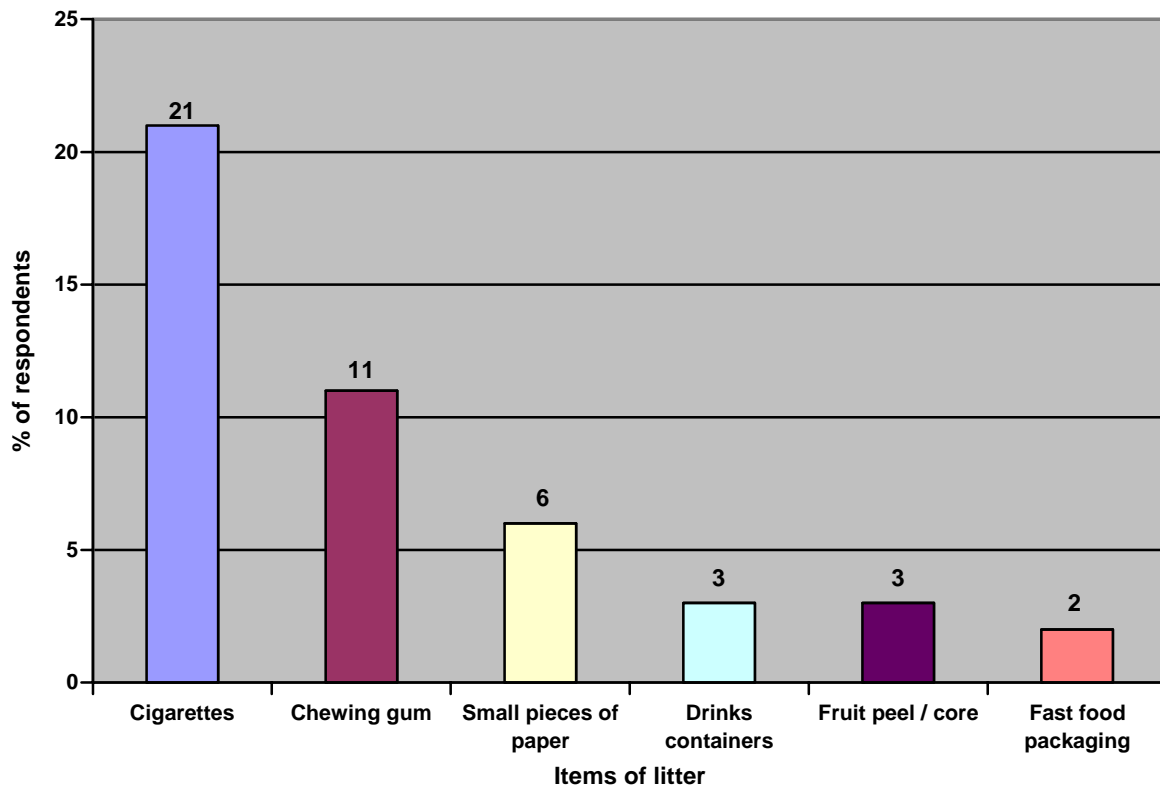
Base: 535

As figure 3 above shows 35% of vehicle litterers admitted that the last time they had littering out of their vehicle was 'today', i.e. the day of the survey.

What is littered out of vehicles?

To identify what items are littered out of vehicles most often, respondents of the survey with vehicle litterers were asked to state when was the last time (today, in the last week, in the last month, in the last six months, not in the last six months/never) they had littered different types of litter out of their vehicles. The results are shown in figure 4 below.

Figure 4. Percentage of respondents who have dropped ... today

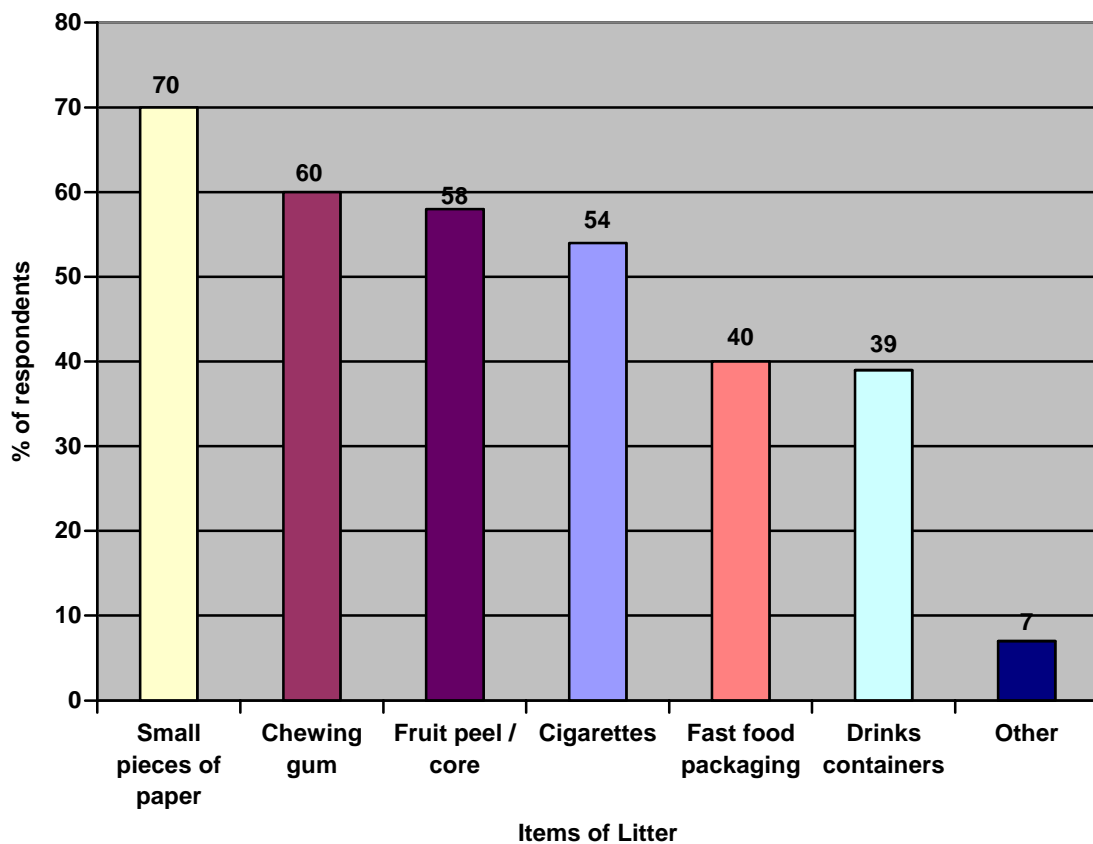


Base: 535

Figure 4 above shows that cigarettes were the most commonly littered item today (the day of the survey) followed by chewing gum and small pieces of paper.

In contrast, when looking across a longer time period i.e. within the last six months, the items that were littered most commonly changes. The results are shown in figure 5 overleaf.

Figure 5. Percentage of respondents who have dropped ... within the last 6 months



Base: 535

Figure 5 above shows that the majority of vehicle litterers have littered small pieces of paper (70%), chewing gum (60%), fruit peel / core (58%) and cigarettes (54%) out of their vehicles in the past six months. This demonstrates that although the most commonly littered item out of vehicles today was cigarettes (21% of respondents dropping one out of their vehicle today i.e. the day of the survey), they were only littered by 54% of vehicle litterers in the past six months. Whereas, whilst small pieces of paper were only littered out of vehicles by 6% of vehicle litterers today (the day of the survey), they had been littered by nearly three quarters of vehicle litterers (70%) in the past six months. Therefore, cigarettes can be said to be most commonly littered item today (the day of the survey), whereas small pieces of paper can be said to be the most commonly littered item over the past six months.

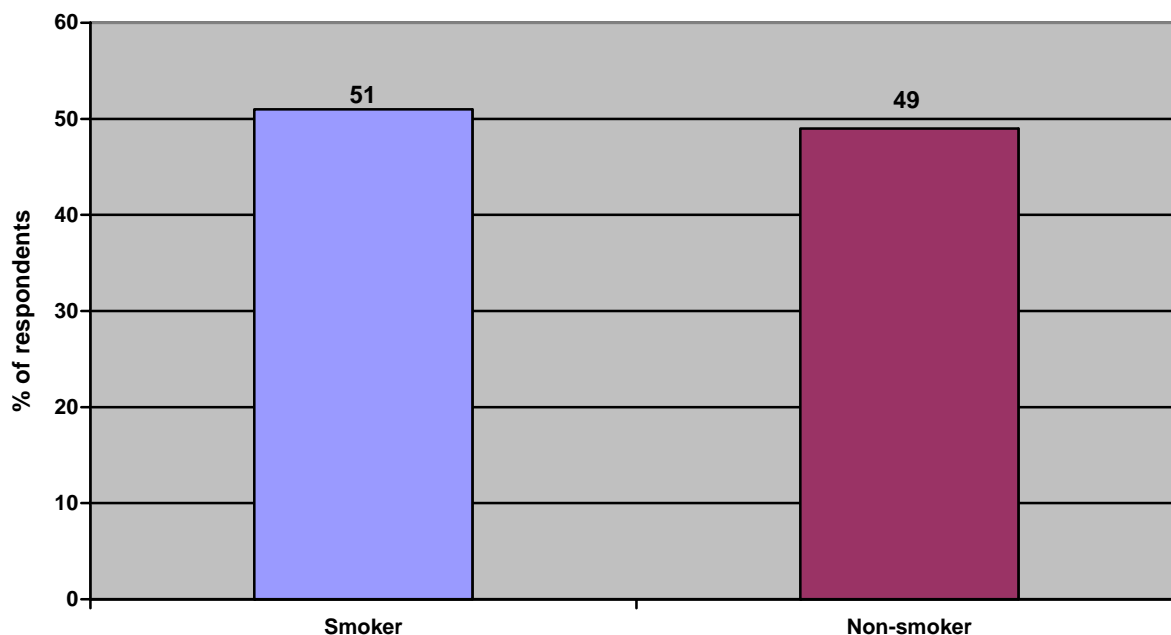
Feedback from the focus groups support the findings from the survey as they revealed that it is the smaller items, such as those considered dirty, smelly and messy (e.g. cigarettes, chewing gum, fruit remains) that were the most unwelcome

items of rubbish to be kept in the vehicle and were therefore considered the most acceptable to litter.

Given that cigarettes were the most commonly littered item out of vehicles 'today', albeit by only a slight majority of vehicle litterers (54%), further investigation into the number of vehicle litterers who smoke was warranted.

Respondents were asked if they smoked or not. The results are shown in figure 6 below.

Figure 6. Percentage of respondents who are smokers / non-smokers



Base: 535

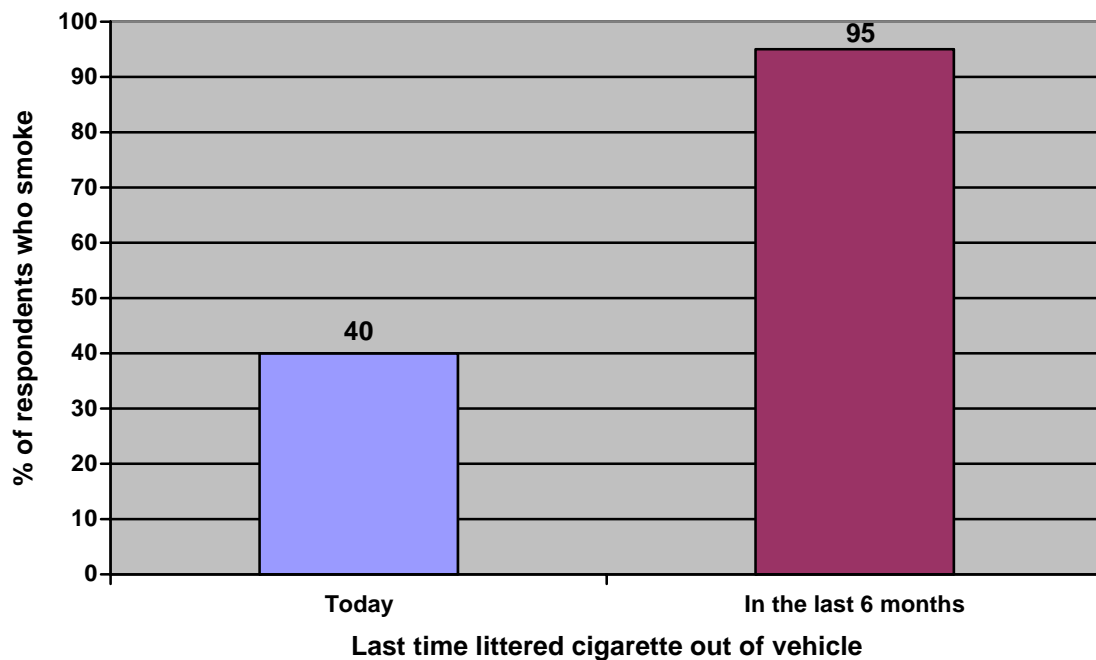
Figure 6 above shows that the percentage of vehicle litterers who smoke was split almost equally (smoker 51%, non-smoker 49%). The result supports previous findings from the Litter Segmentation Research (2006) that smokers are over represented within litterers as a whole (smoker 60%; non-smoker 40%). Information published by the Department of Health⁷ states that only 22% of the general population smoke*.

⁷ <http://www.dh.gov.uk/en/Publichealth/Healthimprovement/Tobacco/index.htm>

* As of 2006

Further analysis was conducted in order to identify how frequently vehicle litterers who smoke threw cigarettes out of their vehicles. The results are shown in figure 7 below.

Figure 7. Frequency that vehicle litterers who smoke threw cigarettes out of their vehicle

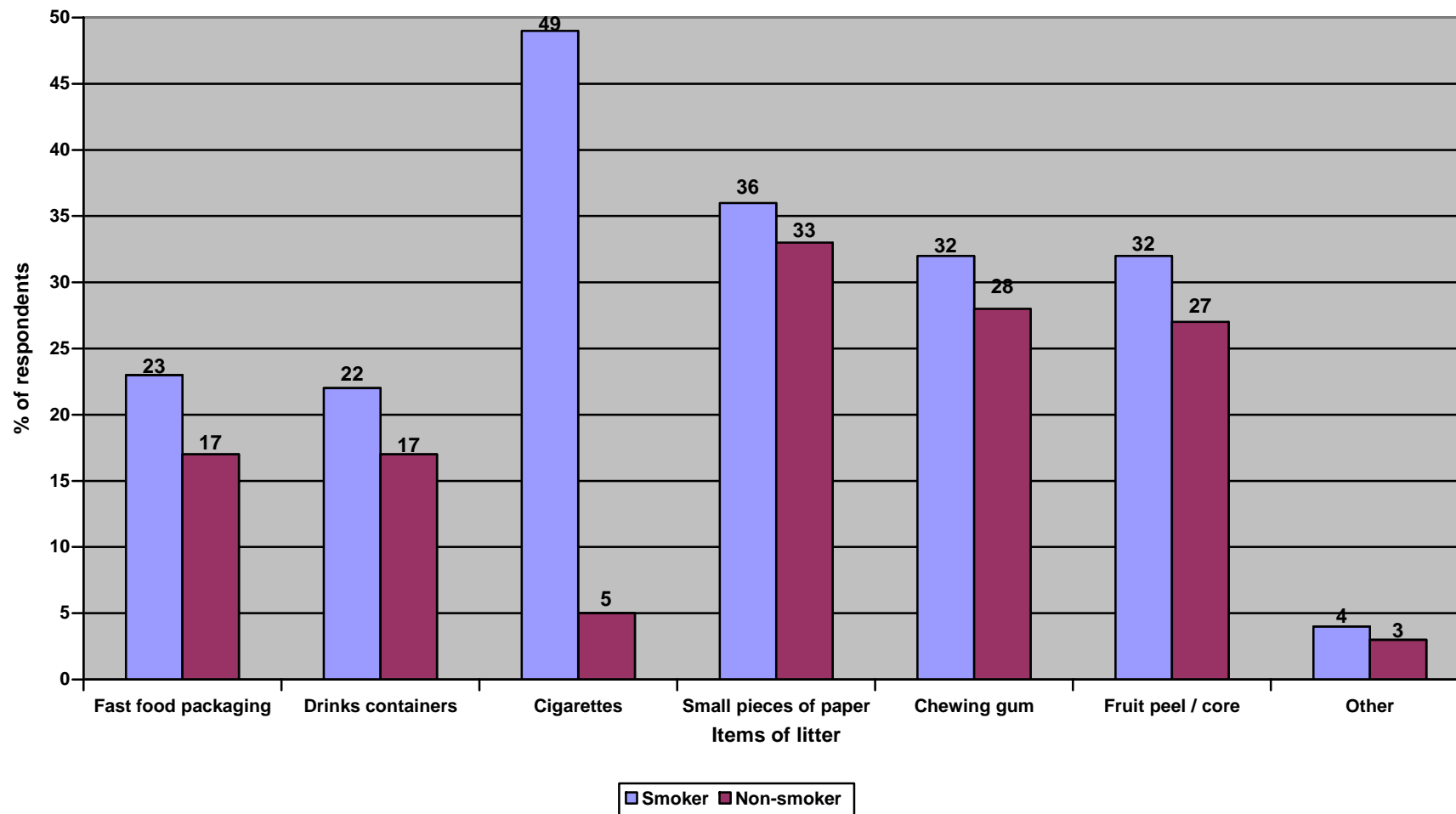


Base: 275

Figure 7 above reveals that of the 51% of vehicle litterers who said that they smoke, 95% admitted to throwing a cigarette out of their vehicle in the *past six months* and two fifths (40%) admitted to throwing a cigarette out of the vehicle *'today'*.

