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cc: Devolved Administrations

CHE MEMORANDUM 440/19 – Reducing litter on the Strategic Road Network

1. SCOPE

Why should you read this?

Customer Service Standards are a mechanism to address customer pain points and problems. They are a way of defining what customers can expect and the role Highways England plays in improving customer satisfaction.

This standard drives a consistent application to reduce litter, refuse and fly-tipping in line with our statutory duties as specified in the Environmental Protection Act 1990 and The Code of Practice on Litter and Refuse 2006. The Standard does not duplicate existing contractual requirements.

This standard reminds Highway England employees and the supply chain of the obligations and challenges that they face to keep the network free from litter, refuse and fly-tipping to meet customer expectations.

2. SUMMARY

Why now?

Litter, refuse and fly tipping is a significant pain point of our customers, and reducing litter on the Strategic Road Network (SRN) will contribute to improving customer satisfaction.

3. MAIN TEXT

The Reducing Litter on the SRN Customer Service Standard is attached to this document. This standard is for immediate implementation.

Litter is unsightly and a risk to wildlife and the environment, yet it is wholly avoidable. Every effort is made to keep our roads clean and tidy in accordance with our legislative responsibility but more needs to be done to combat the problem of littering by changing the behaviour of those who currently feel that it is acceptable to drop litter.

Highways England's roads are the gateways to our towns, cities and major ports and the quality of the environment is important to customers and key stakeholders. Roads free from litter, refuse and fly-tipping creates a positive impression of the SRN.

Research has shown that littering is considered socially unacceptable and people are more likely to drop litter if the environment is already littered. We cannot change littering behaviour alone and need to work closely with Local Authorities and anti-litter organisations like Keep Britain Tidy to make littering socially unacceptable.

This standard also supports both Highways England's commitments in the Defra's Litter Strategy for England:

1. Commitment 25. Identify opportunities for improvement in the cleaning of the Strategic Road Network.
2. Commitment 26. Put in place measures to deliver a lasting improvement in cleanliness at 25 priority hot spots on the Strategic Road Network.

and Highways England's Litter Strategy:

Our strategy has an overarching goal to reduce the need for litter picking and collection, and deliver an effective litter clearing service. This strategy is being delivered under four work streams that contribute to our vision of a network predominantly free from litter without compromising safety and delivered affordably:

- 1) Influence littering behaviour
- 2) Improve operational delivery and asset maintenance
- 3) Seek and respond to customer feedback
- 4) Improve partnership working

This standard shall be implemented across the SRN.

4. HE Business Implications

Highways England is committed to providing a network free from litter, refuse and fly-tipping. This standard aligns with our statutory duties as specified in the Environmental Protection Act 1990 and The Code of Practice on Litter and Refuse 2006, and will contribute to improving KPI2- user satisfaction.

This standard will enable Highways England to demonstrate that it is listening and responding to customer concerns.

The CSS does not introduce any new safety risks, thus the delivery requirements, work instructions and method statements that regulate the activity of litter management remain the same.

5. Costs

There are no financial implications from introducing this requirement.

6. Implementation / actions required by MPD and OD (and other HE Directorates)

Where activities fall within the scope of the attached Customer Service Standard, all Highways England staff and supply chain are required to ensure they are implemented.

Where the document contains requirements that fall within the scope of the Construct Products Regulations, the scheme / project manager should familiarise themselves with GG 101 (Introduction to the DMRB), Series 100 (Introduction to the MCHW), or TR1000 (Introduction to the TSS Plans Registry) and TR1100 (General Technical Requirements).

7. Withdrawal of document

This requirement, and its effectiveness, shall be regularly reviewed and will be withdrawn if no longer deemed necessary.

8. Contact details

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Annexes (including)

Annex 1: Customer Service Standard Reducing litter on the Strategic Road Network inc. Tackling litter together collaboration pack
Annex 2. Draft letter to Service Providers

Customer Service Standard - Reducing litter on the Strategic Road Network

Revision 0

Summary

This Standard will address the needs and expectations of our customers and key stakeholders regarding litter, refuse and fly-tipping on the Strategic Road Network.

Feedback and Enquiries

Users of this document are encouraged to raise any enquiries and/or provide feedback on the content and usage of this document to the dedicated Highways England team. The email address for all enquiries and feedback is:

CustomerServiceStandards@highwaysengland.co.uk

This is a controlled document.

