

New file cover

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The Little Problem

UK 2000

In folder: 1. Briefing on the City and Westminster Bill
2. Westminster Initiative Report

ENVIRONMENTAL AFFAIRS

December 1985

Part 1

| Referred to | Date | Referred to | Date | Referred to | Date | Referred to | Date |
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| <p>PREM 19/2661</p> | | | | | | | |

● PART 1 ends:-

DEmp to AM 24-4-89

PART 2 begins:-

SS Trip to PM 4-5-89



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Secretary of State

D
Dominic Morris Esq
Private Secretary
10 Downing Street
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24 April 1989

Dear Dominic,

My Secretary of State has asked me to pass on his apologies as he will not be able to attend the next meeting on litter to be held on 10 May. On that day he is scheduled to address the Scottish Conservative Party Conference at 4pm.

Anne-Marie

ANNE-MARIE LAWLOR
Private Secretary



FRIDAY 14, 1989

THE PRIME MINISTER LAUNCHES DRIVE FOR "CLEANER, GREENER WESTMINSTER"

The Prime Minister, The Rt. Hon. Margaret Thatcher FRS MP, today joined Lady Porter, Leader of Westminster City Council, to launch a major environmental programme aimed at improving the quality of life for Westminster's residents and ratepayers.

see attached folder

Called the 'Westminster Initiative', the wide-ranging programme includes 150 separate elements, continuing Westminster Council's long-running and award-winning battle against litter, but adding new initiatives in such areas as waste re-cycling, noise and air pollution, and dog fouling. It will also tackle the menace of inconsiderate builders.

The Prime Minister officially launched the Initiative by operating a brand new high-pressure water cleaning machine in Downing Street this morning. Designed to operate even in the tightest corners, the machine promises to bring a new standard of cleanliness to many of Westminster's smallest streets and walkways.

Commenting, Lady Porter said, "We are thrilled that the Prime Minister has launched the Westminster Initiative today. She has been a consistent advocate of the importance of high standards of cleanliness in our major cities, and we in Westminster plan to make sure that our capital city measures up to those standards. We look forward to making Westminster a cleaner and greener place to live, work and visit."

For further information, please contact:

Cllr Lady Porter : 262 2911
Cllr Miles Young : 836 2466

5.02/WI/Launch/SP-PM
No.93/89

PRESS CONTACT: Ian Wallace
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J.M.

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The Rt. Hon. Tony Newton OBE, MP
Chancellor of the Duchy of Lancaster and
Minister of Trade and Industry

Mrs Virginia Bottomley MP
Parliamentary Under Secretary
of State
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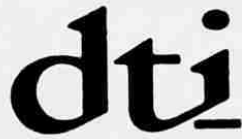
Will REQUEST IF REQUIRED

I have seen a copy of your letter of 30 March to John Wakeham and welcome the opportunity to comment on your draft minute for H Committee.

Robert Atkins wrote to you on 14 March saying that we thought it only proper to support the Bill even though we agreed with you that it was premature. Robert also raised our concern that the Bill implies it will be mandatory on retailers to keep the public footpaths outside their premises clean.

Whilst Mr Burns' Bill is unlikely to progress I would like to re-emphasise that concern. Clearly the results of the Westminster City Council's 1988 Act, the knowledge we can gain from the experiences of other countries and the findings of the Tidy Britain Group, will make an important contribution to the proposals you hope to bring forward later in the year. But until we have those results it seems to me much too early to be thinking in terms of mandatory controls. Any such controls would, of course, have to be consistent with our policy of minimising burdens on business, and regulating, where necessary, with as light a touch as possible.

BRYABJ



the department for Enterprise

I am much more attracted by the idea of voluntary controls. It seems to me that we should be looking to encourage local initiatives which harness and build on the perceived marketing and publicity benefits for business of being seen to present a "clean" face to the public, and to promote the spread of best practice, particularly in the retail sector. I think that measures on these lines would gain wide support.

As it stands, your draft minute does not bring out our concern about mandatory controls or address the scope for voluntary action. I would like to see it amended so that both points are covered. In particular, our view is that the Bill would certainly require amendment in Committee.

Looking beyond the Burns Bill, I understand that you are intending to develop a code of practice for business which might be backed up by enforcement powers in the Green Bill. Whilst I obviously reserve judgment on the enforcement provisions, I think it important that business is consulted about the code of practice and given an opportunity to make an input. We would be happy to provide any help we can in that direction.

I am copying this letter to John Wakeham, to colleagues on H and L Committees and to Sir Robin Butler.

TONY NEWTON

BRYABJ

PRIME MINISTER

WESTMINSTER INITIATIVE FOR A 'CLEANER, GREENER WESTMINSTER'

Tomorrow morning at 9.10 am you are to launch Westminster City Council's new environmental initiative in Downing Street. Lady Porter will accompany you.

The 'Westminster Initiative' continues Westminster City Council's campaign against litter but also includes new initiatives in such areas as waste re-cycling, noise and air pollution and dog fouling.

Lady Porter will invite you to launch the Initiative by operating a new high-pressure water cleaning machine. The machine is designed to operate even in the tightest corners. It is slightly smaller than a milk float and will be driven by Martyn Skupham. He will explain how it works and invite you to try it out. (Martyn Skupham is 39, married with one son. He has worked for the manufacturers of the cleaning machine for three years.)

The machine is manufactured by Schmidt Manufacturing and Equipment UK Ltd. an English company founded in 1890 and based at Sutton near Cambridge. The Company, which exports two-thirds of its products, won the Queen's Award to Industry in 1985. Malcolm Kilburn, the Managing Director of the Company will be present at the launch. The media will be present.

A copy of a report on the Westminster Initiative and of a press release which Westminster City Council will issue tomorrow to coincide with the launch is attached for information.

Dominic Morris and I will be on hand.

Sarah Charman

Sarah Charman
Press Office

April 13 1989



10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

12 April 1989

File
bc John Mills
DM Diary Sec

BF | Further to my telephone call, I am writing to confirm the next meeting on litter. This will take place at 1530 on Wednesday 10 May and will last about an hour and a half.

I am copying this letter to Helen Murray (Home Office), Martin Brown (Department of Transport), Dawn Gibson (Lord President's Office), Carys Evans (Chief Secretary's Office), Paul Grice (Department of the Environment) and Richard Wilson (Cabinet Office).

Amanda Ponsonby

Miss Michelle Cameron,
Department of the Environment.

K.K.

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SUBJECT CC MASTER

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

12 April 1989

Dear Roger

LITTER

The Prime Minister held a meeting on Monday 10 April to discuss your Secretary of State's minute of 7 March about litter. Those present were your Secretary of State, the Secretaries of State for the Home Department, for Employment and for Transport, the Parliamentary Under-Secretary of State at your Department (Mrs Bottomley), John Mills (Policy Unit), Richard Wilson and Andrew Wells (Cabinet Office).

Your Secretary of State said that his minute explained how he was developing the ideas for tackling litter which had been canvassed at the Conservative Party Conference in Scarborough. He proposed that there should be a new duty on District Councils to keep all public areas and other land in their ownership to which the public had access clean. In fulfilling this duty they would be required to have regard to a Code of Practice which he would issue. Citizens would be able to challenge any breach of these duties in the courts. The Code of Practice would cover the fouling of public areas by dogs. Together with the wider adoption of Home Office bye-laws on dogs, the new measures would represent a substantial attack on this problem as well as on litter.