Given the high proportion of smokers who admitted to littering cigarettes out of their vehicles (either today or in the past six months), further analysis was conducted to find out whether vehicle litterers who smoke were also more likely to litter other items out of their vehicle. The results are shown in figure 8 overleaf.

Figure 8. Percentage of smokers and non-smokers who have thrown ... out of their vehicle within the last six months

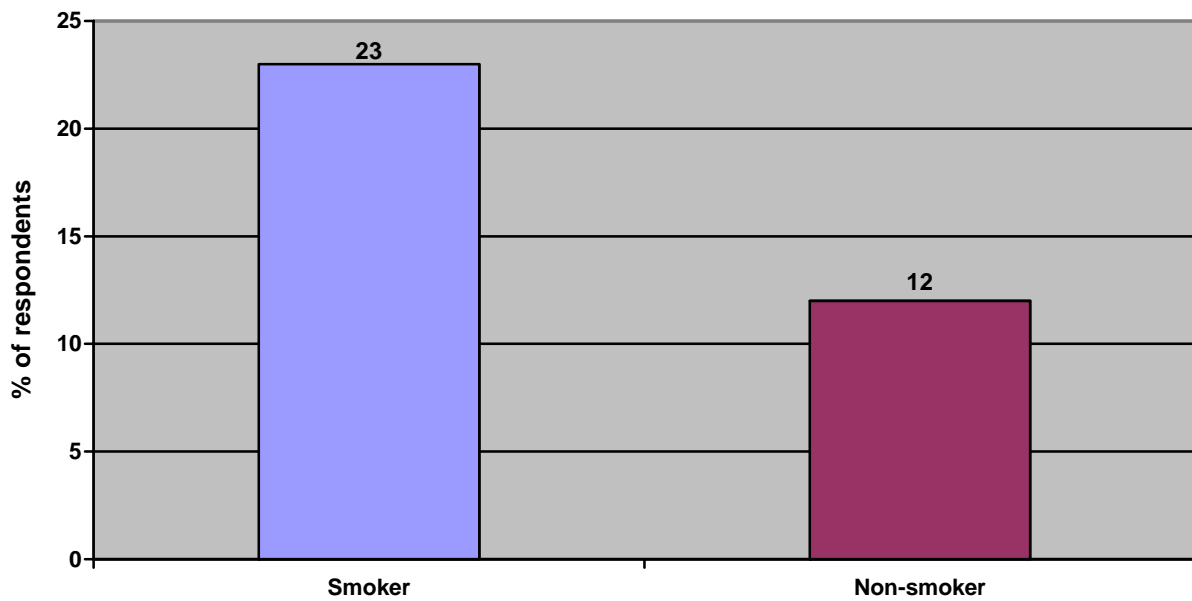


Base: 535

Figure 8 on the previous page shows that as might be expected, cigarettes are thrown out of vehicles by a significantly larger proportion of smokers than non-smokers. Interestingly, the figure also shows that smokers were also more likely to throw all other types of litter out of their vehicles (in the last six months) compared to non-smokers.

Further to this an analysis was carried out to find out whether vehicle litterers who smoke were more or less likely to have littered out of their vehicles 'today' (i.e. the day of the survey) than non-smoking vehicle litterers. The results are shown in figure 9 below.

Figure 9. Percentage of smokers and non-smokers who dropped an item of litter out of their vehicle today



Base: 535

Figure 9 above shows that almost double the number of smokers than non-smokers admitted to littering out of their vehicle 'today'.

Situations people are most likely to litter out of their vehicles

Anonymity

Qualitative research carried out as part of the Litter Segmentation study (2006) revealed that people were more likely to litter, in general, in instances when they couldn't be seen, such as when driving. This finding was reinforced by the mini focus groups in which vehicle litterers admitted that one of the reasons why they littered out of their vehicles was because they were less visible.

"It's less noticeable, also less guilt as it's gone in a second and then you don't see it anymore."

"You're anonymous in your car."

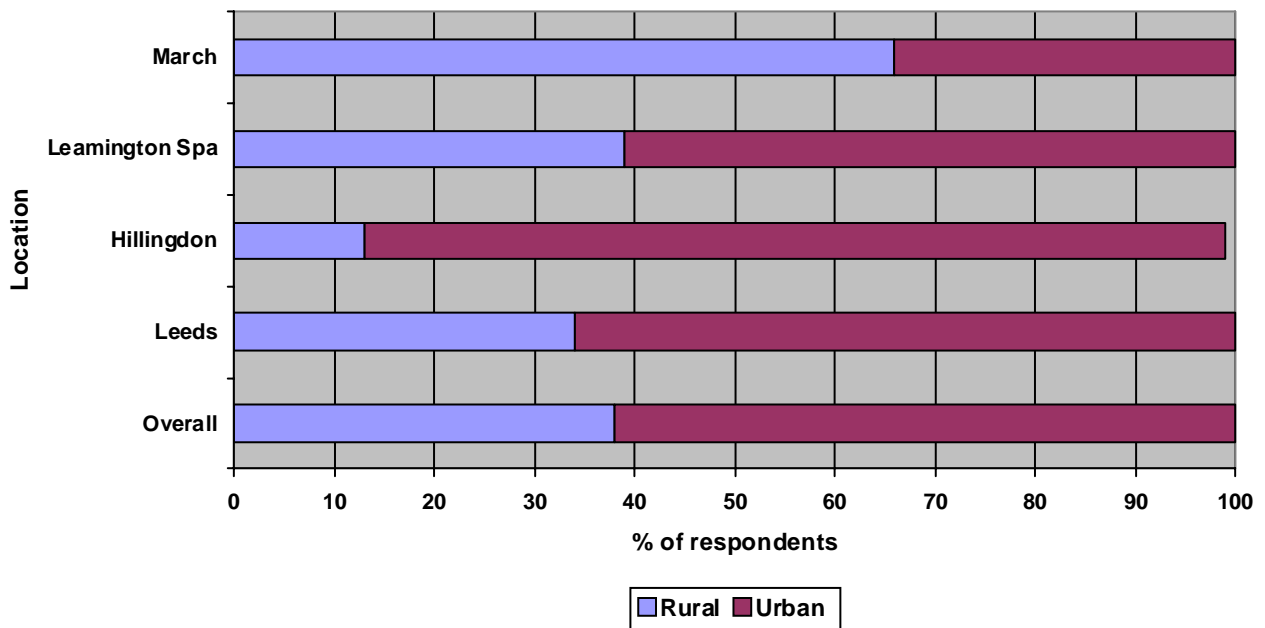
Despite the finding that people were more likely to litter out of their vehicles because they believe it made them anonymous, the on-street survey with vehicle litterers showed that 53% had a passenger with them when they last dropped litter out of their vehicle. However discussions in the mini focus groups revealed that whether or not they littered out of their vehicle with a passenger depended largely upon who the passenger was. For example, if the passenger was a peer member with similar attitudes and opinions they would be more likely to litter out of their vehicles than if the passenger was someone with a perceived higher status such as their parents or employer.

"...Wouldn't do it in front of parents...OK with friends."

Rural or urban areas

In order to identify whether vehicle littering was more prevalent in rural or urban areas, respondents were asked whether the last time they dropped an item of litter out of their vehicle was in a rural or urban area. The results are shown in figure 10 overleaf.

Figure 10. Percentage of respondent who last dropped an item of litter in a rural and urban area



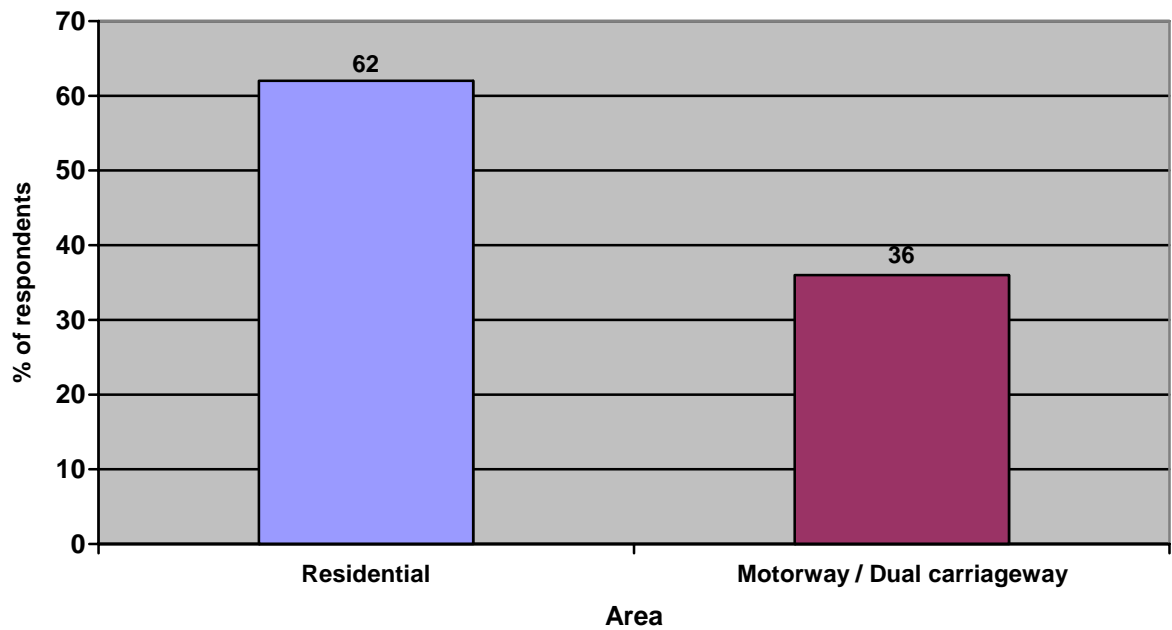
Base: 535

Figure 10 above shows a distribution that might be expected; respondents living in more rural areas (March and Leamington Spa) were more likely to have last littered out of their vehicle in a rural area and respondents living in more urban areas (Hillingdon and Leeds) were more likely to have last littered out of their vehicle in an urban area. This suggests that location (rural / urban) does not impact upon the likelihood of an individual to vehicle litter.

Residential or Motorway / Dual carriageway

In order to identify whether vehicle littering is more prevalent in residential areas or on motorways / dual carriages, respondents were asked whether they were in a residential area or on a motorway / dual carriageway the last time they dropped an item of litter out of their vehicle. The results are shown in figure 11 overleaf.

Figure 11. Percentage of respondents who last littered out of their vehicle in a residential area or on a motorway / dual carriageway

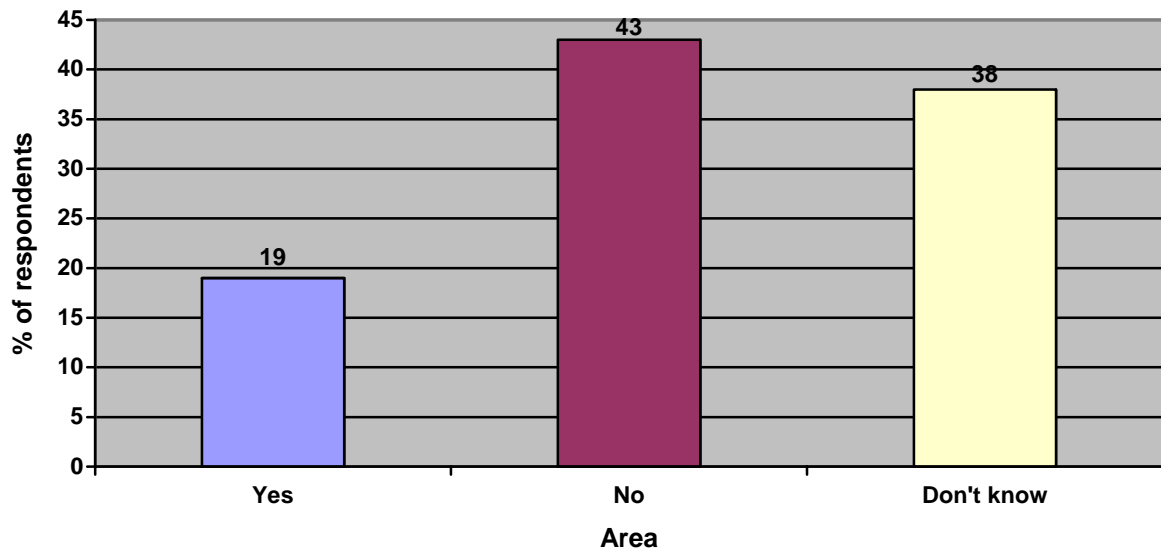


Base: 535

Figure 11 above shows that the just under two thirds of respondents last littered out of their vehicle in a residential area, and just over a third last littered out of their vehicle on a motorway / dual carriageway.

Those respondents who said that the last time they littered out of their vehicle was in a residential area were then asked whether it was in their own neighbourhood. The results are shown in figure 12 overleaf.

Figure 12. Percentage of respondents who last littered out of their vehicle in their own neighbourhood



Base: 333

Figure 12 above shows that twice as many people who last littered out of their vehicle in a residential area said it was not in their own neighbourhood (43%) than those who did so in their own neighbourhood (19%).

Car park or street

In order to identify whether vehicle littering is more prevalent on the streets or in car parks, respondents were asked whether they were in a car park or on the street the last time they dropped an item of litter out of their vehicle. The results are shown in figure 13 overleaf.