Contents

Release notes	2
Foreword	3
Publishing Information	3
Contractual and legal considerations	3
Introduction	4
Summary	4
Background	4
Terms and definitions	5
.....	5
1. Scope	6
Aspects covered	6
Implementation	6
Health and Safety	6
2. Requirements	7
Influencing littering behaviour.....	7
Improve operational delivery and asset maintenance.....	7
Requirements to seek and respond to customer feedback.....	8
Requirements to improve partnership working.....	8
3. Appendices	10

Release notes

Version	Date	Details of amendments
0	March 2019	First release

Foreword

Publishing Information

This document is published by Highways England.

Contractual and legal considerations

This document forms part of the works specification. It does not purport to include all the necessary provisions of a contract. Users shall be responsible for applying all appropriate documents applicable to their contract.

Introduction

Summary

Customer Service Standards are a mechanism to address customer pain points and problems. They are a way of defining what customers can expect and the role Highways England plays in improving customer satisfaction.

This Standard will encourage a consistent approach to reducing litter, refuse and fly-tipping in line with the Environmental Protection Act 1990 (EPA) [Ref 2.1] and The Code of Practice on Litter and Refuse 2006 (CoP) Code of Practice Litter & Refuse [Ref 1.1].

The needs and expectations of our customers and key stakeholders regarding litter, refuse and fly-tipping on the Strategic Road Network (SRN) shall be addressed.

This Standard does not duplicate existing contractual requirements.

The use of innovative solutions should be used to reduce littering at source, reduce the exposure of our road-workers, reduce litter picking frequencies, reduce spend and improve customer satisfaction.

This Standard will promote an outcome focused intelligence-led approach to cyclic and repair maintenance activities, where network knowledge, asset intelligence, customer insight and safety risk implications may be used to vary the maintenance activities.

Background

Highways England's roads are the gateways to our towns, cities and major ports and the quality of the environment is important to customers and key stakeholders. Roads free from litter, refuse and fly-tipping shall create a positive impression of the SRN.

Research has shown that littering is considered socially unacceptable and people are more likely to drop litter if the environment is already littered.

Highways England's Litter Strategy [Ref 4.1] has an overarching goal to reduce the need for litter picking and collection, and deliver an effective litter clearing service. This strategy is being delivered under four work streams that contribute to the vision of a network predominantly free from litter without compromising safety and delivered affordably:

- 1) Influence littering behaviour.
- 2) Improve operational delivery and asset maintenance.
- 3) Seek and respond to customer feedback.
- 4) Improve partnership working.

Terms and definitions

Abbreviations

Abbreviation	Definition
Code of Practice on Litter and Refuse 2006	CoP
Environmental Protection Act 1990	EPA
Local Authority	LA
National Litter Working Group	NLWG
Strategic Road Network	SRN
Strategic Road Users Survey	SRUS

Terms and definitions

Term	Definition
Fly-tipping	Illegal disposal of controlled waste.
Hot spot	A litter hot spot is an area or location that is particularly challenging to keep free of litter, refuse and fly-tipping in relation to frequency and volume of littering as well as the practical aspects to safely collect the litter.
Litter	Litter is most commonly assumed to include materials, often associated with smoking, eating and drinking, that are improperly discarded and left by members of the public; or are spilt during business operations as well as waste management operations.
Refuse	Refuse should be regarded as having its ordinary meaning of waste or rubbish, including household and commercial waste, and can include fly-tipped waste. Dog faeces are to be treated as if they were refuse when on certain descriptions of public land 1. Dog fouling is a separate offence from littering.