He had also considered the problem of litter on private land. He proposed that there should be an obligation on owners to keep clean those areas to which the public were permitted to have access, again with a Code of Practice which he would issue. This would catch areas such as supermarket forecourts, sports grounds and car parks. He had considered a wider obligation applying also to land to which the public did not have access. But he had concluded that such a duty, which would include private houses, could not be justified in view of the implied invasion of privacy. He had also considered a new obligation on commercial premises to keep their frontages clean. But it was already the duty of District Councils to keep these areas free of litter, and he had concluded that it would be better to rely on voluntary efforts by commercial owners rather than legislation.

Finally, he proposed new enabling powers to allow local authorities to introduce fixed penalty schemes for littering, similar to that which was currently being operated by

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Westminster City Council. He sought colleagues' agreement to include these and the other provisions required to implement his proposals in the Green Bill which was to be introduced in the next Session of Parliament.

In discussion the following main points were made:

- a. The litter problem in many parts of the United Kingdom, and particularly in London, was a national disgrace and it was imperative to take action now. The situation contrasted very poorly with that in many other countries, both in Europe and elsewhere. The Department of the Environment were undertaking a study of how cleansing was undertaken in other European cities, but the results were not yet available.
- b. Local authorities carried a large part of the responsibility for the present situation. It was important to ensure that they took their cleansing responsibilities seriously. The proposed new duty on them, backed by a Code of Practice, would be an important part of any package. The Code of Practice should cover graffiti and fouling by dogs as well as litter. There was also a strong case for introducing fixed penalties for littering to strengthen local authorities' enforcement action. There had been concern that a fixed penalty system might put unreasonable pressures on the police and the courts, and there was still a risk of that if individuals disregarded fixed penalty notices. But experience in Westminster had not borne out these fears.
- c. The litter problem had been made worse in recent years by the widespread use of plastic bags to hold refuse awaiting collection. Such bags were often broken open by rats or dogs, leading to both litter and public health problems. There was a case for requiring the use of dustbins rather than bags. On the other hand, the system of refuse collection was a matter for each local authority, in the light of local circumstances. A better approach might be to put a general duty on local authorities with regard to litter and refuse collection. It would then be up to them to design systems which fulfilled those duties, for which they could be held accountable.
- d. There was also a strong case for action in relation to private land, which could be just as much of an eyesore as public land. The proposed duty on the owners of areas to which the public were permitted access would be a start. But there was no reason why the duty should not extend to other land owned by corporate bodies as opposed to individuals. There was a particular problem with construction sites, many of which were kept in a disgraceful condition and from which litter could blow into neighbouring areas. Action was also needed in relation to British Rail land, although in this case much of the problem was due to fly tipping, where the law was already to be strengthened in the Green Bill.

Consideration should also be given to making owners liable where litter spread from their premises onto adjacent land. Indeed, they might already be liable under the law of nuisance: here, as elsewhere, it was essential to check the legal position. There was also a strong case for an obligation on commercial premises to keep their frontages clean. Finally, action should be taken in relation to commons: the commoners could not be expected to keep such areas clean, and it might be necessary to put this duty on the local authorities.

e. It was also essential to tackle litter on roads. Motorways were the responsibility of the Department of Transport, although County Councils acted as their agents in most areas. The problems here were best tackled by recasting the requirements on the Department's agents in relation to litter in terms of standards of cleanliness. For some other trunk roads, the County Councils acted as the Department's agents for maintenance, but District Councils had the responsibility for cleansing for amenity purposes. It was important, where the Department had agency agreements, to inject competition. This should be achieved by contracting out cleansing on trunk roads to the private sector, under enforceable contracts. There was a similar unsatisfactory split in responsibilities between District and County Councils in relation to the remainder of trunk and other roads for which local authorities were responsible. One way to tackle the problems would be to give sole responsibility to the District Councils, who would be subject to the new duty proposed by the Secretary of State for the Environment. But there were other options which also needed to be explored. One would be to give the County Councils sole responsibility: fewer authorities would then be involved and it would be easier to ensure that they fulfilled their obligations. While the responsibility would rest with the Council, the most effective means of discharging it would be through tendering and competitive contract using the private sector.

f. The Tidy Britain Group (TBG) was currently receiving a grant of £3 million. It was not clear that the Government was receiving value for this money: it might be better to give the same sum to private contractors to tackle some of the worst litter problems. On the other hand, the £3 million was being used to finance a number of projects which could be expected to contribute towards general solutions to the litter problem, in particular the drawing up of a Code of Practice. It had been made clear to the TBG that their grant would fall in subsequent years to no higher than the £0.5 million they had received in earlier years. The TBG had a useful role to play as a body which could be expected to take local authorities to court on behalf of community charge payers if they failed to live up to the new duties proposed by the Secretary of State for the Environment.

The Prime Minister, summing up the discussion, said that it was essential to tackle the litter problem which was a national disgrace. The Government had to take urgent action to clean up Britain. The Group approved the Secretary of State for the Environment's proposals to impose a new duty on District Councils to keep all public areas clean and to have regard to a Code of Practice to be issued by him. The Code of Practice should cover the problems of graffiti and fouling by dogs as well as litter. There should be new powers for local authorities to introduce fixed penalty schemes for littering, to help them to enforce the present law. Consideration should also be given to increasing the maximum fines for litter offences. But there was also a strong case for taking action in relation to land owned by companies and statutory corporations. The proposal to impose a duty on the owners of land to which the public were permitted access would be a first step. But there was no reason why a similar duty could not be extended to other land owned by corporate bodies in the private and public sectors (particularly land through which the public passed as part of the business of the corporate body) and further consideration should be given to this. It would be particularly important to take action in relation to the construction sites, which were often kept in a disgraceful condition, British Rail land and commons. There was also a good case for making the occupiers of commercial premises responsible for the cleansing of their frontages, and further consideration should be given to this possibility. It was particularly important to consider how the new duties would be enforced, and this should be explored thoroughly with lawyers. The Secretary of State for the Environment should bring forward a further paper on all these issues as soon as possible for a further meeting of the group.

It would also be necessary to take action in relation to litter on roads. Different solutions might be appropriate in relation to different classes of roads: motorways, trunk roads and local authority roads. The options included giving sole responsibility to the County Councils or to the District Councils, and contracting out as much as possible of the work to the private sector, under strict and enforceable contracts. The Secretary of State for Transport should bring forward a paper for the next meeting of the group which should discuss the merit of each of these options and propose a detailed course of action.

I am copying this letter to the Private Secretaries to the other Ministers present at the meeting, to Stephen Catling (Lord President's Office), Carys Evans (Chief Secretary's Office), to the others who attended the meeting, and to Trevor Woolley (Cabinet Office).

Yours sincerely
Dominic

DOMINIC MORRIS

Roger Bright, Esq.,
Department of the Environment

PRIME MINISTER

LITTER

[Minutes of 6 and 7 April, ~~16 March~~ and 28 February from the Secretary of State for the Environment; 13 and 21 March from the Secretary of State for Transport; and 8 March from the Home Secretary.]

DECISIONS

1. The purpose of this meeting is to review progress in tackling the litter problem.
2. You may wish first to work through Mr Ridley's new minute of 7 April. It contains the following proposals:
 - i. extending the duties of district councils. Councils would be required to keep all public areas (not just roads and footpaths as at present) clean; and to have regard to a Code of Practice to be issued by the Secretary of State for the Environment. Citizens could challenge any breach of these duties in the Courts;
 - ii. action against fouling by dogs. This would be achieved through the Code of Practice and wider adoption of Home Office byelaws;
 - iii. a new duty on private owners to keep clean land to which the public are permitted access (eg car parks, sports grounds, forecourts). Again, this would be done through a Code of Practice with scope for legal challenge by the citizen. But it would not extend to private land from which the public are excluded;
 - iv. powers for local authorities to introduce fixed penalty schemes for littering similar to that being tested in

Westminster. The Home Secretary is likely to oppose this proposal.