Figure 13. Percentage of respondents who last littered out of their vehicle on the street or in a car park

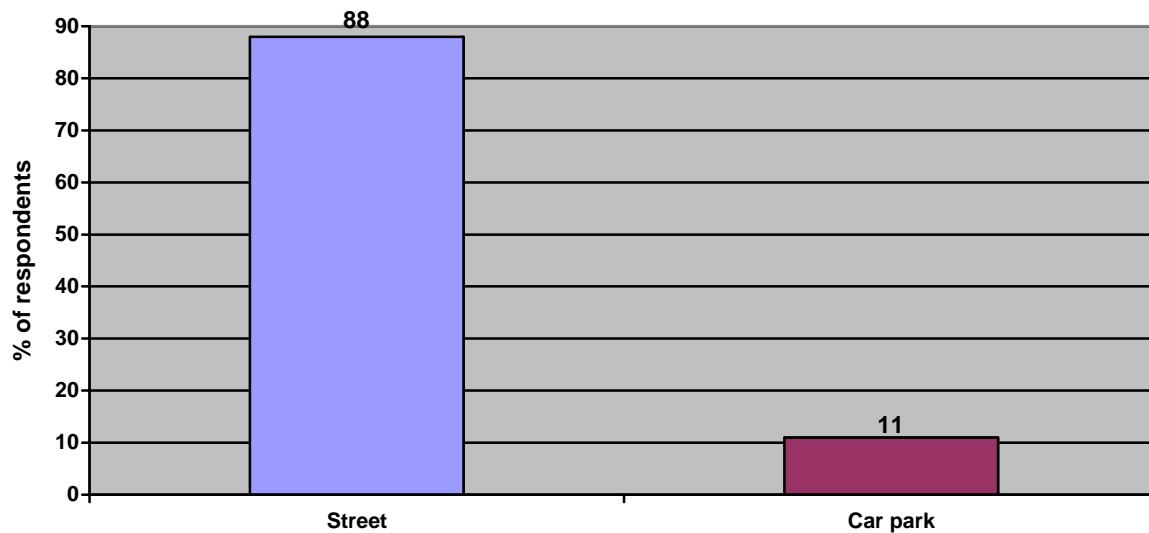


Figure 13 above shows that only one in ten respondents said that the last time they dropped an item of litter out of their vehicle was in a car park and over four fifths of respondents last littered out of their vehicle on the street .

Feedback from the mini focus groups revealed that for a handful of respondents littering out of their vehicle in a car park was something they had done as they were able to place the litter under their car and drive off without anyone seeing them drop it.

“... would do it in car parks, especially at night, because no body can see you.”

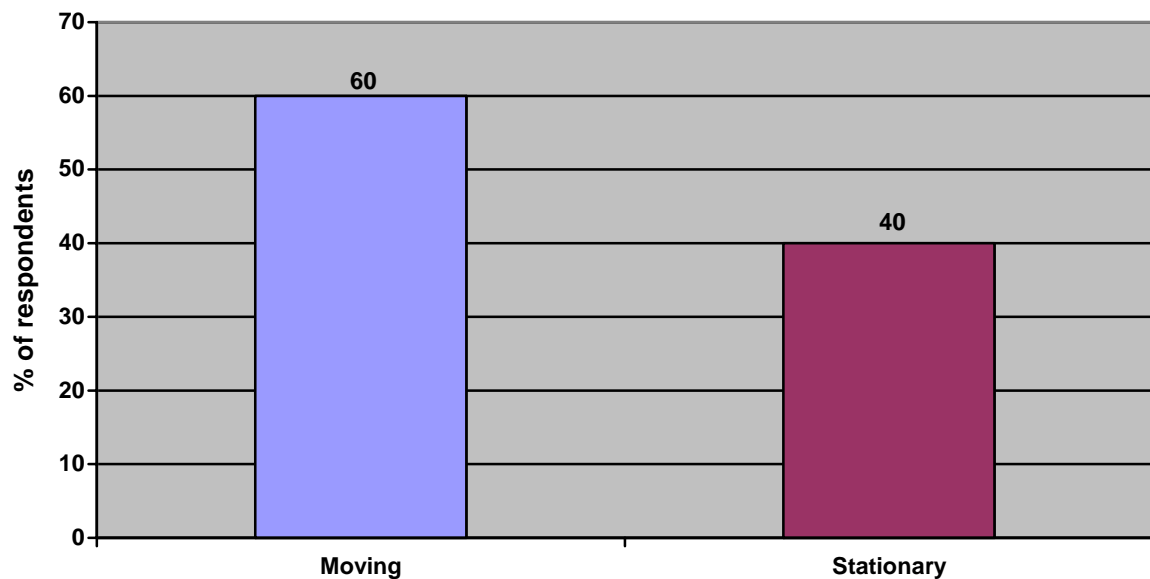
“May open door rather than window when parked and place something on the floor.”

“After using drive thru’s and eating in the car park am more likely to open the door and put it on the floor”

Moving or stationary

In order to identify whether vehicle littering is more prevalent when moving or stationary, respondents were asked whether they were moving or stationary the last time they dropped an item of litter out of their vehicle. The results are shown in figure 14 overleaf.

Figure 14. Percentage of respondents who last littered out of a moving or stationary vehicle



Base: 535

Figure 14 above shows that three fifths of respondents said that the last time they littered out of their vehicle they were moving (60%) and two fifths said that they were stationary (40%).

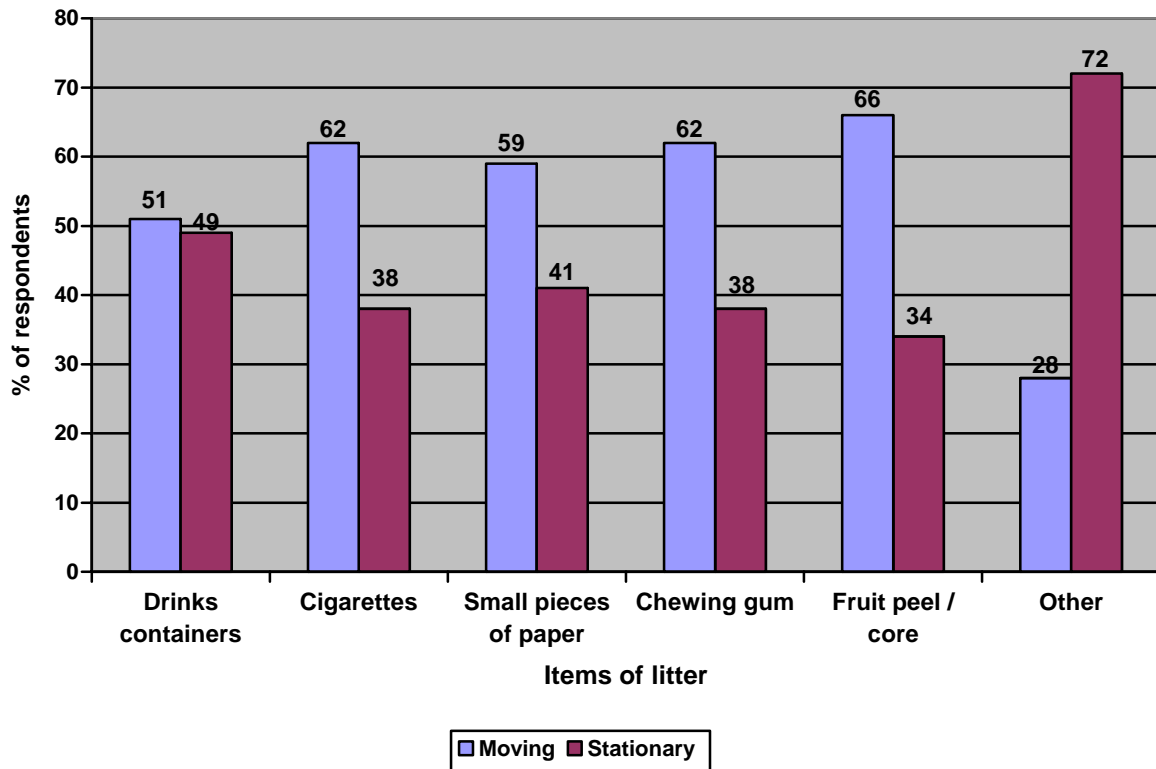
Comments from the mini focus groups generally back up the questionnaire results;

“I flick cigs out of the car when I’m moving but wouldn’t do it at the lights.”

“...wouldn’t do it (vehicle litter) in stationary traffic.”

In order to identify whether there were any particular items of litter that were more likely to be littered when the vehicle is moving or stationary an analysis of the data was conducted. The results are shown in figure 15 overleaf.

Figure 15. Percentage of respondents who have thrown each litter type out of a moving and stationary vehicle



Base: 535

Figure 15 above shows that the majority of litter types (drinks containers, cigarettes, small pieces of paper, chewing gum and fruit peel / core) were most commonly thrown out of moving vehicles.

'Other' items were the only types of litter that were reportedly thrown more often out of stationary vehicles. These 'other' items included magazines / newspapers (8), bread / sandwiches (7), an air freshener (1), a tissue (1), dust / dirt (1), a plastic bag (1), general rubbish (1), a baby's nappy (1), a cigarette packet (1) and thirteen counts of 'not stated' items.

Busy or quiet traffic

In order to identify whether vehicle littering is more prevalent in busy or quiet traffic, respondents were asked to state whether they were in busy or quiet traffic the last time they dropped an item of litter out of their vehicle. The results are shown in figure 16 overleaf.

Figure 16. Percentage of respondents who last littered out of their vehicle in busy or quiet traffic

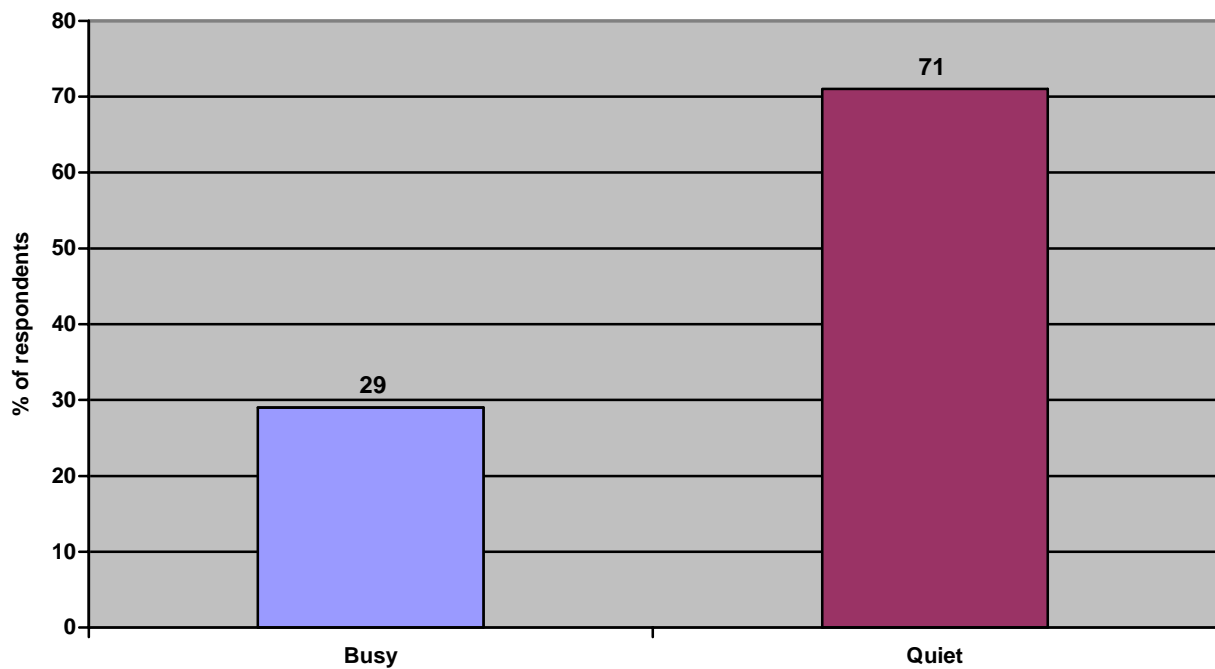
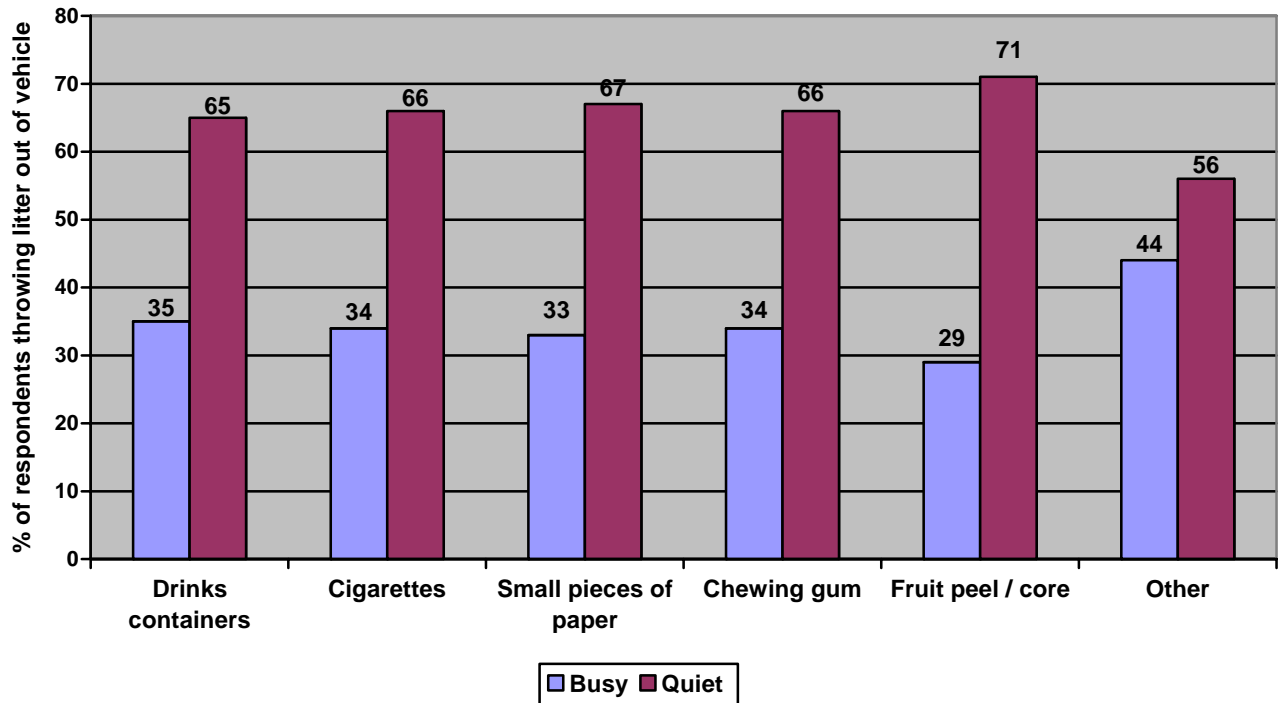


Figure 16 above shows that almost three quarters of respondents (71%) said that the last time they dropped an item of litter out of their vehicle they were in quiet traffic.

In order to identify whether there were any particular items of litter that were more likely to be littered out of vehicles in busy or quiet traffic an analysis of the data was conducted. The results are shown in figure 17 overleaf.

Figure 17. Percentage of litter types littered out of vehicles in busy and quiet traffic



Base: 535

Figure 17 above shows that all types of litter were thrown out of vehicles by more respondents when the traffic was quiet.