1. Scope

Aspects covered

Implementation

- 1.1 This standard shall be implemented across the SRN.
- 1.2 The delivery of this standard will enable Highways England to demonstrate that our actions are meeting the statutory obligations contained in the EPA [Ref 2.1] and the CoP, Code of Practice Litter & Refuse [Ref 1.1].
- NOTE 1 The Environmental Protection Act (EPA) 1990 [Ref 2.1] places a statutory duty on Highways England and LA's, so far as is practicable, to keep public highways clean and clear of litter and refuse.*
- NOTE 2 The EPA [Ref 2.1] makes a distinction between special roads, which are the responsibility of the Secretary of State; and trunk roads, which are the responsibility of the LA. There are some exceptions where the Secretary of State has retained responsibility by order under Section 86(11) of the EPA [Ref 2.1]. Details of these roads are contained in the litter strategy. [Ref 4.1]*
- 1.3 The application of this standard will demonstrate the commitments contained in the Litter Strategy for England [Ref 5.1] are delivered and the ambition to be the first generation to leave the natural environment of England in a better state than it found it, is supported.
- NOTE Our commitments in the Litter Strategy for England [Ref 5.1] are;*
- 1) Commitment 25. Identify opportunities for improvement in the cleaning of the Strategic Road Network.*
 - 2) Commitment 26. Put in place measures to deliver a lasting improvement in cleanliness at 25 priority hot spots on the Strategic Road Network.*
- 1.4 The application of this standard will demonstrate working more effectively with neighbouring authorities and key stakeholders to keep roads free from litter, refuse and fly-tipping.
- 1.5 This standard will highlight the importance of taking a preventative approach to reducing litter by finding longer term innovation solutions to address the root causes of litter which will result in improved customer satisfaction.

Health and Safety

- 1.6 Where undertaking any activity that does or may have an impact on safety, either directly or indirectly, for any of the populations on Highways England's motorways and all-purpose trunk roads, risk assessments and management shall be in accordance with the procedures set out by Highways England.

2. Requirements

Influencing littering behaviour

- 2.1 All options should be explored to incentivise future behavioural change in those who drop litter.
- 2.2 An intelligence led approach using network knowledge, asset intelligence and customer insight should be used to understand the root cause of litter hot spots.

NOTE Examples of intelligence include but are not limited to;

- 1) *Safety patrols, safety inspection and condition inspection data.*
- 2) *Understanding the correlation between litter and low speed areas of the network, for example slip roads and roadworks.*
- 3) *Assets vulnerable to the impact of litter, for example gullies in flood risk areas or concrete central reservation barriers trapping wind blown litter.*
- 4) *Customer complaints, Strategic Road Users Survey (SRUS) data and stakeholder feedback.*

- 2.3 Where litter hot spots are particularly challenging to keep free from litter, refuse and fly-tipping, appropriate interventions should be developed to address the root cause and encourage behavioural change.

- 2.4 A business case should be prepared to demonstrate the benefit of the intervention.

- 2.5 Each intervention should be monitored and impact evaluated.

NOTE Interventions such as anti-litter campaigns, drive up to bins or messages on temporary signs highlighting the risk to road-workers have been previously used successfully.

- 2.6 SRUS data should be used to identify areas of concern, monitor trends and impact of interventions.

- 2.7 All national litter campaigns appropriate to the SRN should be supported and impact evaluated.

- 2.8 If littering from a vehicle is witnessed, information shall be gathered and shared with the relevant LA to be used as evidence to enable them to prosecute.

NOTE Under the EPA [Ref 2.I] registered keepers of vehicles can be issued with Penalty Charge Notices from prosecuting authorities such as the relevant LA.

- 2.9 Location and time of any littering offences, should be recorded and used to monitor the impact of a LA prosecution.

Improve operational delivery and asset maintenance

- 2.10 If accumulations of litter falls below the accepted grade, the SRN must be brought up to the required grade and within the required response period as defined in the EPA [Ref 2.I] and the CoP Code of Practice Litter & Refuse [Ref 1.I] and Highways England's maintenance standards.

- 2.11 Effective operations and maintenance shall focus on litter picking and collection but also on preventative maintenance to mitigate the effects of litter on other assets.

NOTE This relates to assets vulnerable to the impact of litter, for example gullies in flood risk areas or concrete central reservation barriers trapping wind blown litter.

- 2.12 Litter accumulations shall be classified and recorded as a defect when any part of the SRN fails to meet grade defined by the CoP Code of Practice Litter & Refuse [Ref 1.I].

NOTE The CoP Code of Practice Litter & Refuse [Ref 1.I] emphasises the consistent and appropriate management of an area to keep it clean not how often it is cleaned.

- 2.13 Litter related defects shall be identified through safety patrols, safety inspections, conditions or through reporting by third parties.

- 2.13.1 Inspectors should understand the definition of a defect in relation to litter, refuse and fly-tipping.