Mr Ridley rejects two other options: an obligation on commercial premises to keep their frontages clean; and the implementation of existing legal powers to require county councils to draw up litter plans.

3. You may also wish to discuss action in a number of other areas, including:

i. litter on roads, on which Mr Channon and Mr Ridley minuted you on 21 March and on 6 April respectively;

ii. a new charitable company employing the young unemployed to clear litter, as proposed by the Secretary of State for Employment last year.

4. Mr Ridley has asked Mrs Bottomley to take the lead on this issue. If you agree, you might ask her to carry forward action on the measures you agree at this meeting.

BACKGROUND

5. In your speech to the Party Conference at Scarborough last month you said that you were declaring war on litter in the name of the Government, local authorities and above all the active citizen; and that our existing laws were not equal to the task of preventing litter. Mr Ridley had earlier floated the idea of changes in the law to put a duty on local authorities to comply with a Code of Practice on litter, for which the citizen could call them to account.

MAIN ISSUES

Duties on local authorities.

6. Mr Ridley's proposals to extend the duties of district councils and to require them to comply with a Code of Practice

built on what was said at Scarborough. They are consistent with earlier Ministerial correspondence, in which Mr Hurd and Mr Channon both welcomed stronger requirements on district councils. You will probably want to endorse these proposals. You may want to check that the new duties will extend not only to keeping areas clean, but also to providing enough litterbins and emptying them regularly. Encouraging better habits among the public is an important part of the answer to the litter problem.

7. Mr Ridley recommends against implementing existing powers to require county councils to draw up litter plans, on the grounds that this would detract from the prime role he envisages for the district councils. You will probably want to endorse that view.

Fouling by dogs

8. It seems sensible to include action on fouling by dogs within the Code of Practice, and to encourage wider adoption of Home Office byelaws.

Private land

9. You will want to consider Mr Ridley's proposed duty on private owners to keep clean land to which the public are permitted access. If litter is to be tackled effectively, this may well be a necessary complement to the duty on local authorities with respect to public areas. But it might be resisted by some private owners as an improper intrusion by the Government in their freedom of action. You will want to decide where the balance of these arguments lies.

10. Mr Ridley recommends against a responsibility on commercial premises to keep their frontages clean. He argues that the district councils already have this responsibility, and that the Government should rely on that and on voluntary action by commercial operators. The implication is that the Government should not now support Mr Simon Burns's Private Member's Bill in this respect. You will want to consider whether this is the right

What happens if it affects someone or is a health hazard

● conclusion: the alternative would be to support a new responsibility for frontages as a complement to the district councils' obligations.

Fixed penalty schemes

✓ 11. Mr Ridley proposes enabling powers for local authorities to introduce fixed penalties for littering, building on the experimental scheme in Westminster. He believes such powers are a useful deterrent against litter. However Mr Hurd opposed such powers in his minute to you of 8 March. He is concerned about the pressures which they might impose on the police and the Courts. He accepts that these concerns have not been borne out in Westminster, where only 4 fixed penalty tickets were issued during the first 9 months of the experiment. But he argues that this shows that it is energetic action by local authorities which is important, not new penalties. You will want to consider the balance of these arguments, and decide whether to legislate for fixed penalties for littering.

Litter on roads

12. You will wish to consider whether further action is required in relation to litter on roads.

13. For motorways, where responsibility lies clearly with the Department of Transport (DTp), Mr Channon's private secretary set out the additional measures which are in hand in his letter to Mr Morris of 13 March. You will wish to check that the group agree that these are broadly satisfactory.

14. The position on trunk roads appears less satisfactory. There is currently a division of responsibility between the county councils who (as the Department of Transport's agents) are responsible for cleansing related to safety and routine maintenance, and the district councils with their general responsibilities for clearing litter for amenity matters:

i. Mr Channon suggests in his minute of 21 March that the district councils should be given sole responsibility for all cleansing;

ii. Mr Ridley suggests (in his minute of 6 April) that agency agreements with local authorities should be terminated, and that DTP should enter into new agreements with private sector agents covering litter as well as other maintenance on trunk roads.

15. Mr Ridley's proposal has some attractions. But you will want to seek Mr Channon's reaction, and to explore the practicalities. For example, is there a clear dividing line in all cases between clearing litter from trunk roads and clearing it from other roads and public areas, particularly in urban areas?

Role for the young unemployed.

16. You may wish to ask Mr Fowler whether he has made any progress with his earlier proposal for a charitable company to give jobs to the young unemployed clearing litter.

LEGISLATIVE IMPLICATIONS

17. Mr Ridley's proposals on duties for local authorities and private land owners and on fixed penalty schemes would require legislation, which he proposes might form part of the Green Bill for the next Parliamentary Session. You may wish to ask him to consult the Business Managers if the additions to the Bill have any implications for the legislative programme.

R.T.J.

R T J WILSON
Cabinet Office
7 April 1989

7 April 1989

LITTER

At Scarborough you declared war on litter in the name of the Government, local authorities and (above all) the active citizen, and you said our laws were not equal to the task. This commitment now has to be translated into action, covering both prevention and cure. The time is ripe for this since the media have given much prominence to your campaign and you have clearly struck a popular chord on an issue which affects people's daily lives. Nicholas Ridley's proposed legislation package, set out in his minute of 7 April, is an excellent response which should prove very popular.

PREVENTION

Educating people not to drop litter is an uphill struggle, but raising the profile in the way you have done is clearly having an effect, as the cutting below from Thursday's Daily Mail shows:



This maximum fine under the Litter Act 1983 is £400, but the average in recent years for the relatively small number of prosecutions has only been about £30. Sustained publicity should however have an impact over time on magistrates' decisions.

What needs to be done is to make people conscious that littering is a crime. It can be done: witness the changed attitude over the last decade or so to the seriousness of drunken driving.

But an example of the scale of the problem can unfortunately be seen very close to home. After your photocall with Mr Gorbachev on Thursday lunchtime outside No. 10 the press enclosure was strewn with litter: see the attached photos taken 10 minutes after you left.

A question to ask Nicholas Ridley is how confident he is of the Tidy Britain's Group's ability to make a sustained impact on the problem, with initiatives which can be followed through effectively after all the initial publicity. Confidence in this is crucial if the Group is to be successful in getting adequate commercial sponsorship to replace its dependence on public funds (£3 million this year).

Mcdonalds, for example, has privately expressed some doubt about the Group's effectiveness, and will continue with its own efforts (it is planning a major anti-litter poster campaign this year as a manifestation of its commitment to the issue).

We must be careful not to put all the eggs in the Tidy Britain Group's basket, but to ensure that business is actively encouraged to address the issue direct. Mcdonalds commitment to educating its young customers about litter, and to taking practical steps like putting out plenty of bins, is a welcome manifestation of this, which we need to persuade other major companies to emulate. The business community is keen to help: a high profile company such as Coca-Cola has made this very clear.

Hector Laing's Per Cent Club would be a good means of getting big business on board, especially major retailers. We should also get on board Rotary and local Chambers of Commerce, organisations anxious to demonstrate practical commitment to the local environment.