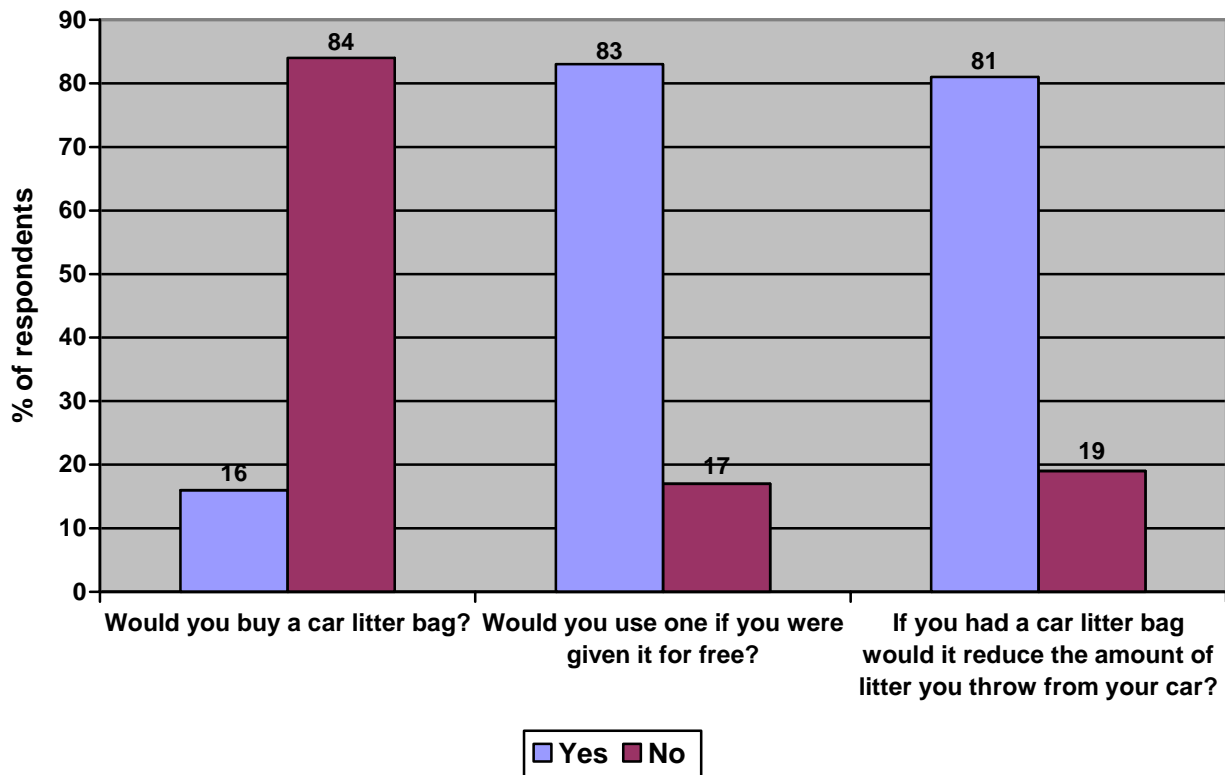
Solutions

The Highways Agency and a number of local authorities have trialled the use of car litter bags in an attempt to tackle vehicle littering. In order to assess the attitudes of vehicle litterers towards car litter bags respondents of the on street survey with vehicle litterers were asked the following questions:

- Would you buy a car litter bag?
- Would you use a car litter bag if you were given it for free?
- If you had a car litter bag would it reduce the amount of litter you throw from your vehicle?

The results are shown in figure 18 overleaf.

Figure 18. Attitudes towards car litter bags



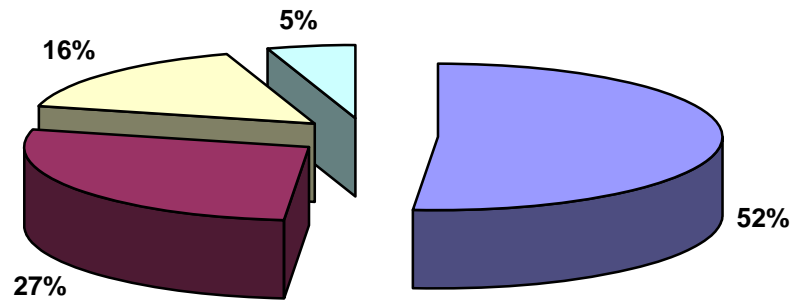
Base: 535

Figure 18 above shows that over four fifths of respondents (84%) said that they would not buy a car litter bag, however a similar proportion (83%) said that they would use one if it was free of charge and eight in ten respondents (81%) said that having one would reduce the amount of litter they throw out of their vehicles.

Reasons not to vehicle litter

In order to try and establish what vehicle litterers believe to be a strong argument against vehicle littering, respondents of the on-street survey with vehicle litterers were presented with a number of different arguments against vehicle littering and ask to state which one they thought was the strongest reason. The results are shown in figure 19 overleaf.

Figure 19. Reasons for not littering out of a vehicle



- If you are caught littering from your vehicle you will be punished
- Littering from your vehicle damages the environment
- If you litter from your vehicle someone could be watching
- Most people don't litter from their vehicle

Base: 535

Figure 19 above shows that the threat of being caught and punished for littering from a vehicle was rated as the strongest reason not to do so by those who litter from their vehicles (51%). The argument that littering from your vehicle damages the environment was rated as the second strongest reason for not doing so (27%).

However, feedback from vehicle litterers in the mini focus groups revealed that in general vehicle litterers do not immediately see how littering damages the environment.

“What impact does litter have on the environment?”

Commercial drivers

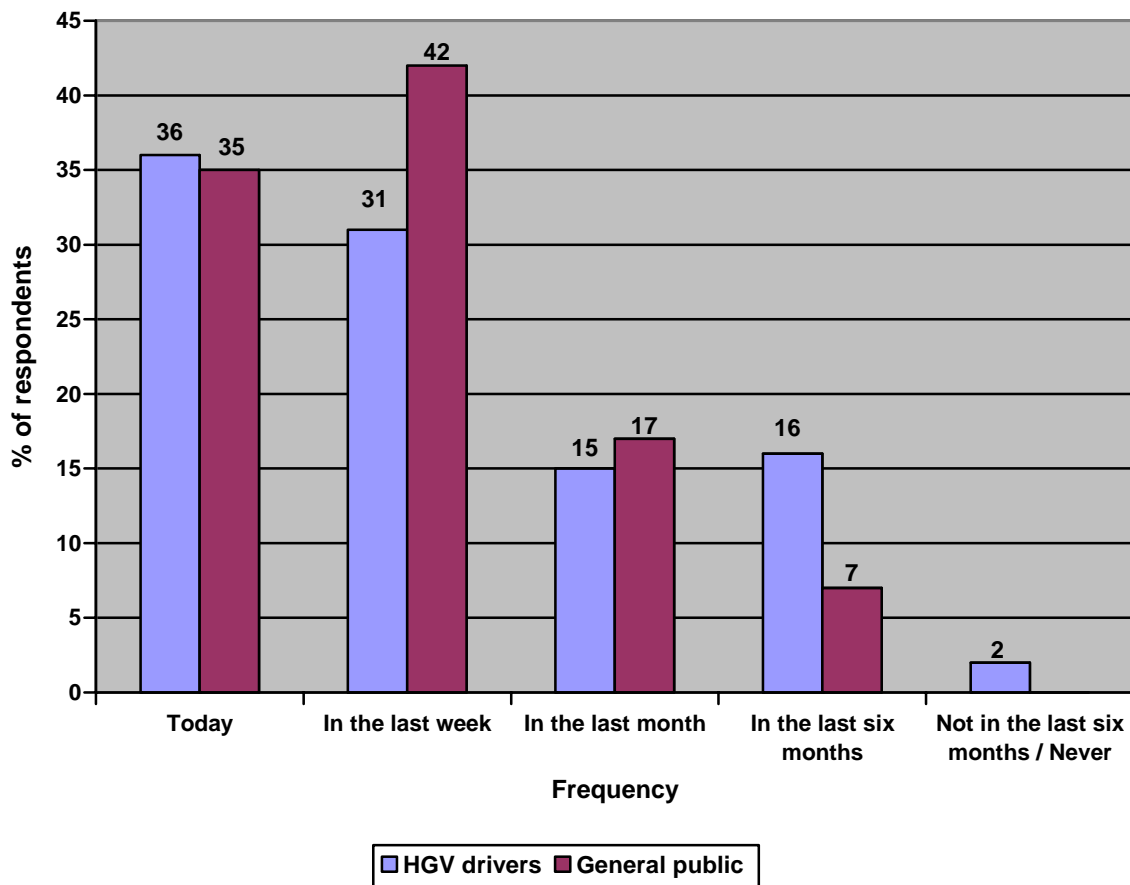
How many commercial drivers vehicle litter?

The e-survey with commercial drivers, of which 86% were Heavy Goods Vehicle (HGV) drivers, revealed that 22% admitted to having dropped an item of litter out of their vehicle in the past six months.

How often do they vehicle litter?

In order to identify how often HGV drivers litter out of their vehicles the respondents of the e-survey who admitted to littering out of their vehicle in the past six months were asked to state when the last time they littered out of their vehicle was. The results are shown in figure 20 below.

Figure 20. Percentage of HGV drivers and the general public who have littered from a vehicle in the past six months



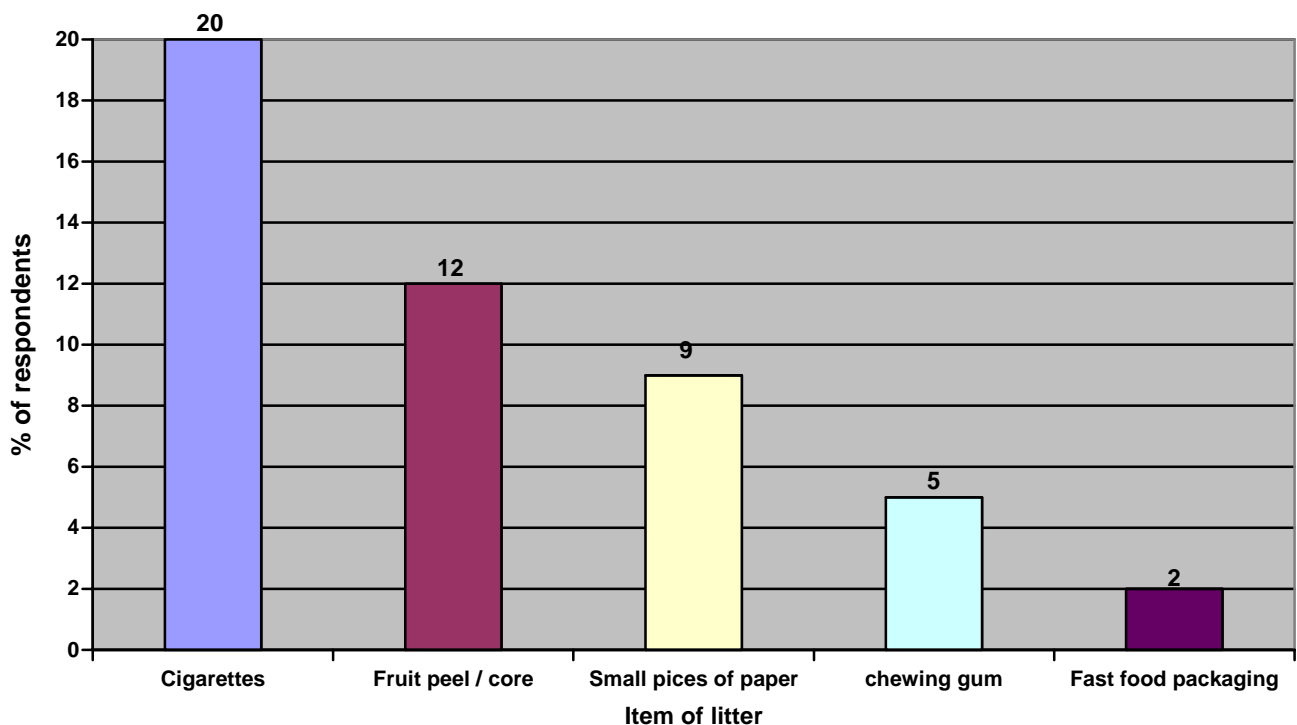
Base: 65 / 535

Figure 20 on the previous page reveals that 36% of the HGV drivers who admitted to littering out of their vehicle in the past six months last littered out of their vehicle 'today'. This is almost identical to the percentage of the general public who last littered out of their vehicle 'today' (35%). This is a finding which might be expected given the recent figures from the State of the Nation survey (2009) which revealed that the percentage of the public who admitted to littering out of their vehicles in the past six months has increased over the past three years from 14% to 23% - which matches the percentage of HGV drivers who admitted to littering out of their vehicles in the past six months.

What do commercial drivers litter out of their vehicles?

In order to identify which items HGV drivers litter out of their vehicles most often, respondents of the e-survey who admitted to littering out of their vehicle in the past six months were asked to state which items of litter (from a given list) they had littered today (i.e. the day of the survey). The results are shown in figure 21 below

Figure 21. Percentage of respondents who have dropped ... today



Base: 65

Figure 21 on the previous page shows that the most commonly littered items by HGV drivers 'today' were cigarettes followed by fruit peel / core. This closely echoes the most commonly littered items by the general public; items considered dirty, smelly and messy are thrown out of the vehicles most often. In particular, like the general public, HGV drivers most commonly litter cigarettes out of their vehicles.

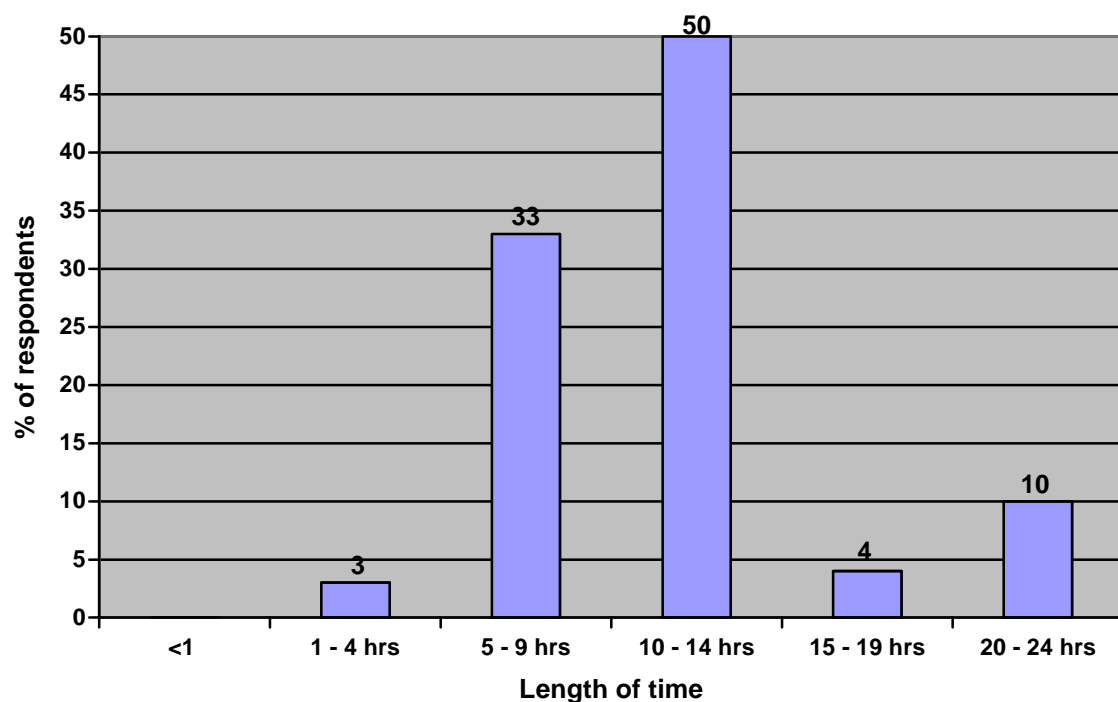
Situations HGV drivers are most likely to vehicle litter

Feedback from the focus groups with HGV drivers revealed that there were a number of situational factors that influenced when HGV drivers were most likely to litter out of their vehicles (see Appendix D for a full list of verbatim comments). However, these can be grouped into themes, which are identified below.

When in the vehicle for long periods of time

Feedback from HGV drivers in the focus groups revealed that one of the main reasons why they littered from their vehicle was because they often spent long periods of time driving. This finding was confirmed by the survey with commercial drivers, which asked respondents to state on a typical working day how many hours they spend in their vehicle. The results are shown in figure 22 below.