- NOTE** *For Asset Delivery regions and areas, a performance indicator will be introduced in the Roads Period 2. Condition inspection data will be used to provide an overview of the grading of the SRN in accordance with the CoP, Code of Practice Litter & Refuse [Ref 1.I].*
- 2.14 An outcome focused intelligence-led approach should be adopted to reduce litter, refuse and fly tipping on the SRN, where network knowledge, asset intelligence, customer insight and safety risk implications may be used to vary the maintenance activities and frequencies.
- 2.15 Each region shall be responsible for assuring the requirements of this standard and maintenance standards are implemented, and supporting the delivery of the litter strategy.
- NOTE** *Many regions have appointed a litter champion to undertake this function.*
- 2.16 National litter hot spots shall be identified, managed and monitored on the SRN.
- 2.17 SRUS data should be regularly interrogated to understand sweeping and cleaning performance across the SRN.
- 2.18 The quantity of bags picked and the number of customer complaints for each litter hot spot shall be collated on a monthly basis.
- 2.18.1 Litter hot spot data should be reported to Highways England's cross company National Litter Working Group (NLWG).
- 2.19 Litter hot spots shall be prioritised using quantity of bags picked and the number of customer complaints for a specific area.
- 2.20 Where litter hot spots are the responsibility of a LA, Highways England should seek to facilitate and enable the LA to deliver its statutory duty.
- NOTE** *Put in place measures to deliver a lasting improvement in cleanliness at 25 priority hot spots on the Strategic Road Network is a commitment contained in the Litter Strategy for England, [Ref 5.I].*
- 2.21 To improve efficiency and effectiveness of litter picking and collection, best practice and innovative solutions should be shared.
- 2.21.1 Innovation and best practice should be shared with the NLWG to track progress towards delivering the litter strategy.

Requirements to seek and respond to customer feedback

- 2.22 Records shall be kept and be available to demonstrate to customers the SRN is being kept to the appropriate level of cleanliness.
- NOTE** *Examples of appropriate records could comprise, but not limited to;*
- 1) *Photographic evidence.*
 - 2) *Records of before and after gradings in accordance with the CoP Code of Practice Litter & Refuse [Ref 1.I],*
 - 3) *Maintenance programmes and schedules, and number of bags collected.*
- 2.23 The correspondence library shall be used when replying to customers to ensure a consistent approach.
- 2.23.1 SRUS data may be used to advise customers on current trends for litter.

Requirements to improve partnership working

- 2.24 Where LA's are responsible for keeping the network free from litter, refuse and fly-tipping, Highways England should seek to facilitate and enable the LA to deliver its statutory duty.
- NOTE** *The EPA [Ref 2.I] makes a distinction between special roads, which are the responsibility of the Secretary of State; and trunk roads, which are the responsibility of the LA. There are some exceptions where the Secretary of State has retained responsibility by order under Section 86(11) of the EPA [Ref 2.I]. Details of these roads are contained in the litter strategy [Ref 4.I].*

- 2.25 Guidance and advice contained in the Tackling Litter Together collaboration pack should be used to facilitate the LA to fulfil its statutory duty.
- NOTE The purpose of the Tackling Litter Together collaboration pack is to actively encourage engagement with LA's which includes development of an integrated approach.*
- 2.25.1 A Memorandum of Understanding should be agreed to work together toward a common objective of making the network free from litter, refuse and fly-tipping.
- NOTE 1 This includes sharing best practice and gathering information that can be used as evidence to address anti-social behaviour (i.e. littering from vehicles).*
- NOTE 2 Under s.5 of the Highways Act 1980 1980 [Ref 3.] there is a general duty to co-operate in so far as reasonably practicable with other persons exercising functions which relate to highways.*
- 2.26 Where the SRN adjoins other highway authority roads, Highways England should consult together with the relevant LA to develop an integrated approach and identify opportunities to improve how litter, refuse and fly-yipping is reduced.
- 2.27 Where LA's are responsible for keeping parts of the SRN free from litter, refuse and fly-tipping but are unwilling or unable to collaborate this should be escalated.
- 2.27.1 If a matter requires escalation, the Service Delivery Team Leader or Regional Director should facilitate further discussion with the LA.
- 2.28 Collaboration should be undertaken with the relevant LA to record and reduce instances of fly-tipping, providing information that leads to prevention and prosecution.