CURE

Nicholas Ridley's proposal for a new duty of care on local authorities backed up by a code of practice is a first-rate idea. It would force local authorities to make public commitments about meeting their obligations to clear up litter, and make actionable their failure to meet those objectives. And enabling powers to introduce fixed penalty schemes, as in Westminster, will give to local authorities the right back-up to fulfil their obligations.

A duty of care would also tie in with wider initiatives - for example the customer care duties imposed on the privatised utilities and the whole thrust of making local authorities more accountable to their voters. People should know clearly when their streets are to be swept and how often local authorities oblige their contractors to do it just like they (usually) know when their bins are meant to be emptied. The information should be published by authorities.

It would mean that ordinary people could monitor the performance of the local authority. Power to the elbow of community charge payers! And the same model could well be carried over into other areas such as road and council house repairs, thus entrenching people's right to high and transparent levels of service and allowing them to enforce it for themselves, via the law and the ballot box.

We agree with Nicholas Ridley that this would be a more effective legislative response than, for example, forcing shopkeepers to clear their frontages. That kind of compulsion could be unpopular given the problem of wind-blown litter and could conflict with local authorities existing duties to sweep streets. More to the point, all sensible shopkeepers keep frontages clean anyway because it is good for business.

MAKING USE OF DEPARTMENT OF EMPLOYMENT SCHEMES

This is a potentially valuable clearing litter especially at major blackspots. Norman Fowler proposed a year ago that a company along the lines of Community Industry could be set up to provide short-term jobs for unemployed people in collecting litter. You welcomed this. There has not been any further publicity about this and Norman Fowler should be invited to comment on the progress he has made. There must be good opportunity here to give unemployed youngsters some basic work experience and to achieve results.

GOVERNMENT COORDINATION

Virginia Bottomley's coordinating role is proving beneficial. She is enlisting the help of colleagues to ensure that the momentum now in train is effectively galvanised. One question to ask her is what scope there is for further harnessing the goodwill of the Guides and Scouts, and organisations such as the Duke of Edinburgh's Award Scheme, which already do much to get the message across to young people. This is an important complement to initiatives led by local business.

RECOMMENDATIONS

- Endorse Nicholas Ridley's duty of care/code of practice proposal as the best legislative option and commission detailed work. Ahead of this local authorities should be urged to publish their street cleaning schedules so that people know exactly what service is provided and can judge whether it is enough.
- Invite Norman Fowler to accelerate work on his proposal to give the unemployed short-term work experience through litter clearance.
- Commission detailed proposals on harnessing the goodwill of business and local organisations as part of your "war" against litter: for example, Rotary and Chambers of Commerce.
- Confirm the importance of Virginia Bottomley's coordinating role to keep the pressure on all Departments.

John Mills

JOHN MILLS











PRIME MINISTER

LITTER

You have an hour set aside on Monday afternoon to review progress. Ideas have developed quite a way since Mr. Ridley's original paper of 28 February to you.

It is a somewhat scrappy subject, and I suggest you follow the very good handling brief (Flag A) which Richard Wilson has provided. I have attached the other papers in the order he suggests in the handling brief:

Flag B

Mr. Ridley's 7 April minute expanding on his ideas for a new duty on local authorities to keep public land clean, and provision for fixed penalties for littering.

Flag C

A note from John Mills of the Policy Unit supporting Mr. Ridley's proposals and with some interesting ideas on how the private sector might be more closely involved. You will see he is sceptical of the Tidy Britain Group's abilities to deliver, and I think you will want to press Mr. Ridley and the Home Secretary on that. John Mills' note also contains some graphic photos of the litter left in yesterday's press enclosure opposite No.10 to show the scale of the task ahead.

Flag D

A note from the Home Secretary which opposes fixed penalty schemes. There is at first sight an inconsistency in his support for Westminster's "strategic approach" while ignoring the element within their overall approach which has ensured that even the less willing members of the public have cooperated in it. You might also ask whether it will give local authorities valid ground for arguing against Mr. Ridley's ideas if they are deprived of any new means of enforcement to help them meet their own duty.

Flag E

A note from Mr. Channon which you have already seen about the action on clearing litter from motorways.

Flags F and G

The exchange between Mr. Channon and Mr. Ridley on the relationship between central and local government on highway cleansing and changing the arrangements between the Department of Transport and local authorities. If the principle of moving away from agency agreements is agreed, you will want to check what the legislative implications are.

For completeness sake, I attach at Flag H Mr. Fowler's minute to you of last February with his proposal for a charitable company to give jobs to the young unemployed clearing litter; and at Flag I Mr. Ridley's original minute which prompted you to hold this meeting.



DM

7 April, 1989.



PRIME MINISTER

LITTER

You will wish to know how I am developing the ideas I espoused at Scarborough for dealing with litter. These proposals represent firm action by the Government to complement the litter initiatives being undertaken by the Tidy Britain Group and others and entail enhancing the duties of local authorities to deal with litter.

Current Duties on Local Authorities

The main duties currently applicable to local authorities to keep their areas clean are limited to Section 22(2) of the Control of Pollution Act 1974 which requires district level councils to keep roads (including footpaths) in their areas clean, and to Section 5 of the Litter Act 1983 which requires litter authorities to empty and clean any litter bins they provide in their area. The duty on county councils imposed by Section 4 of the Litter Act to draw up litter plans has not been implemented. The Refuse Disposal (Amenity) Act 1978 gives local authorities a duty to deal with abandoned cars and powers to deal with abandoned articles. Part III of the Public Health Act 1936 requires local authorities to serve abatement notices where they consider accumulations or deposits of material to be prejudicial to health or a nuisance.

Proposed Additional Duties

Most district councils in urban areas undertake street cleaning of some sort but many fail to achieve satisfactory standards. Contracting out of cleansing services under the competition regime of the Local Government Act 1988 is a step in the right direction since local authorities will then be able to terminate contracts of poor performers. But we still need to address the question of standards.



I am assured by Professor Graham Ashworth of the Tidy Britain Group that the Group will be able to prepare, as a result of the pilot projects he is undertaking, standards for cleanliness which can be set out in codes of practice, for roads, commercial premises, public open spaces etc. I believe this important progress provides an opportunity for effective legislation. I propose to provide in the Autumn Green Bill:

- a. a duty on district councils to keep public land and other land in their ownership to which the public have access (in addition to roads) in their areas clean;
- b. a duty on local authorities to have regard to any code of practice I might issue and undertake their responsibility at (a); and
- c. a power enabling me to prepare, issue and revise as necessary codes of practice for these purposes (including roads).

I intend that the citizen will be able to take the local authority to court for breach of the duty at (a) and that failure to observe the terms of any code would be admissible as evidence of the breach of duty. Courts would be empowered to require discharge of the duty.

Dogs

My proposals would also attack the problem of dog faeces. More local authorities are adopting Home Office byelaws applying to dog owners on the prevention of or removal of fouling by dogs. I see my proposal as complementary to these byelaws, in that the code of cleanliness should include the removal of faeces.



Other Areas

I have looked at the problem of private land normally associated with commercial premises to which the public are permitted to have access which can be just as polluted with litter as other areas. I have in mind such spaces as supermarket forecourts, sports grounds and car parks. I am confident that the majority of owners of these premises would not object to the imposition of a duty on them to keep their areas clean nor to the drawing up of a code of practice providing that it was applied equitably. On the other hand, we are now talking about privately owned land. Nonetheless, I think we should provide similar powers in the Green Bill for such premises. Such provision might well encourage agreements between local authorities and land owners for the cleaning of such land by the local authority as provided for in Section 22(3) of the Control of Pollution Act 1974.