Figure 22. Number of hours HGV drivers spent in their vehicle on a typical working day



Base: 302

Figure 22 on the previous page shows that on a typical working day the most common length of time commercial drivers spent in their vehicle was 10-14 hours (50%), followed by 5-9 hours (33%).

Feedback from the focus groups revealed that as a consequence of spending long periods of time in their vehicles, many drivers end up eating more than one meal in their cab.

“Eat all day long in the vehicle...have been pulled over by a copper for eating while driving.”

“(I) Might be driving for 12 hours at a time so could be eating two or more meals in my cab - a lot of rubbish builds up”

Subsequently they are left with uneaten bits of food and its containers / wrappers. In particular items that might smell or rot are most likely to be thrown out of the vehicles.

“...(Will throw out) pieces of left over chicken.”

“...(I’ll throw out) apple cores – easier to throw out...if left it would end up festering.”

“Even though I keep a plastic bag in the cab, I won’t put things in that rot like banana skins (so I will throw these out of the vehicle).”

However, some items of food such as fruit peel / core were also thrown out because the drivers felt it was ok to do so as these items were considered ‘biodegradable’ and would be eaten by animals.

“Makes me feel better if it’s biodegradable”

“...good for wildlife...(it) feed(s) the animals”

Another impact of working long shifts was the evident desire to get the job “...done as quickly as possible”. It was explained that some drivers get paid for a set shift, for example 14 hours, regardless of whether the job takes them 10 or 20 hours. Therefore, for some HGV drivers there is an incentive to get the job done as quickly

as possible so they are paid for more time than they work. Consequently, many of the drivers chose to minimise the number of breaks they took in order to save time and therefore had fewer opportunities to find a bin for their litter.

When they can't be seen

Many of the HGV drivers admitted that they did not want to be seen littering from their vehicles and so would wait until it was quiet and there was little traffic around or when it was dark and visibility was low.

"...look out of window before I throw litter out (to make sure there's no one there)"

"...during the rush hour I'll use an empty can (to dispose of cigarettes)"

"If roads are quiet (I'm more likely to litter out of my vehicle)"

"(I try to) be discreet – make sure no one coming and can see me (when I litter out of my vehicle)"

"... (I tend to throw) more out at night – (it's dark so)... don't see now"

"... (I throw) more at winter (because it's dark and visibility is lower)"

When there are no bins or the bins are full

A common factor for why many HGV drivers said they littered out of their vehicles was the result of a lack of bins or lack of empty bins in lay bys.

"In the lay bys the bins are always full and over flowing"

"If bin is full I'll just chuck it to the side, then a lorry will come along and it's blown in to the road"

"If (there was a) bin near by then I would use it (but there rarely are bins in lay bys)"

When stopped or moving slowly

Some HGV drivers commented that they were more likely to litter out of their vehicles when they were stationary, either parked or on the road.

“Don’t like to (litter out of my vehicle) but might do when parked up”

“...(more likely to litter out of my vehicle) at an island – anywhere you stop”

Reasons why HGV drivers might vehicle litter

In addition to the *situational* factors, such as long periods of time in the vehicle, whether other people can see them, and if there were any (empty) bins around, there are other non-situational *reasons* why HGV drivers might litter from their vehicles. These have been grouped into the following themes.

Place of work

Many of the HGV drivers explained that their cab is in effect their ‘office’ and their ‘living quarters’ for long periods of time.

“Your cab’s your house!”

Consequently, many of the HGV drivers felt the desire to keep the inside of their vehicle clean and litter free.

“(It’s) In your interest to keep (your cab)... clean”

In addition, because the cab is classed as a place of work it is illegal for HGV drivers to smoke in their vehicles. Consequently many HGV drivers who smoke admitted to throwing their cigarettes out of the window so they didn’t use the ashtray (as this would be evidence that they had been smoking in the cab).

“(We’re) ... not allowed to smoke in the cabs”

“(I will)... just flick (the cigarette) out”

The HGV drivers stated that although it was not a strict rule as such, it is expected that drivers will clean their cabs out after each shift ready for the next driver. This provided another incentive for them to get rid of their litter (by throwing it out of the window) as they made their journey as opposed to leaving it to clean out at the end of their shift

“(It’s) ... not the done thing to leave (the cab) in a mess – it’s frowned upon”

“I like (my cab) ... clean so that’s why I chuck it out of the window”

Laziness

Some of the HGV drivers also admitted that it is *“just easier to throw it (litter) out”* of the vehicle than hold onto it and wait to find a bin.

“Even at service stations...lorry drivers are idle. It’s warm in your cab... (and you don’t want to get out to find a bin)”

The tendency to just throw items of litter out of their vehicle rather than waiting until they found a bin appeared to have become an ingrained habit for many HGV drivers, and something they did without thinking about it in some instances.

“(I) ... just flick it out”

“... slight of hand (and it’s out of the window)”

Solutions to Vehicle Littering

During the focus groups the HGV drivers were asked to think about any current regulations or deterrents they were aware of for vehicle littering, and subsequently what might work in preventing them and others like them from vehicle littering in the future.

It became apparent that none of the drivers were aware of any specific rules or regulation set out in their work contract regarding vehicle littering and none of them had ever been caught or reported for littering out of their vehicles.

“If you worked for Tesco or Sainsbury they’d come down on you like a tonne of bricks” ...

“Other companies (besides Tesco and Sainsburys) not bothered as long as job is done”

“(It’s)...all about money (for most companies – they don’t care if you litter as long as the jobs done)”

“(My boss) would probably say something (if caught littering out of the vehicle) but not be bothered”

In terms of what their employer could do to prevent them from vehicle littering, the HGV drivers commented that there would have to be a ‘real’ threat to their pay or job security for them to not litter from their vehicles.

“...wage deduction would annoy me”

“Pay reduction would hit everyone”

*“...wouldn’t want to risk (my) job during the current state of the work place”**

“I would listen if my job was on the line”

However there were a few drivers who did not feel their employer could influence their littering behaviour hugely, as they felt that their employer would not be able to easily prove that they littered out of their vehicle.

“Would make no difference, nothing they can do”

“(If employers punished us for littering from vehicles it) ... Would get people’s back up and the unions would get involved”

The awareness that proof would be needed for any punishment to be enforced was acknowledged by many of the HGV drivers, and was extended beyond their employers to society and the law.

“...such a hard thing to prove”

* Reference to the economic recession and high rate of unemployment of the time.

One HGV driver commented that even if they were reported to the police for littering out of their vehicle, the police would not be able to enforce any punishment without evidence.

“I’ve had instances where debris comes off (my HGV) and I’ve flatly denied it (to the police)”

Subsequently, the drivers commented that they would have to feel as though there was a real threat of being caught and punished and for this to happen they would need to hear of instances where drivers were caught and punished for littering from their vehicles.

“...would get into your head (if knew police were out there watching for people throwing litter)”

“(The real deterrent wouldn’t be)... the amount of fine, it would be how many people got caught”

When the idea of a car litter bag was discussed, some drivers thought it would help them to reduce the amount of litter they throw out of their vehicle and some even admitted to using a plastic carrier bag for some items of litter.

“I have a bag which I stick things in that I don’t want to throw out (the window)”

“I use an old carrier bag”

However, others were less convinced and acknowledged that they still would not use a car litter bag for cigarettes or smelly items.

“I keep a plastic bag in the cab (for items of litter) but wont put things in that rot like banana skins”

Local authority opinion

Legislative Options

Respondents of the local authority e-survey were presented with four different legislative options for tackling the issue of littering from vehicles (including the current legislation) and asked to rank them in order of preference (where 1 was their favourite and 4 was their least favourite) in terms of how they believe vehicle littering would best be tackled. The results are shown in table 2 below.

Table 2. Percentage of respondents rating each legislative option as their favourite

Percentage of respondents rating as favourite	Legislative Option
39%	Option 3: The person in control of the vehicle is deemed responsible for littering offences and would be issued with the Fixed Penalty Notice (FPN) regardless of whether they were the person littering from the vehicle or not.
34%	Option 2: A letter is sent to the person responsible for the vehicle requesting information as to the perpetrator of the offence. It would be an offence not to reply to the letter. The names person is then issued with an FPN.
13%	Option 4: Vehicle littering is criminal offence and the offender is prosecutable with a max penalty of £2500 or paying an FPN of £75 within 14 days (current legislation).
12%	Option 1: Civil sanctions – littering from vehicles becomes decriminalised. This allows Penalty Charge Notices (PCN) to be given to the vehicle owner and would work in a similar way to parking tickets. The case could be pursued through the civil courts in the event of the fine not being paid.

Base: 122

Table 2 above shows that the largest proportion of respondents (almost two fifths) stated that their favourite legislative option for tackling vehicle littering was option 3 - to have the person in control of the vehicle held responsible for littering offences and liable for paying a Fixed Penalty Notice (FPN) regardless of whether they were the person littering from the vehicle or not. Only a marginally smaller proportion of respondents (just over a third) stated that their favourite legislative option for tackling vehicle littering was option 2 - to make it the obligation of the person responsible for the vehicle to name the offender, who would then receive the FPN. Indeed, when an

average score was calculated for each option, options 3 and 2 received the joint highest score.

Respondents were also given the opportunity to make any comments they had about each option. The following tables are a summary of the main points made (see *Appendix E for a full list of comments*).

Table 3. Positive and negative comments for option 3

Option	The person in control of the vehicle is deemed responsible for littering offences and would be issued with the Fixed Penalty Notice (FPN) regardless of whether they were the person littering from the vehicle or not.
Positive	<ul style="list-style-type: none"> • Seemingly water tight and unavoidable • Seems to be best option
Negative	<ul style="list-style-type: none"> • Consequence of non-action needs to be considered a sufficient deterrent • Hire vehicle could present a problem unless recharges as per speeding tickets • FPNs could be issued to parents whose children have thrown items out of the vehicle – may damage image of local authority enforcement • Difficulties if registered keeper changed during time of investigation

Table 4. Positive and negative comments for option 2

Option	A letter is sent to the person responsible for the vehicle requesting information as to the perpetrator of the offence. It would be an offence not to reply to the letter. The names person is then issued with an FPN.
Positive	<ul style="list-style-type: none"> • Useful in instances where the registered owner does not respond • Should help businesses encourage their employees not to commit littering offences
Negative	<ul style="list-style-type: none"> • The penalty for not providing the information has to be more than an FPN • If a child is named as the litterer would this prevent action or would driver take responsibility? • Potentially the named person will just deny the offence and claim they don't know the owner of the vehicle and the whole situation becomes a mess. • Offenders outside of the borough may ignore letters if they think it's not cost effective for authorities to pursue distance cases • The Driver Vehicle and Licensing Agency (DVLA) databases are not always up to date – there are lots of vehicles with incorrect owner details • Local authority legal services may disagree that prosecution is not in the public's interest and / or that it is a good use of money • There is the potential that the owner of the vehicle is unaware that the offence has been committed and never receives the letter, e.g. if a son borrows parents car commits the offence and destroys letter before parents sees it. Likewise, how does the son know that the letter is referring to an offence he committed or one his parents have committed?

Table 5. Positive and negative comments for option 4

Option	Littering from vehicles is a criminal offence and is prosecutable with a maximum penalty of £2500. Offenders are given the option of paying a Fixed Penalty Notice (FPN) of £75 within 14 days (the current legislation).
Positive	<ul style="list-style-type: none"> • Short notice period of 14 • Commonly, a letter and FPN is sent to the registered keeper for their attention. The wording of the letter is such that the onus is put on the keeper to notify us of who was driving at the time of the offence. If the offender admits the offence, after say a letter under caution, a FPN can be issued to him (and this is often successful).
Negative	<ul style="list-style-type: none"> • The fine should be more than £75 • Often the offender is not caught at the time of the offence. Problems then arise if the registered keeper does not name the offender • There is no obligation of the registered keeper to reply or provide details of who committed the offence • Gathering information such as a description of the driver or passenger along with the registration number and car type and colour is important but tricky as they are usually spotted from behind and so often it is not possible to get a good description • Wouldn't be able to trace foreign vehicles • It is usually only the 'honest' offender who pays the FPN <p><i>"I have lots of experience with this option and lots of people say "I wasn't driving" or "I can't remember who my passenger was that day". Also if we have to write to company owned vehicles they often refuse to name their employee, and lease vehicles can take months to respond to our requests."</i></p>

Table 6. Positive and negative comments for option 1

Option	Littering from vehicles become decriminalised. This allows a Penalty Charge Notice (PCN) to be given to the vehicle owner and would work in a similar way to parking tickets. The case could be pursued through the civil courts in the event of the fine not being paid.
Positive	<ul style="list-style-type: none"> • The benefits of a PCN being issued by parking staff are that they patrol the streets more regularly and there are more of them than enforcement officers. They are also set up to deal with the incident on site, immediately, and as they are more visible - usually in uniform - they could act as a deterrent.
Negative	<ul style="list-style-type: none"> • Decriminalising it would send out the wrong message. • The number of unpaid tickets would sore and the local authority would be tied up chasing bad debt. • Litter needs to be dealt with in the same way whether in a vehicle or not - this would be confusing for the public and would be seen as an income generating activity (in a similar way to parking fines). • There needs to be an incentive to get the offender to pay up – a criminal record and hefty fine currently do this. A lot of parking fines don't get paid.

Practical Implications

Respondents were also asked for any comments in relation to practical solutions and the need for evidence. The following is again a summary of the main points (see Appendix E for a full list of comments).

- The registered keeper should always be culpable unless another person is named as the offender. Failing to disclose the offenders' details should result in the registered keeper getting a fine - even if they are on holiday abroad etc.
- The offence should be added to the list of offences which police and local authorities can request using the driver details. The driver could be interviewed about the offence and given the opportunity to accept the blame or name the offender. To make the driver or keeper liable (for offences committed by adult passengers or other drivers) would need primary legislation
- Fixed Penalty Notices could be issued to the company in respect of litter being deposited from work vehicles. In the case of taxi's if the driver has been issued with an FPN this should be considered when reviewing the issue of the hackney license.

- The system should use camera evidence obtained either by officer or CCTV.
- Any offences committed should lead to an overall electronic vehicle check, e.g. tax, mot, and insurance.
- There needs to be more publicity, locally and nationally, to raise awareness that it is an offence to dispose of litter from a vehicle and that the driver is responsible for their passengers. The public need to know what constitutes litter and that a FPN can be issued.
- The RAC / AA / other highway related organisations should be encouraged to enforce / report incidences of vehicle littering as they would be considered reliable witnesses.
- Three penalty points put onto the offender's driving licence may make more of an impact. The difficulty with this would be that the accused would have to send in the driving licence and the local authority would have to handle the diving licence. However, if the penalty of the points was only administered when the accused appeared at magistrate's court it would encourage the offender to pay the fixed penalty. Arguably this is a reasonable punishment considering Section 3 of the Road Traffic Act 1988; as it is driving without consideration of other road users. In the event of cigarette ends which are lit it could even be deemed dangerous.

Punishments

Respondents of the local authority e-survey were also asked to rank a list of punishments in order of preference (where 1 was their favourite and 6 was their least favourite) for those caught littering from their vehicles. The results can be seen in Table 7 overleaf.