3. Appendices

Tackling Litter Together

Tackling litter together

Your stakeholder collaboration pack

Contents

1. Tackling litter together	2
2. Who is responsible for litter clearing?	3
3. Delivering our litter strategy vision through collaboration.....	4
i. Influence littering behaviour	4
ii. Improve operational delivery and asset maintenance	4
iii. Seek and respond to customer feedback	5
iv. Improve partnership working	5
4. Tips and tools for implementing collaborative working practices	6
■ Meeting and communicating with your local authorities	6
■ Meeting and communicating with service area site managers	6
■ Resource sharing	7
■ Health and Safety	7
■ Litter Partnership Agreement with local authorities.....	7
■ Targeting litter hotspots.....	8
■ Consistent measurement and data logging of litter	8
■ Education and engagement.....	9
■ Marketing and communications.....	9

1. Tackling litter together

Litter is everybody's problem. As well as being unsightly, it has broader social, environmental and economic impacts. When it is visible on our strategic road network ("the network"), it affects customer satisfaction and ultimately our reputation as a customer-focused organisation.

Our customers want to know what we are doing to tackle the litter issue. Crucially, our overall performance is being monitored by the Office of Rail and Road to make sure we achieve the 90% user satisfaction score set out in the Government's [Road Investment Strategy](#).

We received 1,331 negative enquiries regarding litter on roads from January to July 2015, with 17% of those related to local roads. Plus, we receive a significant level of complaints about litter on the Highways England network each year. If you work in a service delivery or asset development team then this collaboration pack will help you develop effective working practices with local authorities and service area operators to tackle litter together. It includes tips and tools relating to:

- Meeting and communicating with your local litter authorities and service area operator site managers;
- Resource sharing;
- Formalising arrangements with local (litter) authorities (litter partnership agreement);
- Targeting litter hotspots;
- Consistent measurement and data logging of litter; and
- Education and engagement.

2. Who is responsible for litter clearing?

Litter clearing duties were assigned under Section 89 of the [Environmental Protection Act](#) (EPA) 1990. Highways England is responsible for the management of litter on England's motorways and a small number of trunk roads, local authorities (Duty Bodies or Litter Authorities as identified in the [Code of Practice on Litter and Refuse](#)) are responsible for litter on all other roads including the trunk roads within our network.

“It shall be the duty of the Secretary of State, as respects any trunk road which is a special road and any relevant highway or relevant road for which he is responsible, to ensure that the highway or road is, so far as is practicable, kept clean.”

In addition, [Section 86](#), Part 9 covers some of the responsibilities that local authorities have regarding litter clearance on highways in their area.

Nevertheless, there is confusion amongst some local authorities over their responsibilities for litter clearing on all-purpose trunk roads (APTR's), and the public are also largely unsure who to contact when making a complaint about litter. In addition, many local authorities are challenged by a lack of resources affecting their ability to undertake these duties.

In order for local authorities to fulfil their duties, they are reliant on us to grant access to our network. Within Operational Directorate, to minimise traffic disruption, access tends to be granted only for late night operations, which requires lighting equipment along with expensive and disruptive traffic management procedures. The safety of our customers and of those involved in litter clearing is critical, which means verges can only be cleared where practicable. Safe access to central reservations and areas without a hard shoulder requires lane closures, causing disruption to traffic, which means litter clearing in these locations occurs infrequently.

If local authorities are unable to fulfil their litter clearing duty, our customers' perceptions of our network may be adversely affected, consequently impacting our reputation. Litter clearing at service areas is the responsibility of the service area operator. However, the on-slips from service areas to motorways are our responsibility and many have been identified as litter hotspots.

3. Delivering our litter strategy through collaboration

We launched our [Litter Strategy](#) in 2014, the vision for which is: “A network predominantly free from litter, without compromising safety and delivered affordably”. This vision is underpinned by four workstreams:

i. Influence littering behaviour

This involves working with anti-litter organisations to tackle littering at source by influencing littering behaviour but we recognise that more needs to be done.

Our partnership with Keep Britain Tidy led to a litter intervention trial at Beaconsfield Extra service area on the M40 in Buckinghamshire in early 2015. 30 signs were displayed around the service area with ‘watching eyes’ encouraging visitors to the service area to correctly dispose of their waste. The posters produced a positive behavioural response, with a 23% reduction in the number of people observed littering.