I have also considered private land to which the public are not generally permitted to have access, such as railway sidings and embankments which can be particular eyesores. This general category also includes private houses and I believe it is a difficult area to deal with in legislative and political terms in view of the implication of an invasion of privacy. I do not believe we should explore this avenue further.

However, our other initiatives may still have the desired effect in this difficult area. I will be exhorting the Government estate to adopt cleanliness standards as if they were private land to which the public had access and would expect the private landowners to follow suit as the climate against litter pollution increased. This exhortation would form part of the Government's Campaign activity.



Fixed Penalties for Littering

I believe it will be necessary to complement the additional duties I will place on local authorities by providing powers to enable them to further secure public co-operation to help them maintain standards. I propose in the Green Bill to provide enabling powers for local authorities to introduce fixed penalty schemes, similar to that already being operated by Westminster City Council, for littering.

Frontage Responsibility

I have looked closely at the additional benefit of imposing a responsibility on commercial premises to keep the pavements outside their premises clean. It is already a duty of district councils to keep these areas clean (as part of the highway) and I am going to enhance that duty; it is an offence under the Litter Act to litter such areas and I will be introducing fixed penalties to make enforcement easier; and previous experience suggests that a duty in respect of frontages would require the creation of a criminal offence to make it bite, but which would be quite impossible to enforce. I have therefore concluded that we should rely first on voluntary efforts by commercial premises - to keep the environs of their premises clean. Simon Burn's Bill, which we had proposed to support in principle, proposes fixed penalties and frontage responsibility. I propose to write separately to H Committee to indicate my conclusions.

Litter Plans

Section 4 of the Litter Act requires county councils to draw up litter plans in consultation with interested bodies including district councils. The section has not yet been implemented. The preliminary results of the TBG's project on voluntary production of litter plans by local authorities suggests that such plans would not



be helpful since action on litter is at district level, and the drawing up of plans at county level would divert resources from the job of getting rid of litter. I propose therefore to pursue this no further.

Conclusion

This represents my legislative package as part of the wider litter initiative. Early agreement of the above proposals will however, enable me to put in hand the instructions to lawyers in readiness for the Autumn Green Bill.

Virginia Bottomley will be meeting junior Ministers from other Government Departments on 10 April to discuss what contributions they can make to the initiative.

I am copying this letter to Douglas Hurd, Paul Channon, Norman Fowler and to Sir Robin Butler.

CE S Bush

ppNR

7 April 1989

(Approved by the Secretary of State and signed in his absence)



cc: [handwritten initials]

PRIME MINISTER

LITTER ON ROADS

[handwritten initials]

I minuted ~~you~~ ^{Paul} before we went to Scarborough on the idea of placing an obligation on local authorities to have regard to a Code of Practice in exercising their functions with regard to litter. I will be shortly minuting you separately on the details of this idea, which I believe has considerable potential.

Paul Channon minuted you on 21 March supporting the above proposal with regard to roadside verges for which local authorities are responsible. I welcome his determination to sort out the present divided responsibilities between highway authorities and district councils and will be happy to co-operate.

Turning to the trunk roads for which Paul is responsible, I am aware that he has recently increased the money available for cleaning verges. But the performance of local authorities as his agents on motorway and trunk road cleaning is deplorable. Cleaning is already contracted out in only four metropolitan areas. I am glad that consultants are being asked to look at arrangements in London I also appreciate that compliance with our new provisions in the Local Government Act 1988 will ensure that progressively more cleaning work will be put out to competitive tender. But this is not good enough. I hope Paul will accept that agency agreements should be terminated and the work contracted out to the best bidder for the work of maintenance, cleaning and repair for all trunk roads and motorways.

Copies of this minute go to Paul Channon and Douglas Hurd.

CES Bush

ppNR

6 April 1989

(Approved by the Secretary of State and signed in his absence)

ENJO AFFAIRS : Utter Dec 85





file SA

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

6 April 1989

6/11

We spoke yesterday about the meeting the Prime Minister is having on Monday 10 April at 1430 to discuss the problem of litter. We agreed that in view of your Secretary of State's minute to the Prime Minister of 25 February last year, it would be sensible for him to be there. I attach for information a copy of the background papers leading up to Monday's meeting.

DOMINIC MORRIS

Mrs. Liz Smith,
Department of Employment

6

PRIME MINISTER



LITTER

Last March you launched a programme of pilot projects by the Tidy Britain Group (TBG) to test various approaches to tackle the problem. 27 projects are under way, each attracting a wide range of support. I expect to draw firm conclusions from the exercise in June but it is not too soon to plan for the follow-up, with 1990 being designated Tidy Britain Year with a subsequent Clean Nineties Campaign. I have asked Virginia Bottomley to lead and co-ordinate our efforts.

I envisage working towards a major announcement in the autumn, possibly at the Party Conference, which would clearly signal our determination to deal with the question decisively. Although we are still awaiting the results of the pilot projects I have in mind a three pronged approach:-

(a) to extend successful pilot projects more widely. TBG would be expected to provide guidance and advice on how to get local action going, pressuring local authorities, involving Chambers of Trade etc;

(b) a commitment by colleagues in every Department to contribute towards Tidy Britain Year by clean-up initiatives within their own fields and those of bodies they sponsor. Cleaner schools, hospitals, highways are examples; there should be others. In particular we must get Trunk Road Agency agreements to insist on clearing litter on trunk roads;

(c) possible legislative changes. Areas that we are examining are:

(i) extension of the fixed penalty system currently being monitored in the City of Westminster;



(ii) placing a duty on local authorities in the whole area of local environmental quality - litter, dog and pest control, including possibly a requirement for compulsory tendering out;

(iii) continental practice; regulations requiring shop frontagers to be responsible for the cleanliness of their frontage and enforcement thereof;

(d) in addition we are considering

(i) the costs and value of making counties prepare litter plans which we have power to do under Section 4 of the Litter Act 1983.

(ii) the costs and consequences of strict enforcement of the existing Litter Act;

(iii) systems and technology of municipal waste collection, particularly from shops and restaurants, with the aim of giving clear advice on best practice to authorities.

Given the pressures on the Parliamentary timetable, it is not clear what room there will be in next Session's Green Bill for the legislative options that emerge; we shall be better able to assess this in the autumn.

A programme on these lines will be popular and can be expected to attract strong support from all sectors of society, including the media. It will give a strong impetus to an ongoing Clean Nineties campaign designed to change the way people see, and care for, their own immediate environment.

Virginia Bottomley is calling a meeting of colleagues in other Departments next month to outline these proposals and canvass ideas



on contributions to Tidy Britain Year. A co-ordinated, concerted effort is needed to make a lasting impact. We shall give this matter priority. I would be happy to discuss with you if you wish.

I am copying this to Douglas Hurd and to Paul Channon.

A handwritten signature in black ink, appearing to be 'NR'.

NR

27 February 1989



SPM

PRIME MINISTER

with PM?

Nicholas Ridley copied to me his minute of 28 February about plans for continuing action to tackle the litter problem. Paul Channon will be interested in the road safety and maintenance issues which arise from litter on major roads. I have to examine the effect which greater enforcement of the litter law might have on the resources of the police and the time of the courts. But I agree that this is a national nuisance which has been getting rapidly worse to the point of disgrace.