Table 7. Percentage of respondents rating each punishment as their favourite

Punishment	Percentage of respondents rating as favourite
£80 fine	58%
Community service	18%
1 point on driving licence	13%
2 point on driving licence	7.5%
3 points on driving licence	7%

As table 7 above shows, the majority of respondents (58%) rated an £80 fine as their favourite punishment for those caught littering from vehicles. Community service was rated as the second favourite punishment with just under a fifth (18%) of respondents choosing it and 1 point on a driving licence was the third favourite punishment with just over a tenth (13%) of respondents choosing it

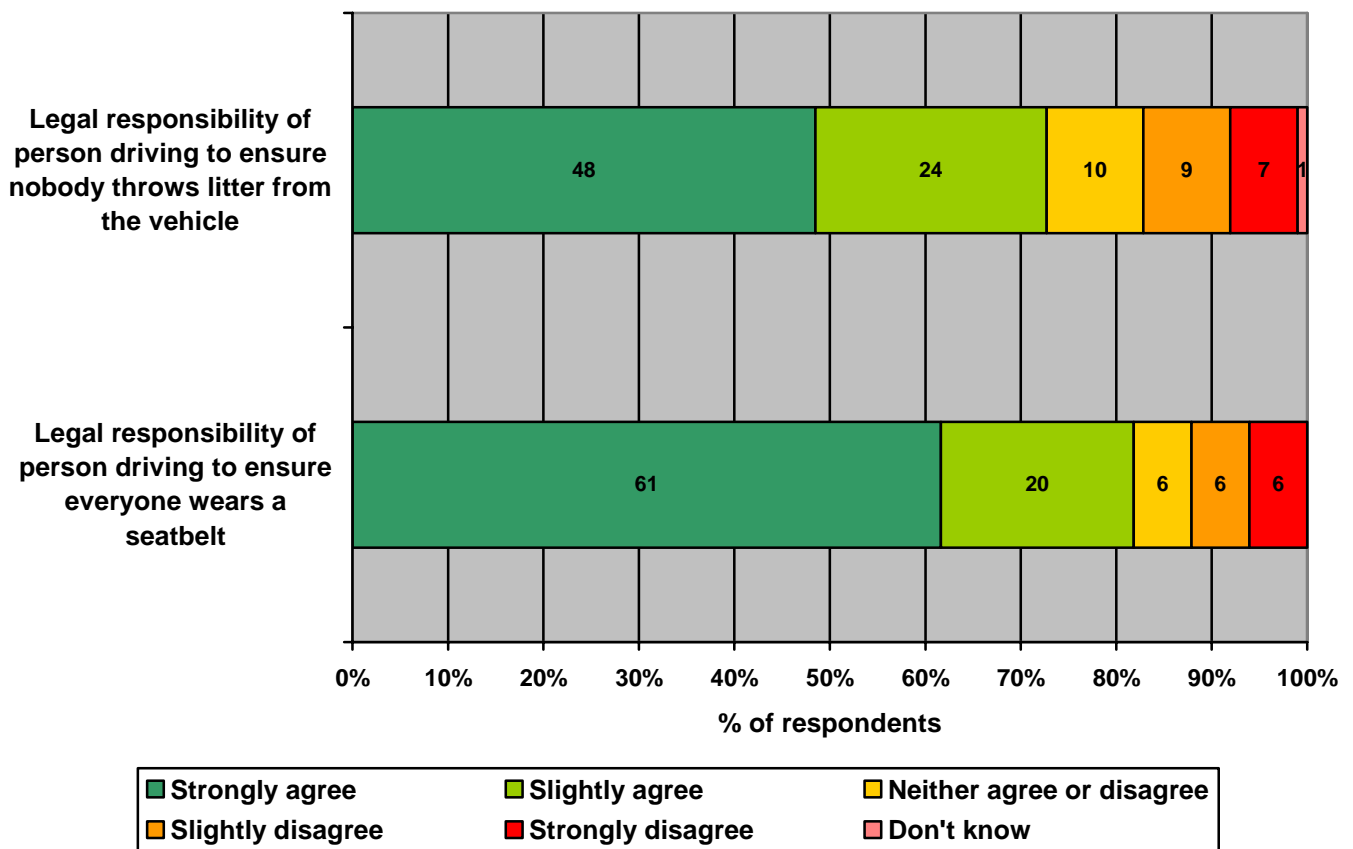
Public opinion on who should be held responsible for vehicle littering

A survey was conducted amongst the general public to measure attitudes towards making the person driving the vehicle legally responsible for any vehicle littering. The survey asked 1039 members of the public to state how strongly they agreed / disagreed with the following statements:

- It is the legal responsibility of the person driving the car to ensure that everybody in the vehicle wears a seatbelt.
- It is the legal responsibility of the person driving the car to ensure that nobody throws litter out of the vehicle.

The results are shown in figure 23 below.

Figure 23. General public attitude toward legal responsibilities of vehicle driver



Base: 1039

Figure 23 on the previous page shows that four fifths of respondents (81%) agreed to some extent that it is the legal responsibility of the driver to ensure everyone wears a seatbelt and just less than three quarters (72%) agreed to some extent that it is the legal responsibility of the driver to ensure nobody throws litter from the vehicle.

Conclusions

The multi-pronged approach of this research enabled a wide sample of vehicle drivers (cars and commercial vehicles) to be included. The results provide an insightful window into vehicle litterers' behaviour, including what they litter most often, where and when.

From the previous Litter Segmentation Research (2006) it is known that 14% of the general public admitted to littering from their cars (whether parked or moving), however findings from the most recent survey amongst the general public⁸ revealed that 20% admitted to littering out of their vehicles in the past six months. Using data from the 2006 Litter Segmentation Research some common characteristics of vehicle litterers were identified. These included being male, aged between 25 years or younger, a smoker, read the Sun / Star and Lads magazines, watching and playing sport and going to bars / clubs. Some additional information from the on-street survey with vehicle litterers also revealed that they are generally over represented in the Mosaic groups Welfare Borderline, Blue Collar Enterprise and Municipal Dependency (see Appendix 5 for detailed description of Mosaic groups).

The results of the on-street survey with over 500 vehicle litterers highlighted that the tendency to smoke and its relationship with vehicle littering is perhaps more significant than originally identified. For example, smokers were generally an over represented group within vehicle litterers; almost all vehicle litterers who smoked threw cigarettes out of their vehicles and a large proportion did so on the day of the survey; vehicle litterers who smoked had a higher tendency to litter other items out of their vehicles and in general littered out of their vehicles more frequently than non-smoking vehicle litterers.

In addition to the known common characteristics associated with vehicle litterers, it appeared that commercial drivers - HGV drivers in particular – were more frequent vehicle litterers than the general public, with 22% admitting to vehicle littering in the past six months, compared to 14% general public as identified by the Litter Segmentation Research (2006). However, using data from the most recent survey amongst the general public (The Word on our Street, 2009) the percentage of HGV drivers who admitted to littering out of their vehicles in the past six months was

⁸ The Word on our Street (2009) - due to be released later this year

almost identical to the percentage of the public who admitted to littering out of their vehicles in the past six months (20%). This indicates that HGV drivers are not more frequent or prolific vehicle litterers than members of the public.

Further to who the vehicle litterers are and the characteristics associated with them, there were also many factors and situations which influence vehicle litterers (whether they were HGV drivers or members of the public) and make them more likely to litter out of their vehicles. These include the type of litter, whether anyone can see them, what type of road they are driving on and whether they are in a moving or stationary vehicle. For example, the items of litter which were thrown out of vehicles by most people were generally the smaller and smellier / messier items, e.g. cigarettes, chewing gum, small pieces of paper, food and drink. These were all items that were considered unpleasant or an inconvenience to the individual and were therefore more likely to be discarded with immediately.

This might suggest that vehicle litterers are individuals who like their immediate environment to be clean and tidy, regardless of the impact this might have on environments they consider to be external to their own, and who have a preference for instant, as opposed to deferred, gratification. For example, they choose to dispose of the litter immediately, wherever they might be, rather than waiting until they get to their destination to find a bin.

In addition, although many of these individuals displayed low levels of guilt for socially unacceptable behaviour, they were clearly aware that vehicle littering is a socially unacceptable behaviour, and one they preferred not to be seen engaging in. In support of this, anonymity was a key factor in their decision to litter out of their vehicles, in particular anonymity from respectable behaviour which tallies with findings from the Litter Segmentation Research (2006) which stated that people are less likely to litter in front of respectable company.

The desire to be anonymous may also account for the finding that of those who last littered in a residential area, only one fifth did so in their own neighbourhood. This again is backed up by the Litter Segmentation Research (2006) which found that people generally littered away from their own front door – *'not in my backyard'* mentality.

Likewise, more people said that the last time they littered out of their vehicle was when they were in a moving vehicle as opposed to a stationary vehicle. This is also the consequence of a greater cover of anonymity provided when in a moving vehicle.

However, the split between the proportion of people who last littered out of their vehicle whilst moving and stationary was not huge (60% moving; 40% stationary). Whilst anonymity might explain the 60%, practicality might explain the 40%. For example, comments from the focus group with vehicle litterers highlighted that it is actually easier to throw litter out of the window when you are driving slowly or when at a stop.

The situations in which people were most likely to litter out of their vehicles appeared to be fairly consistent. However, there are a number of circumstantial factors that appeared to contribute to why HGV drivers in particular might litter out of their vehicles, namely the length of time they spend driving on a typical working day.

The extended period of time HGV drivers spend in their vehicles often results in them accumulating proportionately more rubbish in their vehicles, especially food related items, than a typical member of the public might do. Furthermore, the drivers expressed the need to dispose of their smelly waste as quickly as possible, otherwise if kept in the cab throughout the whole journey it would start to smell.

In addition, because the drivers often spend long periods of time driving, many commented that they try to finish their journeys as quickly as possible. The drivers acknowledged that this often meant that they were less likely to stop and dispose of their litter throughout the course of their journey.

Another circumstance unique to HGV drivers is that their vehicle is ultimately their place of work and their 'office'. Therefore smoking inside the cabs is illegal. This fact seemed to significantly contribute towards the frequency in which cigarettes were thrown out of HGVs as many of the drivers explained that if they used their ashtray it would be evidence that they had broken the law by smoking inside their cab.

It may be concluded that it is the same types of litter that are repeatedly thrown out of vehicles, and in similar situations. However, there are certain unique factors which contribute towards why some commercial drivers litter out of their vehicles. These include the long periods of time they spend in their vehicles, resulting in them eating

many meals in their vehicles and accumulating food rubbish which is unpleasant, and the fact that it is illegal to smoke inside the cab means many HGV drivers throw their cigarettes out of the vehicle.

Knowing who the vehicle litterers are, what they are littering and when they are doing so is important to help inform possible solutions. The concept of a designated car / vehicle litter bag was well received however the findings suggest that people would not be willing to pay for one. It was acknowledged that some people did keep a plastic carrier bag in their vehicle for certain items of litter, but not for the most commonly littered items (e.g. cigarettes, chewing gum and other messy / smelly items), and therefore it was considered unlikely that a car / vehicle litter bag would make a considerable difference to the amount of litter thrown out of vehicles. Although 80% of vehicle litterers said that they thought having a car litter bag would help reduce the amount of litter they throw out of their vehicles it is important to consider that what people say they will do and what they actually do can differ somewhat. Therefore a vehicle litter bag may help to reduce some items being littered out of vehicles but it is unlikely that it would significantly reduce the most commonly littered items from vehicles (the smaller, smellier, messier and dirtier items).

Many of the HGV drivers commented that one of the reasons why they were likely to litter out of their vehicles rather than wait to find a bin is that there are often no bins in lay bys and where there are bins, they are usually full. Although it is possible that this argument is sometimes used as an excuse for littering rather than being based on fact, research conducted by Policy Exchange and the Campaign to Protect Rural England (CPRE) also found that a lack of bins contributed towards littering behaviour⁹. The report makes seven recommendations, one of which refers to the provision of bins and ashtrays in strategic sites. The findings from the focus groups with HGV drivers would suggest that the strategic placement of bins should include lay bys and sufficient services need to be in place to ensure they are emptied regularly.

In addition to possible solutions, the topic of deterrents was also investigated. The findings revealed that any concept of a deterrent, whether in the form of a monetary fine, points on a driving licence or community service would only be effective if the offender felt that there was a reasonable likelihood that it would be enforced. The

⁹ *Litterbugs. How to deal with the problem of littering.* Policy Exchange. Campaign to Protect Rural England, 2009

vehicle litterers noted that they would have to be aware that people were caught and punished for vehicle littering, and would have to hear of instances themselves to believe that it was a potential threat to them. Therefore, there may be a benefit for local authorities to promote the consequences of being caught for littering from a vehicle and to advertise instances where offenders have been caught and punished. Likewise, local media coverage could help to highlight cases where people have been caught and fined for littering from their vehicles. Such an approach would help to convey the message that littering from vehicles is not acceptable and is an issue that local authorities take seriously.

The current law considers littering (whether from a vehicle or not) to be a criminal offence which is prosecutable with a fine of up to £2500, although offenders are given the option of paying a Fixed Penalty Notice (FPN) of £75 within 14 days. However, the findings revealed that vehicle / HGV litterers do not currently feel that this is a real threat to them. This may partly be the result of the legal and practical difficulties often encountered by enforcement officers when it comes to tracking the offender and enforcing the penalty. The report by Policy Exchange and the Campaign to Protect Rural England (CPRE) also makes the point that most people do not consider a fine as a credible or probable sanction which they argue is largely the result of a lack of consistency in the application of the penalty. Therefore, another of their seven recommendations refers to a need for greater consistency in the application of penalties for littering across local authorities.

However, owing to the reported difficulties in enforcing the current system, local authority employees expressed a preference for a change to the system rather than greater consistency in its application. Local authority employees were in favour of a change in legislation whereby the person in control of the vehicle at the time of the offence would be held responsible and liable for prosecution. It was suggested that this could be combined with another piece of legislation which would make the owner of the vehicle responsible for informing the authorities as to who was in control of the vehicle at the time of the incident. Furthermore, consultation with members of the public revealed that they are largely in agreement that this change in legislation is appropriate. However, it is acknowledged that issues regarding the need for evidence, over and above eye witness accounts are likely to arise should this change be made.

This research provides some powerful information about vehicle littering. In particular, cigarettes are a key item – the most commonly littered item, and by the most prolific vehicle litterers. Cigarettes not only account for a large proportion of vehicle litter but can also be seen to make other types of vehicle littering more acceptable. This is based on the finding that those people who smoke and who vehicle litter are more likely to throw all other types of litter out of their vehicles than non-smoking vehicle litterers. Therefore, campaigns or measures which successfully target cigarette vehicle litter are likely to have a significant impact on vehicle litter in general. Anonymity is also crucial - it provides a ‘bubble’ in which individuals feel hidden from the rest of the world, allowing them to behave as they wish and without suffering any consequences. Finally, vehicle litterers often report feeling physically removed from the act almost instantly. A piece of litter can be flicked out of the window and then completely forgotten about – they cannot see it any more, therefore it didn’t happen!

If the message can be conveyed to vehicle litterers that they are *not* anonymous, perhaps through the use of CCTV cameras and raising the public’s awareness of the consequences and potential of being caught, vehicle littering may be reduced. The need for consistent penalty enforcement, whether this be the current system or a revised version, is evermore crucial to this end. In addition, more emphasis on the impact litter has on our environment may be beneficial. Vehicle litterers need to be aware that ‘one little cigarette’ quickly adds up when many other people are doing the same, numerous times a day.

Contact Information

Please do not hesitate to contact us should you have any questions or would like to discuss any element of this report.

Keep Britain Tidy

Elizabeth House

The Pier

Wigan

WN3 4EX

Tel: 01942 612 621

Email: market.research@keepbritaintidy.org

Appendix 1: Anti-vehicle littering campaign poster (Washington USA)

Thanks for using this litterbag.



Want to litter? Fine.	
Food/beverage container	\$103
Unsecured load	\$194
Lit cigarette	\$1,025
Illegal dumping	UP TO \$5,000 +JAIL TIME

Fines subject to change and may vary locally.

Litter and it will hurt.

Report violators 866-LITTER-1*



or online at www.litter.wa.gov
*866-548-8371 711 (TTY Relay)

Appendix 2: Vehicle litterer questionnaire

Vehicle Litterer Questionnaire

Hello, my name is xxxxx from xxxxx, an independent market research organisation. We are currently carrying out research for ENCAMS. I would be grateful if you could spare me 10 minutes to answer some questions. All our interviews are conducted to the standards required by the Market Research Society and as such your responses will be treated in confidence and no individual comments will be attributed to you.