Slip roads onto our network from service areas are common litter hotspots. We are therefore exploring opportunities for scaling a poster intervention at service area sites across the network.

Poster intervention at Beaconsfield service area

Other interventions in various areas across the country are also in the process of being trialled.

Many on-the-go beverage and food companies located in service areas and near to our roads have signed Keep Britain Tidy's Litter Prevention Commitment. Costa Coffee is one of the many companies working with Keep Britain Tidy. Costa Coffee and others are aware of the impact that litter has on the environment and we are using this opportunity to work in partnership together to make littering socially unacceptable.

ii. Improve operational delivery and asset maintenance

This requires identifying methods for improved litter clearing operations in accordance with our legal obligations. It includes improving operatives' safety, minimising disruption for customers and improving the environment for communities living alongside the network. The ability to record litter clearance activity and performance consistently across the regions is necessary as currently our litter clearing efforts largely go unnoticed.

Yorkshire and North East developed a Litter Dashboard which is currently under review by the Litter Action Board. A version of the dashboard will be circulated in due course.

The Area 9 team has developed its litter intelligence and identified litter hotspots on a map.

The map will help:

- Co-ordinate activities on the network;
- Identify those hotspots requiring temporary traffic regulation orders (TTROs); and
- Provide more detailed information to customers about litter collection programmes;
 - when a hotspot was last litter picked
 - how much litter was collected, and
 - when the next collection is due to take place.

iii. Seek and respond to customer feedback

Working with our customers is immensely important in building and maintaining our reputation as a customer-focused organisation.

The National Road User Satisfaction Survey has been used to gather feedback from our customers until now. In 2015 Transport Focus became the road user voice and will be collecting customer feedback about the network, and eventually launching a new customer satisfaction survey.

The Library is a bank of standard lines and latest approved information primarily for customer correspondence purposes. The content provides comprehensive information from the Litter Action Board, including the litter strategy document, links to this Collaboration Pack, campaign materials and template letters for responses about the collection of litter from both motorways and the APTR. This is a dynamic process that will refresh content as and when new developments

occur. Content can be influenced by anyone by simply contacting the named subject matter expert; in this case [Jackie Kilkenny](#).

Recently traffic officers piloted a smartphone application to report a number of issues highlighted by our customers including litter. The trial was deemed a success with some further development work required for the app to be available on any device. A regional app is being developed with a small scale trial planned in YNE, NW and potentially Area 9 area teams. Roll out to traffic officers is planned to begin in the new- year as a phased roll out, likely to start in those regions trialling the regional app.

There are imminent plans to conduct a three-month trial of a voice activation app allowing customers from the customer panel to report network observations safely whilst driving. The app will identify four types; potholes, litter, signs and lighting. Traffic information and other add on value services will be included to test technology and functionality.

iv. Improve partnership working

In 2015 we launched an external stakeholders' working group to provide a platform for idea sharing and relationship building across a range of public and private sector organisations. The group is led by Keep Britain Tidy and meets biannually.

This collaboration pack has also been created to provide you with tips and tools to improve partnership working with local authorities and service area operators.

4. Tips and tool for implementing collaborative working practices

There are a number of activities we can undertake and tools we can use to facilitate collaboration:

■ Meeting and communicating with your local authorities

The first step to building a relationship with your local authority is to open a dialogue; you will need to identify the key personnel within local authorities with whom to establish and build strong relationships. Many service providers will already have a working relationship with local authorities and it may be an idea to maximise use of their contacts in the first instance.

By maintaining frequent contact, it will keep you informed of priorities and allow you to understand any challenges your local authority is facing in undertaking litter clearing duties. To help you engage with your local authority and capture information relating to challenges it faces in undertaking litter clearing duties, a sample questionnaire has been developed with a covering letter.

Importantly, it is just an example and can be tailored to specifically target local issues. Questionnaires have already been issued to local authorities in Area 3 with positive results.

The information collected in the questionnaire will support mutually beneficial coordination of working practices that will provide our customers with a comprehensive litter clearing service.

Closer partnerships can be built through the establishment of regional working groups that facilitate sharing best practice, developing new ideas and progressing initiatives to tackle litter.