About 1,900 people are proceeded against in the magistrates' courts each year for litter offences. This is fairly small - about 0.1% of total magistrates' courts prosecutions. We have been encouraging the police to make sensible choices about manpower, giving priority to terrorism, violence, serious property offences, drug trafficking and so on. There is now increasing insistence from our more knowledgeable supporters that we should intensify our pressure on the police to concentrate their effort against crime and I must not relax that pressure. Litter is not of the same order, even though the public are rightly concerned for this aspect of their local environment. We should look, therefore, for other means to gain effective enforcement at no extra burden to the criminal justice system. The Westminster scheme provides us with some clues.

The one-year experimental fixed penalty scheme for litter offences in Westminster is about to finish, and the results so far indicate that it has been a success: only four fixed penalty tickets were issued during the first nine months of the experiment, from 590 people being asked to pick up their litter. The scheme has involved a publicity campaign and the provision of a great number of litter bins, with 81 council officers authorised to enforce the scheme in the course of their normal duties. The effect on the police and the courts' workload has been nil. My fears in that respect have not been substantiated. Therefore, and subject to

analysis of the full year's results, we would expect not to be supporting the adoption by other local authorities of a fixed penalty scheme (which appears unnecessary), but suggesting that they adopt a strategic enforcement role like Westminster's (which seems to be successful). I think, therefore, that it would be wise, as Nicholas suggests, to put legislative decisions on hold until the autumn.

This ties in well with Nicholas' suggestion of more local activity under the guidance of the Tidy Britain group, harnessing the enforcement capabilities of local authorities, the financial and staff resources of business, and the concern and enthusiasm of local communities. That is a powerful partnership which has proved its effectiveness in crime prevention. The CBI should be encouraged to recognise its role here, too, in encouraging businesses to put something back into their communities, and to gain valuable national and local credit as a result. While accepting that operational priorities are for Chief Constables to decide in the light of other demands, we know that the police are responsive to local concerns and can be relied upon to co-operate in those local schemes which seem to need their help. Neighbourhood Watch schemes and the crime prevention panel network may be resources upon which the police could draw. The DTI's Task Forces and City Action Teams, although environmental improvements are not at present one of their direct priorities, could be a further source of help.

We will be able to give strong support to Virginia Bottomley's campaign to encourage a litter consciousness in Departments and their sponsored bodies and industries. I am sure the brewers and licencees will wish to set an example, and we need to put more pressure on fast food outlets. We can ourselves set an example through tidy police and fire stations and the like.

I am copying this minute to Nicholas Ridley and Paul Channon.

Douglas Hurd

8 March 1989



(Am has seen)

cc 'Litter'
✓
2ND PU
COPY

Prime Minister

LITTER

We spoke last week about the possibility of placing an obligation on local authorities to have regard to a Code of Practice in exercising their functions with regard to litter. You said that you were keen to make some reference to this in your speech in Scarborough on Saturday.

At present no general guidance on litter exists. My officials have given further thought to the proposal that we publish a Code of Practice. Our initial view is that it would be possible to place an obligation on local authorities to have regard to such a Code in the exercise of their duties under the Control of Pollution Act 1974 and the Litter Act 1973. This would give aggrieved residents the ability to apply for judicial review if the local authority was failing in its duty.

Obviously further work is needed to draw up the details of the Code of Practice. The Tidy Britain Group are already doing some work for us on standards as part of their scheme of pilot projects and I propose to ask them to extend this to cover the feasibility of a Code of Practice. If the results of their work are satisfactory we can then prepare to legislate.

A draft passage for your Scarborough speech is attached. If you are content, I will be referring to the proposal in greater detail in my own speech earlier in the day.

Copies of this go to Douglas Hurd and Paul Channon.

N R

16 March 1989



ccp/v

Prime Minister

LITTER

1. I have seen Nicholas Ridley's minute to you of 16 March.
2. I fully support his proposal to place an obligation on local authorities to have regard to a code of practice in the exercise of their duties under the Control of Pollution Act 1974 and the Litter Act 1983. This would help considerably in tackling the litter problem on trunk roads and on local roads, where these duties do not fall to the highway authority.
3. But I wonder if this goes far enough. We could, at the same time, examine whether the present division of responsibilities for cleansing roads, between highway authorities and District Councils in the Control of Pollution Act, could be replaced with something more effective. Having responsibilities divided in this way between tiers of local authority makes it difficult to apply and achieve the standards we want.
4. The Audit Commission have recommended that the responsibility for all highway cleansing should rest with District Councils. That may be the answer. I propose that my and Nicholas Ridley's officials should examine this in parallel with the other work proposed. Clearer responsibilities and duties will help. The new Local Government Act provisions will mean that more of the cleansing work goes to competitive tender and the private sector. But we should also tackle incompetence and inefficiency in the management of the service. I am commissioning management consultants immediately to examine the operation of the trunk road agency arrangements for London (those are the arrangements under which the London Boroughs manage all the maintenance of my



Department's roads). If this shows that maintenance could be done more efficiently in other ways, for example by contracting out the management, I will not hesitate to take action.

5. I am sending copies of this minute to Douglas Hurd and to Nicholas Ridley.

A handwritten signature in black ink, consisting of a large, stylized capital letter 'P' followed by a smaller capital letter 'C'.

PAUL CHANNON
21 March 1989



cc90
DEPARTMENT OF TRANSPORT
2 MARSHAM STREET LONDON SW1P 3EB
01 276 3000

My ref :

Your ref :

Dominic Morris Esq
Private Secretary
10 Downing Street
LONDON
SW1A 2AA

13 MAR 1989

Dear Dominic

CLEARING LITTER FROM MOTORWAYS AND TRUNK ROADS

Further to Roy Griffins' ^{at 10.15} letter of 22 February, replying to yours of 26 January, and our subsequent discussions, I thought it would be helpful to summarise all the work we are doing to tackle the problem of litter.

My Secretary of State's proposals are aimed at achieving an immediate improvement by clearing up litter now, and at longer term improvements through changing the arrangements for dealing with litter and by measures aimed at discouraging people from dropping it.

We have made an additional £1m available for a supplementary scavenge, over the next few weeks, to deal with the worst littered stretches of motorways, especially those in and around London. This can be done within existing financial provision. We have let the Department of the Environment and the Tidy Britain Group know about this so that it can be linked with other initiatives on litter to get maximum publicity and drive home the litter message.

Looking beyond this, my Secretary of State has asked officials to review the Department's Code of Practice for routine maintenance, which includes litter clearance on motorways for which the Department is entirely responsible, and to find ways of concentrating more of the resources available in future on critical areas.

My Secretary of State attaches particular importance to supporting the work of the Tidy Britain Group's "Clean Nineties" campaign and environmental improvement schemes funded as part of the UK 2000 initiative. For example, we are supporting Tidy Britain Group projects on the A1 in Lincolnshire and the M6 motorway in the vicinity of the Keele service area. We are also contributing to UK 2000 where they aim to improve the roadside environment in an effort to discourage people from dropping litter. We are separately pursuing another initiative to find commercial sponsors

to provide litter bags, for use in vehicles, thereby encouraging people to dispose of litter properly. The bags would be funded by carrying advertising and be distributed free at garages, service areas and similar outlets.

We are also looking at contracting out more of the work presently done on our behalf by local authorities. As far as litter clearance is concerned, motorways are treated differently from all-purpose trunk roads. On motorways, this Department is responsible for all cleansing, both for highway maintenance purposes - for example, washing signs and emptying drains - and for general litter clearance. On all-purpose trunk roads, we look after the former function, whereas general litter clearance is the statutory responsibility of District Councils.