Screening question:

Q1 I'm going to read out a list of things that people do. For each, if you were to do this, how guilty would you feel about it? SHOWCARD A

Action	Not all guilty	Not very guilty	Fairly guilty	Very guilty
Driven on a motorway at more than 90 miles an hour	1	2	3	4
Annoyed your neighbours by making a noise	1	2	3	4
Dropped any items of litter out of a vehicle	1	2	3	4
Called work and claimed to be ill because you wanted a day off	1	2	3	4
Been given more change than you were owed and kept the extra money	1	2	3	4

Q2 Have you ever dropped litter out of your vehicle in the past 6 months?

Y/N

If answer Yes to question 2 proceed to question 3. If answer No, end with thanks.

You already mentioned that you may have dropped some litter from your car or vehicle in the past 6 months.

We are interested in finding out about some specific types of litter.

Q3 When was the last time you dropped the following types of litter from your car or vehicle?

(Read through the list of litter types and code the response into one of the time options. Do not read out the time options)

	Today	In the last week	In the last month	In the last six months	Not in last six months / never
Fast food packaging e.g. McDonalds/sandwich packets	5	4	3	2	1
Drinks containers e.g. cans and bottles	5	4	3	2	1
Cigarettes	5	4	3	2	1
Small pieces of paper e.g. receipts and tickets	5	4	3	2	1
Chewing gum	5	4	3	2	1
Fruit peel or cores e.g. apple core	5	4	3	2	1
Other	5	4	3	2	1

If other, anything specific?.....

Q4 Thinking about the last time you dropped an item of litter out of your car or vehicle: Were you...

a In a rural or urban area?

Rural	Urban
1	2

b On a motorway / dual carriageway or a residential area?

Motorway / dual carriageway	Residential area*
1	2

***b (i)** If residential area, was it in your own neighbourhood

Yes	No
1	2

c In a car park or on a street

Car park	Street
1	2

d Moving or stationary

Moving	Stationary
1	2

e Was it busy or quiet traffic

Busy	Quiet
1	2

f Were you driving alone or did you have a passenger

Alone	With a passenger
1	2

Q5 What type of car (/vehicle) do you drive?

Make	Model

Q6 Do you smoke?

Yes	1
No	2

If yes, progress to Q8. If no jump to Q9.

Q7 Are there any ashtrays in your car / vehicle? If so where are they?

	Yes	No
Near the window to the right of the driver	1	2
On the central divide (near the gear stick)	1	2
Other (specify)	1	2
None	1	2

Other specified

Q8 Deterrents

I'm going to read out some examples of possible punishments for people caught littering from their car or vehicle.

For each please tell me which you think would be the biggest deterrent in preventing people from car littering.

a. £80 fine or 1 point on your license

£80 fine	1 point
1	2

(if '1 point' selected, skip to d)

b. £80 fine or 2 points on your license

£80 fine	2 points
1	2

(if '2 points' selected, skip to iv)

c. £80 fine or 3 points on your license

£80 fine	3 points
1	2

d. £80 fine or a few hours community service

£80 fine	Few hours community service
1	2

e. Community service or 1 point on your license

£80 fine	1 point
1	2

(if '1 point' selected skip to Q8)

f. Community service or 2 points on your license

£80 fine	2 points
1	2

(if '2 points' selected skip to Q10)

g. Community service or 3 points on your license

£80 fine	3 points
1	2

Q9 Solutions

Show picture of car litter bag: This is an example of a car litter bag, which is a reusable litterbag to use in your car.

a Would you buy a car litter bag (approximately £7)?

Yes	1
No	2

(if 'yes' skip to c)

b Would you use one if you were given it for free?

Yes	1
No	2

c If you had a car litter bag would it reduce the amount of litter you throw from your car?

Yes	1
No	2

Q10 Arguments for not littering (campaign messages)

I'm going to read out some potential reason for not littering from your car? Which do you think is the strongest reason for not littering from your car?

Littering from your car damages the environment	1
If you litter from your vehicle someone could be watching you	2
If you are caught littering from your vehicle you will be punished	3
Most people don't drop litter from their cars	4

Admin

a Please provide us with your postcode. Please be assured that we will not use this to contact you.

Postcode	
----------	--

- b** Would you be happy to be contacted later for further research into car littering, which may include a financial incentive?

If Yes, please provide name and contact email address/number

Name	Contact email (number if no email address)

- c** Age

16-24	1
25-34	2
35-44	3
45-54	4
55-64	5
65+	6

- d** Gender

Male	1
Female	2

Thank you very much for your time.

Appendix 3: Local authority e-survey

Local Authority Questionnaire

Littering from vehicles continues to be a problem. ENCAMS are currently working on a research programme looking into possible solutions.

As part of this research we would be interested to find out your views on the issue of littering from vehicles.

There are several ways in which this problem can be tackled. We have listed 4 different legislative options and we would like to know your thoughts on these. Please consider each option and then use the box provided to outline your thoughts.

Option 1: Littering from vehicles is a criminal offence and is prosecutable with a maximum penalty of £2500. Offenders are given the option of paying a Fixed Penalty Notice (FPN) of £75 within 14 days. (This is the system currently in place in most of England)

What do you like about this option? What might be the difficulties in implementing this option? How could this option be amended to make it more useful? Do you have any experience of working with this legislation?

Option 2: A letter is sent to the person responsible for the vehicle requesting information as to the perpetrator of the offence. It would be an offence not to reply to the letter. The named person is then issued with an FPN.

What do you like about this option? What might be the difficulties in implementing this option? How could this option be amended to make it more useful? Do you have any experience of working with legislation of a similar nature?

Option 3: The person in control of the vehicle is deemed responsible for littering offences and would be issued with the FPN regardless of whether they were the person littering from the vehicle or not (similar to section 33 (5) of the Environmental Protection Act 1990 in respect to controlled waste).

What do you like about this option? What might be the difficulties in implementing this option? How could this option be amended to make it more useful? Do you have any experience of working with legislation of a similar nature?

Option 4: Civil sanctions - littering from vehicles becomes decriminalised. This allows a Penalty Charge Notice (PCN) to be given to the vehicle owner and would work in a similar way to parking tickets. The case could be pursued through the civil courts in the event of the fine not being paid. This scheme is being trialled in London but the effectiveness has been difficult to evaluate.

What do you like about this option? What might be the difficulties in implementing this option? How could this option be amended to make it more useful? Do you have any experience of working with legislation of a similar nature?

Having considered each option please rank them in order of preference. Assume that any changes you have suggested have been implemented when you rank the options.

	1 <i>(your favourite)</i>	2	3	4 <i>(your least favourite)</i>
Option 1 (The current system)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Option 2 (The vehicle keeper is required to name the offender)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Option 3 (The person in control of the vehicle is responsible)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Option 4 (PCNs are issued. Littering from vehicles becomes decriminalised)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please use the box below for any alternative ideas you might have yourself that have not been mentioned in this survey.

◀
▶

What practical solutions have you found most effective when dealing with littering from vehicles? This may include a certain interpretation of the current legislation or a non legislative solution.

◀
▶

A key problem with enforcing littering from vehicles is one of evidence. Do you have any suggestions or experience of obtaining the necessary evidence? For example CCTV.

Setting aside the intricacies of the various legal options, we are interested to find out your opinions on punishments for those caught vehicle littering. Please rank the following punishments in order of preference.

	<i>1 (your favourite)</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6 (your least favourite)</i>
3 points on driving license	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2 points on driving license	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1 point on driving license	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community Service	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
£80 fine	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

For 'other' please specify in the box below.

Additional Comments

Thank you for taking the time to complete this survey.

Appendix 4: Commercial driver e-survey

Commercial Driver Questionnaire

To complete this short questionnaire please click next. At the end of the questionnaire there will be the opportunity for you to provide us with your email address so that you can be entered into a prize draw to win £200!

Which of the following vehicles do you drive? If more than one applies to you please choose the one that you drive most frequently.

HGV

Non-HGV lorry / LCV

Van (car derived)

On a typical working day how many hours do you spend in your vehicle? This can include when you are driving and when you are parked, for example to eat and rest.

Less than 1 hour

1-4

5-9

10-14

15-19

20-24

The following is a list of things that people do. Please indicate how guilty you would

feel if you were to do any of them.

	<i>Not at all guilty</i>	<i>Not very guilty</i>	<i>Fairly guilty</i>	<i>Very guilty</i>
Drive on a motorway at more than 90 miles an hour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Annoy your neighbours by making a noise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Drop an item of litter out of your vehicle	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Call work and claim to be ill because you want a day off	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Be given more change than you are owed and keep the extra money	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Have you dropped an item of litter out of your vehicle in the past 6 months

Yes	<i>No</i>
<input type="checkbox"/>	<input type="checkbox"/>

You mentioned that you have dropped some litter out of your vehicle in the past 6 months. We are interested to find out about some specific types of litter.

Please indicate when was the last time you dropped the following types of litter out of your vehicle.

	<i>Today</i>	<i>In the last week</i>	<i>In the last month</i>	<i>In the last 6 months</i>	<i>Not in the last 6 months / Never</i>
Fast food packaging, e.g. McDonalds and sandwich packets.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Drinks containers, e.g. cans and bottles	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cigarettes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Small pieces of paper, e.g. sweet wrappers and tickets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Work documents, e.g. receipts and invoices	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Chewing gum	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fruit peel, e.g. apple core	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

For other items please specify what these may be in the box below

When was the last time an item (including packaging and wrapping) that you have been transporting came loose from your vehicle and fell into the road?

<i>Today</i>	<i>In the last week</i>	<i>In the last month</i>	<i>In the last 6 months</i>	<i>Not in the last 6 months / never</i>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Thank you for taking the time to complete this survey.

To be entered into a prize draw to win £200 please provide us with an email address so we can contact you if necessary.

Terms and Conditions

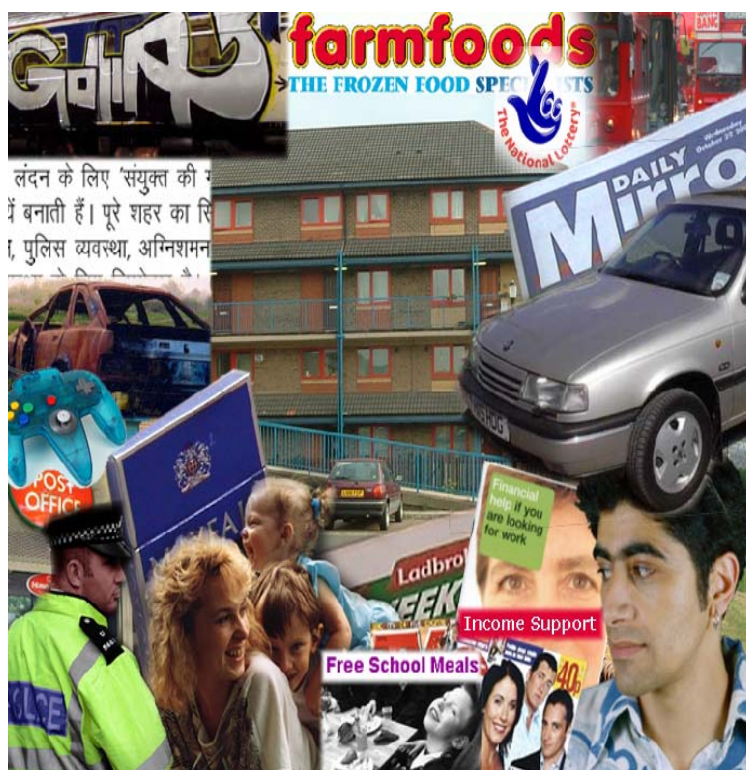
The closing date for entry to the competition is 13th February 2009. The winner will be notified by email within 6 weeks of the closing date. The prize money may increase but will not be less than £200.

For the opportunity to take part in some follow up research, for which you may be paid, please tick this box

Yes, you can contact me at a later date to possibly get involved in some follow up research

Appendix 5: Mosaic groups profile

Welfare Borderline



Key Features:

- Council housing
- Young children
- Heavy watchers of TV
- Public transport
- Low incomes
- Free school meals
- High deprivation
- Heavy drinkers/smokers

Receptive to:

- Telemarketing
- TV (shopping channels)
- Leaflets, posters
- Direct mail
- Tabloid newspapers

Unreceptive to:

- Internet
- Magazines
- Broadsheets

Education

Over 40% of the adults in *Welfare Borderline* have no qualifications. However, whilst still below the national average, almost 15% have a degree. This indicates a willingness by some to push themselves when opportunity arises, so provision of further education facilities may be particularly welcome in these areas. Children's education reflects their parents'. They are poor achievers throughout their education, and at each of the Key Stages they often fail to make satisfactory grades. However, more go to university than would be expected from their educational achievements. Within this group there are many with refugee status, and for whom English is spoken as an additional language. The low income levels mean that qualification for free school meals is very high.

Health

Welfare Borderline generally follow a very poor lifestyle; poor diet, heavy smoking and insufficient exercise. They do not tend to consume alcohol on a daily basis, but are still heavy beer drinkers, which implies binge drinking. Consequently, they are in poorer health than the majority of the population, with liver disease particularly prevalent. Mental illness is a particular problem with this group. Similarly, even adjusting for age, these neighbourhoods have the highest levels of teenage pregnancy.

Crime

These people have both a high expectation and realisation of all types of crime and anti-social behaviour. They see their neighbourhood as less desirable places to live, and where neighbours tend not to help each other. This group is the most likely of all to experience crime within or immediately outside their own home. Offenders are often under the influence of drink and drugs. Within these areas, the police are more likely to find the offender than in many other types of neighbourhood; however, rating of the police is still poor.

Finances

People within the *Welfare Borderline* group do not, as a rule, have the skills needed to earn incomes significantly above the national minimum wage, and most families qualify for state benefits in some form. Very few own shares or indeed enjoy the benefit of any savings. Budgets can cope with daily necessities but are often undermined by the need to pay for larger or unexpected items such as utility bills. Most are unable to qualify for a credit card and some do not have a current account so cash becomes an important medium of exchange. This results in post offices playing a vital role as places to pay bills as well as obtain benefit payments. Among this group it is quite common for utilities to insist on prepayment; incidence of non-payment of council tax is high. A high proportion of these people do not pay income tax, and those that do are almost exclusively on the basic rate.

Environmental Issues

These people are fairly neutral in terms of both household and vehicle emissions. However, this is more to do with the nature of housing stock, the low levels of vehicle ownership, and the low mileages for those that do own a car. In practice they are not concerned about the environment; indeed if anything they feel that others are over-concerned.

Blue Collar Enterprise



Key Features:

- Heavy smokers
- Poor diet
- Council estates
- Small towns
- Heavy TV viewers
- Self reliant
- Poorly educated
- Middle aged couples

Receptive to:

- TV
- Telemarketing
- Tabloid newspapers

Unreceptive to:

- Internet
- Telephone advice lines
- Broadsheets

Education

The majority of adults in *Blue Collar Enterprise* left education with few, if any, qualifications. Only 14% went past 'O' level, and just 8% have a degree, which is well under half the national average. Children in *Blue Collar Enterprise* achieve only moderate educational success. Many fail to reach the levels needed to find well paid jobs or to proceed to further and higher education.

Health

These people do not tend to have a good diet, and they take insufficient exercise. They are heavy smokers, but are much less excessive in their alcohol consumption. Consequently, respiratory diseases are perhaps more of a problem than liver disease. Mental health is not a major problem, perhaps due to the relatively stable working and home lives that these people enjoy. Levels of teenage pregnancies are a concern, but do not reach the levels found in some other Mosaic groups.