■ Meeting and communicating with service area operators

It is our responsibility to clear litter from these locations on motorways. Working with service area site managers can identify and implement mutually beneficial initiatives to reduce roadside littering. In November 2015 our Senior Policy Advisor sent an email to motorway service operator chief executives about the poster intervention at the Beaconsfield Extra MSA.

Please contact the National Stakeholder Team who have the contact details of service area managers in your area to open a discussion around approaches to help reduce littering.

■ Resource sharing

To support local authorities in managing their resources, we should continue to supply annual and quarterly programmes of work, along with a weekly list of all road closures. We can also jointly agree a litter clearance schedule.

Early notification to local authorities of any road closures is vital to avoid resource wastage and, consequently, continued and successful working relationships.

Wherever possible, we should identify opportunities to share resources for traffic management with the relevant local authorities so that routine maintenance and litter clearing activities can be undertaken simultaneously.

The appropriate skills and training of those involved in litter clearing on our network are very important in terms of health and safety. We can support local authorities in this regard by providing the necessary training to key local authority personnel who will ensure training is then cascaded through the local authority's team.

This will help to ensure that the appropriate risk assessments are undertaken and safe systems of work are adhered to, such as use of appropriate personal protective equipment (PPE).

■ Health and Safety

When litter picking operatives are required to operate within the confines of set traffic management on an active site, access should only be granted after local risk assessments and/or method statements are agreed, in line with any relevant policies. All litter picking operatives should receive a site induction and briefing both prior to and upon arrival on site.

Importantly, they should receive supervision throughout the task to ensure

that it is conducted within the confines of the previously assessed and designated safe working area.

Litter picking is not “construction work”, as defined under the CDM Regulations 2015. With adequate safety arrangements in place, operatives do not need to hold CSCS cards or equivalents. Further advice can be sought from Highways England's Health & Safety Team.

■ Litter Partnership Agreement with local authorities

Currently, our engagement with local authorities regarding litter is largely informal across all regions. A litter partnership agreement, which mirrors current agreements we have with local authorities about agreed off network diversions will help to formalise that working relationship and facilitate better coordination of litter clearing operations.

A patch within the Midlands region, signed a partnership agreement in December with a number of local authorities formalising their collaborative approach to working. Litter partnership draft agreements can be accessed here.

Full agreement <http://share/Share/llisapi.dll/overview/33154601>

Non traffic authorities litter agreement
<http://share/Share/llisapi.dll/overview/33135898>

■ Targeting litter hotspots

By working closely with local authorities you can quickly identify litter hotspots and agree an integrated plan for litter clearing while also developing an approach to prevent recurrences. Litter hotspots are typically locations where traffic tends to be slow-moving or stationary, as highlighted in the table below.

Prominent litter hotspots
<ul style="list-style-type: none"> ■ Motorway slip roads ■ Service areas, including on nearby routes ■ Junctions or interchanges where queues form ■ Laybys on all-purpose trunk roads ■ Locations of recurring litter complaints
Other potential litter hotspots
<ul style="list-style-type: none"> ■ Underneath flyovers ■ Near amenity and leisure facilities ■ Land adjacent to the network ■ Near waste or landfill sites ■ Near pedestrian areas, central reserves, verges & urban areas

The smartphone application currently being piloted by traffic officers may present opportunities in the future to you and the local authorities you work with as a tool for identifying litter hotspots.

In a similar regard, Keep Britain Tidy has a smartphone application that enables members of the public to report litter from the exact GPS location. The report is automatically sent to the relevant local authority and the individual who has reported the issue is kept up to date with its progress. This application offers an opportunity to collaborate with your

local authority to identify and tackle litter hotspots. It may also enable the creation of a 'litter hotspot' database to facilitate more responsive and targeted litter clearing.

Consistent measurement and data logging of litter
The first aspect of litter measurement relates to customer satisfaction, and what visibly constitutes an unacceptable quantity of litter. For this reason we have standards of cleanliness to maintain, as given in the Code of practice on litter and refuse.

Grade A – No litter or refuse

Grade B – Predominantly free of litter and refuse apart from some small items

Grade C – Widespread distribution of litter and/or refuse with minor accumulations

Grade D – Heavily affected by litter and/or refuse with significant accumulations

There is always a concern that immediately after undertaking litter clearing activities on a section of our network to bring it up to the required standard further littering will occur, and this also makes the requirement to maintain the network to a Grade B standard extremely challenging with present levels of littering.