As you know, the actual work of collecting litter on all roads - whether this Department's or local authorities' - is already subject to contracting out under the Local Government Act 1988. Our concern now is the management of highway maintenance by local authorities, in their capacity as our agents for motorways and trunk roads. We already use the private sector for managing maintenance in four areas. In 1986, we contracted out the management of motorways (and one or two sections of trunk roads) in South and West Yorkshire, Greater Manchester and part of the West Midlands following abolition of these Metropolitan Counties. We have monitored those arrangements closely, and have considered whether and how they might be extended to other areas. Our biggest problems are in London, where the agency function is fragmented between 26 Boroughs, whose local highway policy objectives often clash with our own. Some specialist agency work has already been placed with civil engineering consultants. Next, and more importantly, we are commissioning management consultants to prepare alternative plans - including contracting out - for managing the Department's roads in London. This is obviously a sensitive issue; and if the existing agency arrangements are to continue undisturbed until something better can replace them, the management consultancy will need to be handled carefully. Indeed, the consultants' effectiveness will depend crucially on the Boroughs providing them with information. We shall this month be writing to the AMA and London Borough associations to tell them what we intend to do.

The consultants will look at the options for contracting out the management of all maintenance, not just litter, on the Department's roads. There are major problems with all aspects of maintenance in London that we must deal with, but my Secretary of State is considering whether it might be feasible to tackle litter first.

The problem of litter on motorways probably has more to do with the frequency of sweeping which we prescribe than with the performance of our agents. This problem is mainly confined to urban areas, especially where traffic can move slowly enough for drivers to throw litter from their vehicles. My Secretary of

State has already instructed that the worst sections must be swept more frequently. It is, of course, important that safety standards be kept up, so that workmen doing the job are protected.

Because general litter clearance on all-purpose trunk roads lies mainly outside the agency system, contracting out that function alone would have relatively little effect. We could consider extending the trunk road agency agreement to include all the cleansing activities: but we would need to guard against entering an open ended commitment, especially in urban areas, to deal with litter generated more by local residents and businesses than by passing traffic. It would be better to find ways of improving the performance of Districts and London Boroughs, which would have the added benefit of improving all roads, not just trunk roads. After all, motorways and all-purpose trunk roads make up only some 4 per cent of the national road network.

We would hope that our efforts to improve the performance of District Councils and London Boroughs could be linked to DOE's wider initiative on litter, and any plans they may have for developing action under the 1983 Litter Act. My Secretary of State has asked officials to take up the issue of how best to deal with trunk roads with DOE and to report back within one month.

I am sending copies of this letter to Philip Mawer (Home Office), Roger Bright and Paul Grice (DOE) and Trevor Woolley (Cabinet Office).

Yours ever

Neil

N T E HOYLE
Private Secretary

CONFIDENTIAL

DOMINIC MORRIS

4 April 1989

cc: Richard Wilson

LITTER

I have only just learnt of the attached note from Norman Fowler of February 1988. It appears that nothing concrete has been done in the Department to follow it up, although I gather Norman Fowler himself referred to it again in a more general note to the Prime Minister last summer. Yet the Prime Minister has already indicated in discussion that litter clearance is surely an area where some of those supported or ripe for support by DEM schemes could be mobilised in order to gain work experience etc, even if the "training" element was marginal.

In the light of this it would perhaps be appropriate to invite Norman Fowler or one of his junior Ministers to next Monday's meeting.

*Louise Ashton
for*

JOHN MILLS

CONFIDENTIAL

Miss Jennings



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-276 3000

My ref B/PSO/8308/89

Your ref *CCFO*

30 MAR 1989

26/3/89

Dear John,

SIMON BURNS' TEN MINUTE RULE MOTION
7 MARCH - LITTER

Thank you for your letter of 7 March about the above.

With Nicholas Ridley's agreement I attach a draft minute for H Committee which I would be grateful if you would have distributed to them, to L Committee and to anyone else with an interest.

Yours sincerely

Virginia

VIRGINIA BOTTOMLEY

The Rt Hon John Wakeham MP

SIMON BURNS' BILL ON LITTER

1. Mr Simon Burns has introduced a 10 minute rule Bill providing in general terms for fixed penalties for littering, and placing the responsibility on retail and other premises for the cleanliness of footpaths outside their premises. The purpose of this minute is to seek the Committee's support in principle for these measures.

FIXED PENALTIES

2. The Litter Act 1983 already makes littering an offence punishable by a fine up to £400. The difficulty of enforcement led Westminster City Council to introduce its 1988 Act which provides for a fixed penalty system in the City as an alternative to prosecution under the Litter Act. The Westminster Bill had Government support once Westminster at Home Office insistence had removed reference to the police in implementing the Act, and changed the recipient of fines from the City Treasurer to the Exchequer.

3. The 1988 Act is looked upon by the Environment and Home Departments as an experiment. We are, with the Westminster City Council, monitoring the practical implications of implementing the Act. It was proposed that once the monitoring group has reported later this year a decision would be taken on a general provision to enable other local authorities to introduce such schemes.

Whilst Mr Simon Burns' Bill is premature and unlikely to progress it seems desirable to support it given our current policy initiatives on litter.

RESPONSIBILITY FOR FRONTAGES

5. Making shop keepers, especially fast food outlets, and other commercial undertakings responsible for keeping the pavements outside their premises clean is a popular concept. It apparently works in other countries but we are seeking further information on this. Many commercial premises, especially fast food premises, already do a lot voluntarily by way of litter bin provision and sweeping in their vicinity. They can also make a case that it is the customer who litters (despite their efforts to educate them) and the worst litter is probably 200-300 metres away from the premises where packaging is discarded once food has been consumed.

6. There is also the problem that litter is wind-borne and even regular sweeping of an area of pavement or frontage cannot guarantee the freedom from litter for any length of time. It is for these reasons that earlier attempts (1923) to introduce frontage cleanliness responsibility were abandoned.

7. Nevertheless there are probably circumstances in which it would be an effective way of clearing and preventing litter. For example where there are groups or terraces of shops where cooperation can result in the provision of a relatively cheap cleaning service. The Tidy Britain Group are undertaking pilot projects as part of their Clean Nineties Campaign which will help identify how best to provide for this in legislation. It would not be our intention to include private premises.

8. I therefore recommend that the Government supports the Simon Burns Bill although it may need some amendment at Committee stage.

9. The Committee is invited to

- a. agree these anti litter measures in principle
- b. agree to support of the Simon Burns Bill.

Virginia Bottomley

VIRGINIA BOTTOMLEY

28th March 1989



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-276 3000

My ref: B/PSO/8308/89

Your ref:

CCFO

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26/3

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Virginia Bottomley

VIRGINIA BOTTOMLEY

28^F March 1989



10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

MR. WILSON
CABINET OFFICE -

I attach copies of exchanges of correspondence on litter. You will see from one that the Prime Minister wants an early meeting on the subject. This has been booked for 1430 on Monday 10 April involving Mr. Ridley and Mrs. Bottomley, Mr. Channon and Mr. Hurd. Both because this subject may run and run (and because I think it might benefit from your ordered mind) I think it would be very helpful if you sat in on the meeting. I doubt at this stage it needs the full Cabinet Office paraphernalia.

BF 10
Could I trouble you also for a short briefing note for the Friday box on 7 April?