Crime

These people's fear of most types of crime virtually mirrors the national picture. Anti-social behaviour is an issue for many, but not to the same extent as experienced by those living in the inner cities and larger council estates. In these neighbourhoods problems occur immediately outside the home, making anti-social behaviour more of a concern than domestic violence or burglary.

Finances

In recent years *Blue Collar Enterprise* people have become much more sophisticated users of financial services. Most now have mortgages and credit cards and many of them have personal loans and long term tax efficient savings accounts. Many of this group do not pay income tax, whereas others do pay at the basic rate. There is therefore only a moderate level of reliance on the state for support. Rates of council tax non-payment are reflective of the national picture, indicating a general ability to manage their money.

Environmental Issues

As with many aspects of the lives of *Blue Collar Enterprise*, their contribution to CO2 emissions from both the home and their car are close to what is found on average across the country. However, they do not show particular concern for the environment. The fact that they are likely only to own one car and to drive below average miles annually is primarily a reflection of finances and lifestyle rather than environmental concern.

Municipal Dependency



Key Features:

- Families
- Low income
- Income Support
- Terraces and semis
- Large council estates
- Outer suburbs
- Heavy TV viewing
- Free school meals

Receptive to:

- TV
- Posters
- Telemarketing
- Drop-in centres

Unreceptive to:

- Internet
- Magazines
- Newspapers
- Telephone advice lines

Education

Educational attainment in *Municipal Dependency* areas is especially low, with over half of the adults having no formal qualifications. Only 10% have reached 'A' level standard or above. Their children display the lowest level of educational attainment of any of the Mosaic groups. By the time they reach sixteen, the proportion of children achieving five or more GCSE passes at Grades A to C is only half the national average. University admissions are extremely low. There is a high proportion of children with special educational needs, but few have the disadvantages that come from having English as an additional language.

Health

This group can tend to suffer from poor health. They tend to have a bad diet, and are heavy smokers and beer drinkers; in addition they do insufficient exercise. It is interesting to note that although they do suffer from heart, liver and respiratory diseases, it is not to the same extent as those people in the *Welfare Borderline* group. Similarly, the incidence of mental illness is above average, but not as commonplace as in some other Mosaic groups.

Crime

Levels of crime and anti-social behaviour are high in these neighbourhoods, although racist incidents are less likely than in the inner cities. Violent crime is a particular issue. Repeat victimisation is relatively commonplace, and it is quite likely that the offender is known to the victim. Because of this, the police are relatively successful in apprehending the offender; nevertheless, this group has little faith in the police.

Finances

People within the *Municipal Dependency* group tend to manage money on a weekly rather than a monthly basis. They often still receive their income in cash, rather than as payments which go direct to current accounts. Finances have to be budgeted over the week rather than the month or year. Few people have access to significant savings, and long-term investments are most likely to take the form of premium bonds or other National Savings products which can be purchased at local Post Offices, a channel that many use to pay their bills. Balancing budgets is by far a more important issue for the majority of *Municipal Dependency* than long-term financial planning. This group has the highest proportion of people not paying income tax, and consequently has significant up-take of state benefits. Non-payment of council tax is often an issue.

Environmental Issues

These people generally have no concern for the environment, and may have insufficient money to contribute financially to addressing environmental issues. The fact that they do not tend to be high contributors to vehicle emissions owes more to the very low level of car ownership than it does to careful driving and economical vehicles.

Appendix 6: HGV driver mini focus group discussions summary

HGV Driver Mini Focus Group Discussions Summary (Manchester, Birmingham and Nottingham)

What do they litter out of the vehicles?

- Smaller items
"...generally small stuff"

- Cigarettes

Not allowed to smoke in cabs as it's classed a place of work.

Don't want ash in cab as would then have to clean out ashtray.

"If I get in and previous driver has smoked then I'll empty the ashtray out the window"

Ashtray often used for paper and pens etc.

- Food / drink

Throw out fruit, chicken skin, crusts, unwanted / left over food and drink. Don't want anything in cab that might smell or rot.

"...apple cores – easier to throw out...if left would end up festering"

Throw out food wrappers, drinks containers and fast food trays.

"Lucazade bottles" - of urine.

- Small pieces of paper

Sweet wrappers, cigarette papers, cellophane etc.

- Chewing gum

"chewing gum always goes out"

When are they most likely to litter out of their vehicle?

- When parked
"Don't like to but might do when parked up"

- When it is quieter
"Look out the window before I throw litter out"

"If roads are quiet" – had member of public make complaint about his driving before so is wary of people seeing him now.

"...during rush hour I'll use an empty can" – to dispose of cigarettes

"...be discreet – make sure no one coming and can see me"

"...when traffic around I put crusts in a bag"

- At an island or slowed down

"...at an island – anywhere you stop"

- In lay bys especially when no bin or the bin is full

"In the lay bys the bins are always full and over flowing"

"If bin is full I'll just chuck it to the side, then a lorry will come along and it's blown in to the road"

- When no bin near by

"If bin near by then I would use it"

- When driving nights or long trips

"If away all week more likely to keep going" – and not stop to throw litter away

"If driving for 4 hours and not stopping it's gotta go out"

"If driving during the day I'll wait until I get home to throw it away. It's nights when am more likely to litter"

- When it's dark

"...more out at night – don't see nowt"

"...more at winter"

- When eating

Eat all day long in the vehicle. *"..been pulled over by a copper for eating while driving"*

- Specific types of litter

"...have a bag which stick things in that don't want to throw out"

"...use old carrier bag"

"...pet hate when people throw bottles and cartons out – know what I'm doing is no different but..."

"I keep a plastic bag in the cab, but wont put things in that rot like banana skins"

Reasons why they litter out of their vehicles

- Cab is their 'office' / 'living quarters' – want to keep it clean.

"Your cabs your house"

- Want to get job done ASAP so try and minimise number of stops on journey

"...want to get it done as quick as possible"

"Just want to get job done and get home"

"Your cabs your office / workspace / living quarters" "in your interest to keep it clean"

- Know they shouldn't but only little things

"As long as not hurting anyone"

- Not supposed to smoke in cab so can't use ashtray / some don't have ashtray
- Easier

"Just easier t throw it out"

".just flick it out"

"Slight of hand"

"Even at service stations – lorry drivers are idle. It's warm in your cab..." and you don't want to get out.

- Feeding the wildlife

"...good for wildlife"

"...feed the animals"

- It's biodegradable – will rot away

"Makes me feel a bit better if it's biodegradable"

"...if biodegradable then I'll throw it out"

- Not many lorry driver cafes now – always eating on the go
- Might be driving for 12 hours so will be eating 2 or more meals in cab – a lot of rubbish builds up

Employers rules

- Some have it in contract to keep cab clean, and have weekly checks but not that strict. Expected to be of decent standard, especially if leaving it for another driver to use

"Not done thing to leave in a mess", "Frowned upon"

"Don't have to clean it out but like it clean myself"

"I like it clean so that's why I chuck it out the window"

- No specific rules regarding littering from vehicle mentioned but maybe in contract?!

"If you worked for Tesco or Sainsbury's they'd come down on you like a tonne of bricks" ... "other companies not bothered as long as job is done"

"...all about money"

"(Boss) would prob say something but not be bothered"

"Don't think you'd be in trouble"

"Just be warned"

- No one has ever had member of public complain to employer that they have seen them litter out of vehicle
- Little experience of people responding to 'How's my Driving?' stickers
- If complaint was made, it would be frowned upon and employer would probably say something to them but if just once off then not so bad. Might be a different matter if it was a reoccurring issue.

"...if did (get told off) happen wouldn't want it to happen again"

Do they behave differently when they are driving their own cars?

- Spend less time driving own cars and for shorter journeys

"You've got more time, not in a rush to get anywhere"

- Accumulate less rubbish in own cars
- More likely to keep rubbish on them and dispose of it when they get home

"Can save little bits"

- Stash rubbish in car pockets – their wives might clean it up

"Stuff rubbish in the sides and glove compartment and throw it away when I get home...my missus might clean it out, while I know I have to clean my own truck out"

- Share car with family

"...don't smoke in own car cos wife uses it and got two kids"

- When kids in the car tell them when they can throw the litter out the window

What would they do to prevent vehicle littering?

- More bins in lay bys
- Empty lay by bins regularly
- Ban smoking when driving
- Have bin in cab that could be removed and emptied
- Zero tolerance
- High profile

"...advertised on news and in truckers magazine"

- Change public opinion

"...like drink driving – a few years ago you could have few but not now"

"Got to educate people...it's a loosing battle"

Deterrents

- Points on licence – extreme idea but would make you think twice as driving is their livelihood

“3 points is a big thing... 12 points and your gone”

“...wouldn't get employed easily again”

“Points on licence affects own insurance”

“Ludicrous”

“Un-realistic”, “Too extreme”

“Could loose livelihood over a sweet wrapper”

“only points would make a difference”

“If points issued then firms would enforce it”

- Fine good idea

“I got a fine for dropping a cigarette when I was walking the dog... more wary after getting a fine”

“...think £80 fine and named and shamed in paper”

“sooner have fine than points”

- Issues over proving it though. Most would just deny it unless caught in the act by Police Officer

“...such a hard thing to prove”

“I've had instances where debris comes off and I've flatly denied it – had the police round and everything”

- Would have to ensure they felt it was a real threat and that people were being caught and punished

“...would get into your head (if knew police were out there watching for people throwing litter)”

The main deterrent wouldn't be *“... the amount of fine, it would be how many people got caught”*

“I'd be embarrassed if someone saw me”

Things employer could do

- Reduce bonus

- Deduct pay

“...wage deduction would annoy me”

“Pay reduction would hit everyone”

- 3 strikes and your out system – in current climate high job insecurity and fewer jobs around

“...wouldn't want to risk job during current state of work place”

- *If throwing litter was an instant dismissal – “...then you'd think twice”*

“I would listen if my job was on the line”

“Can't afford to break too many rules – your operators licence comes up for renewal”

“Would make no difference, nothing then can do”

“Would get peoples back up and the unions would get involved”

- *Bad publicity*

“If firm got bad publicity then might make a difference”

“Very hard for companies to change drivers”

Appendix 7: Local authority comments

– summary

Local Authority Comments – Summary

The current legislation

Good that the notice period is short (14 days) but the fine should perhaps be more than £75. If a person is witnessed dropping litter from a vehicle and the vehicle is stopped (e.g. by police) and the FPN issued to the punitive offender, there is no problem and the legislation is already in place. However, often the offender is not stopped at time of offense. The problem arises if the vehicle drives on and the registered keeper does not name the offender.

Commonly, a letter and FPN is sent to the registered keeper for their attention. The wording of the letter is such that the onus is put on the keeper to notify us of who was driving at the time of the offence. If the offender admits the offence, after say a letter under caution, a FPN can be issued to him (and this is often successful).

There is no obligation on registered keeper to reply or to provide details of who committed the offence. Gathering information on the description of the driver or passenger and what they were wearing along with registration number and car type and colour is important. But as they are usually spotted when behind (and especially with tinted windows) we often can't get a good description. There's absolutely no chance with foreign vehicles. Only the 'honest' offender is dealt with on most occasions.

Operations working with local Safer Neighbourhood Policing Teams would probably prove more effective as the police do have a power of arrest if they cannot ascertain the name and address or believe it to be false. This way the name/address can be verified and better enforcement taken.

I have lots of experience with this option and lots of people say "I wasn't driving" or "I cant remember who my passenger was that day". Also if we have to write to company owned vehicles they often refuse to name their employee, and lease vehicles can take months to respond to our requests.

A letter is sent to the person responsible for the vehicle requesting information as to the perpetrator of the offense. It would be an offense not to reply to the letter. The named person is then issued with an FPN.

This could be useful in those instances where a reply is not received from the registered keeper (about 10% of cases). The penalty for not giving information has to be more than the FPN for it to be attractive to disclose the information..

It's attractive but does add another step into the process. The letter is an unnecessary additional piece of admin. Surely the FPN could go straight out and would include a requirement for details of the person responsible.

It would not work for small firms works vans.

If a child was named as being responsible for the littering - ie as a passenger - would this prevent action or would the driver take responsibility?

Offenders outside of your borough would still ignore letters as they will realise it is not cost effective for us to chase up if any distance is involved.

We have the DVLA WEE system and the number of vehicles without correct owner details is surprising.

Would local authority legal services really take the view that prosecution is in the public interest in these circumstances and/or that it is a good use of public money.

The problem you may then have is that the named person will just deny the offence and claim they don't know the owner of the vehicle and the whole situation becomes a mess.

What happens in the circumstances whereby the owner of the vehicle is unaware that an offence has been committed and they don't receive the letter, i.e. Son borrows dad's car, commits the offence of littering and then destroys the letter when it arrives before dad can read it?

The person in control of the vehicle is deemed responsible for littering offences and would be issued with an FPN regardless of whether they were the person littering from the vehicle or not.

It is water tight and cannot be avoided. This suggestion should be combined with previous option. Seems to be the best option which has some teeth behind it although asking people to take responsibility for other people's actions is not ideal. This is difficult enough in housing law with tenants who can lose the roof over their head because of others behaviour. The consequence of non action to the responsible owner above needs to provide a sufficient 'stick' to make sure that they act appropriately.

It should make businesses more responsible for the actions of their employees and should encourage them to make their drivers not commit littering offences and make sure they sheet their vehicles. Hire vehicles would present problem but could be recharged as per speeding tickets etc..

It would lead to FPNs being issued to parents whose young children have thrown something out the car. This would only damage the image of local authority enforcement.

Difficulties may arise if the registered keeper has changed hands during the time of the investigation.

Littering from vehicles become decriminalised. This allows a PCN to be given to the vehicle owner and would work in a similar way to parking tickets. The case could be pursued through the civil courts in the event of the fine not being paid.

Decriminalising it would send out the wrong message. The number of unpaid tickets would sore and the LA would be tied up chasing bad debt. Litter needs to be dealt with in the same way whether in a vehicle or not - this would be confusing for the public and would be seen as an income generating activity (in a similar way to parking fines).

There needs to be an incentive to get the offender to pay up – a criminal record and hefty fine currently do this. I believe a lot of parking fines don't get paid.

The benefits of a PCN being issued by parking staff are that they patrol the streets more regularly and there numbers are more than enforcement officers also they are set up to deal with the incident on site immediately, and as they are more visible usually in uniform, they could act as a deterrent.

Other thoughts . . .

The registered keeper is always culpable UNLESS another person is named as the offender. Failing to disclose offender details results in RK getting ticket - even if they are on holiday abroad etc.....

Add the offence to the list offences which police and local authorities can request driver details. The driver could be interviewed about the offence and admit it or name the offender. To make the driver or keeper liable (for offences committed by adult passengers or other drivers) would need primary legislation

FPN's could be issued to the company in respect of litter being deposited from works vehicles and in the case of taxi's should be considered when reviewing the issue of the hackney license.

Use of camera evidence obtained either by officer or CCTV

With existing databases I think that any offences committed should also lead to an overall electronic vehicle check, e.g. tax, mot, insurance.

Street Scene staff be issues with Mad Max type vehicles to ram offenders off the road!

More publicity locally and nationally to raise awareness that it is an offence to dispose of litter from a vehicle and that the driver is responsible for their passengers. Public need to know what constitutes litter and that a FPN can be issued.

RAC / AA / other regular highway related orgs encouraged to enforce / report as reliable witnesses.

Due to the cost to the LA of picking the litter up and the damage to the environment it may make more impact if there was three penalty points put onto the offenders driving licence. The difficulty with this would be that the accused would have to send in the driving licence and the LAs handling the diving licence. However, if the penalty of the points was only administered when the accused appeared at magistrates court it would encourage the offender to pay the fixed penalty. Would this be reasonable, I think so, considering section 3 of the Road Traffic Act 1988 as it is driving without consideration of other road users. In the event of cigarette ends which are lit it could even be deemed dangerous.