To help manage customer expectations and maintain our reputation, taking date-stamped photographs of areas before and following litter clearing will serve as evidence to show to our customers, Transport Focus and the Office of Rail and Road. You will need to talk to your local communications team about how our various online and offline channels can be used to raise awareness of the litter issue and the effort we are putting in to tackle it. Photographic evidence will also support hotspot location validation, and the ability to data log the composition and quantity of litter.

For effective monitoring and evidence, it is important that any litter collected is quantified and data logged. The current approach involves data logging the volume of litter collected, which is determined by the number of bags collected. The ambiguity over bag size and what constitutes a full bag of litter can lead to inconsistencies in data; however, this method should be continued until a more suitable alternative has been established.

■ Education and engagement

Education and engagement are the most appropriate platforms from which to influence littering behaviour. By identifying and engaging with local organisations involved in education campaigns, we can seek to encourage positive behavior that reduces the amount of littering. At a national level, we will continue our collaboration with Keep Britain Tidy and seek to deliver high-impact behaviour change campaigns.

It is especially important to engage with the younger generation if we are to help ingrain a culture in which littering is a socially unacceptable behaviour. Working with local authorities, you should identify opportunities and outline approaches with which to engage schools; Keep Britain Tidy provides a range of free educational materials for schools which can be downloaded from: <http://www.keepbritaintidy.org/schoolslearningpackdownload/995>

We can all play an educational role by relaying the message about the negative social, environmental and economic impacts of litter to our own personal connections, who are ultimately our customers on the network.

■ Marketing and communications

As well as the range of operational tips and tools in this collaboration pack, our corporate marketing and communications activity can make a major contribution to tackling the litter problem. This includes raising awareness of how we're combatting litter so the wider public understands the scale of the issue, as well as delivering targeted 'behaviour change' campaigns to discourage littering on the network. Having a regular flow of accurate and up-to-date information from the area teams helps our communications directorate to do this job effectively. Please liaise with your regional communications manager to regularly share information and discuss any litter-related communications opportunities.

If you need help accessing this or any other Highways England information, please call **0300 123 5000** and we will help you.

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References

The following documents are informative references for this document and provide supporting information.

Informative references

Ref 1.l	Defra. Code of Practice Litter & Refuse, 'Code of Practice on Litter and Refuse'
Ref 2.l	TSO. 'Environmental Protection Act' , 1990
Ref 3.l	UK Government. 'Highways Act 1980' , 1980
Ref 4.l	Stationary Office. Highways England. 'Highways England Litter Strategy' , 2016
Ref 5.l	Defra. Defra. 'Litter Strategy for England'

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Annex 2. Draft letter to Service Providers

CHE MEMORANDUM 440/19 – Reducing litter on the Strategic Road Network Customer Service Standard

Customer Service Standards are a mechanism to address customer pain points and problems. They are a way of defining what customers can expect and the role Highways England plays in improving customer satisfaction.

This standard mandates a consistent application to reduce litter, refuse and fly-tipping in line with our statutory duties as specified in the Environmental Protection Act 1990 and The Code of Practice on Litter and Refuse 2006. The Standard does not duplicate existing contractual requirements.

This standard reminds Highway England employees and the supply chain of the obligations and challenges that they face to keep the network free from litter, refuse and fly-tipping to meet customer expectations.

The Standard does not duplicate existing contractual requirements.

Actions to be taken

This customer service standard is for immediate implementation.

Highways England's Litter Strategy has an overarching goal to reduce the need for litter picking and collection, and deliver an effective litter clearing service. This strategy is being delivered under four work streams that contribute to our vision of a network predominantly free from litter without compromising safety and delivered affordably:

- 1) Influence littering behaviour
- 2) Improve operational delivery and asset maintenance
- 3) Seek and respond to customer feedback
- 4) Improve partnership working

For full details of actions to be undertaken are contained in the Reducing Litter on the SRN CSS.

Costs

No additional costs.

Contact details

If you have any questions on the use or implementation of this CHE Memorandum please contact:-
Customer Service Standards, Highways England,
Safety Engineering and Standards, Piccadilly Gate, Manchester, M1 2WD,
Email: customerservicestandards@highwaysengland.co.uk