DOMINIC MORRIS
28 March 1989

FILE
HOLLAND
cc PU

GA



ceB'uf
ceB'uf

Prime Minister

LITTER

1. I have seen Nicholas Ridley's minute to you of 16 March.
2. I fully support his proposal to place an obligation on local authorities to have regard to a code of practice in the exercise of their duties under the Control of Pollution Act 1974 and the Litter Act 1983. This would help considerably in tackling the litter problem on trunk roads and on local roads, where these duties do not fall to the highway authority.
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4. The Audit Commission have recommended that the responsibility for all highway cleansing should rest with District Councils. That may be the answer. I propose that my and Nicholas Ridley's officials should examine this in parallel with the other work proposed. Clearer responsibilities and duties will help. The new Local Government Act provisions will mean that more of the cleansing work goes to competitive tender and the private sector. But we should also tackle incompetence and inefficiency in the management of the service. I am commissioning management consultants immediately to examine the operation of the trunk road agency arrangements for London (those are the arrangements under which the London Boroughs manage all the maintenance of my



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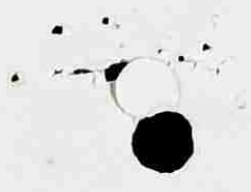
PC

PAUL CHANNON

21 March 1989

En affari

The water problem Dec 85





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(Am has seen)

cc ps
cc Political
office
✓
2ND R
WPM

Prime Minister

LITTER

We spoke last week about the possibility of placing an obligation on local authorities to have regard to a Code of Practice in exercising their functions with regard to litter. You said that you were keen to make some reference to this in your speech in Scarborough on Saturday.

At present no general guidance on litter exists. My officials have given further thought to the proposal that we publish a Code of Practice. Our initial view is that it would be possible to place an obligation on local authorities to have regard to such a Code in the exercise of their duties under the Control of Pollution Act 1974 and the Litter Act 1973. This would give aggrieved residents the ability to apply for judicial review if the local authority was failing in its duty.

Obviously further work is needed to draw up the details of the Code of Practice. The Tidy Britain Group are already doing some work for us on standards as part of their scheme of pilot projects and I propose to ask them to extend this to cover the feasibility of a Code of Practice. If the results of their work are satisfactory we can then prepare to legislate.

A draft passage for your Scarborough speech is attached. If you are content, I will be referring to the proposal in greater detail in my own speech earlier in the day.

Copies of this go to Douglas Hurd and Paul Channon.

N R

16 March 1989

DRAFT PASSAGE ON LITTER FOR PM'S SCARBOROUGH SPEECH

If we are serious in our efforts to clean up Britain then we cannot go on covering our country with litter. This is a task which everyone can help with. But it is for local authorities to keep their public areas clean. The Government is fully behind the work of the Tidy Britain Group. We have asked the Group to advise us on what could form the basis of a local authority Code of Practice for dealing with litter. We will look closely at putting a duty on local authorities to comply with such a Code which will give people the power to call their local authority to account. But litter is a challenge I want you all to take up. Local authorities would be overwhelmed if they tried to solve the problem on their own. They need the co-operation of active citizens.



10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

15 March, 1989.

CLEARING LITTER FROM MOTORWAYS AND TRUNK ROADS

The Prime Minister has seen your letter to me of 13 March. She was grateful for this response to the points she raised at the end of the meeting on Parliament Square, and has noted without comment the measures your Secretary of State has set in hand.

Dominic Morris

N.T.E. Hoyle, Esq.,
Department of Transport.

file 2

to

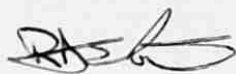
PRIME MINISTER

The attached letter (Flag A) from Mr. Channon's office responds to the point you raised in the meeting on Parliament Square about litter clearance on the verges of motorways and trunk roads. You referred to this during your interview with Chat magazine.

It is also relevant to your interview tomorrow with BBC TV North West on which a note from Terry Perks is already in the box. The three bull points relevant to tomorrow are:

- additional £1 million being made available for litter clearance on motorways during the next few weeks (Mr. Bottomley will announce this on Friday). Although a lot of this will be spent around London it is a nationwide measure. Transport will be happy for you to mention this in your interview tomorrow;
- more regular sweeping of the worst stretches of urban motorways has now been ordered;
- there are already stretches of motorway where the management has been contracted out since 1986 (including one in Greater Manchester) which provide a private sector model on which to build.

Also attached is a minute from John Mills in the Policy Unit, commenting on an earlier (and inadequate) response from Transport. This raises some of the longer term issues, notably how to deal with "all purpose" trunk roads like the North Circular where the responsibility is messily split between Transport and local authorities. I suggest you take these at the meeting of Ministers fixed to discuss litter next month.



PP *Duty Clerk*

(DOMINIC MORRIS)

14 March 1989

DA1AAG



DEPARTMENT OF TRANSPORT
2 MARSHAM STREET LONDON SW1P 3EB
01 276 3000

My ref:

Your ref:

Dominic Morris Esq
Private Secretary
10 Downing Street
LONDON
SW1A 2AA

13 MAR 1989

Dear Dominic

CLEARING LITTER FROM MOTORWAYS AND TRUNK ROADS

Further to Roy Griffins' letter of 22 February, replying to yours of 26 January, and our subsequent discussions, I thought it would be helpful to summarise all the work we are doing to tackle the problem of litter.

My Secretary of State's proposals are aimed at achieving an immediate improvement by clearing up litter now, and at longer term improvements through changing the arrangements for dealing with litter and by measures aimed at discouraging people from dropping it.

We have made an additional £1m available for a supplementary scavenge, over the next few weeks, to deal with the worst littered stretches of motorways, especially those in and around London. This can be done within existing financial provision. We have let the Department of the Environment and the Tidy Britain Group know about this so that it can be linked with other initiatives on litter to get maximum publicity and drive home the litter message.

Looking beyond this, my Secretary of State has asked officials to review the Department's Code of Practice for routine maintenance, which includes litter clearance on motorways for which the Department is entirely responsible, and to find ways of concentrating more of the resources available in future on critical areas.

My Secretary of State attaches particular importance to supporting the work of the Tidy Britain Group's "Clean Nineties" campaign and environmental improvement schemes funded as part of the UK 2000 initiative. For example, we are supporting Tidy Britain Group projects on the A1 in Lincolnshire and the M6 motorway in the vicinity of the Keele service area. We are also contributing to UK 2000 where they aim to improve the roadside environment in an effort to discourage people from dropping litter. We are separately pursuing another initiative to find commercial sponsors

to provide litter bags, for use in vehicles, thereby encouraging people to dispose of litter properly. The bags would be funded by carrying advertising and be distributed free at garages, service areas and similar outlets.

We are also looking at contracting out more of the work presently done on our behalf by local authorities. As far as litter clearance is concerned, motorways are treated differently from all-purpose trunk roads. On motorways, this Department is responsible for all cleansing, both for highway maintenance purposes - for example, washing signs and emptying drains - and for general litter clearance. On all-purpose trunk roads, we look after the former function, whereas general litter clearance is the statutory responsibility of District Councils.

As you know, the actual work of collecting litter on all roads - whether this Department's or local authorities' - is already subject to contracting out under the Local Government Act 1988. Our concern now is the management of highway maintenance by local authorities, in their capacity as our agents for motorways and trunk roads. We already use the private sector for managing maintenance in four areas. In 1986, we contracted out the management of motorways (and one or two sections of trunk roads) in South and West Yorkshire, Greater Manchester and part of the West Midlands following abolition of these Metropolitan Counties. We have monitored those arrangements closely, and have considered whether and how they might be extended to other areas. Our biggest problems are in London, where the agency function is fragmented between 26 Boroughs, whose local highway policy objectives often clash with our own. Some specialist agency work has already been placed with civil engineering consultants. Next, and more importantly, we are commissioning management consultants to prepare alternative plans - including contracting out - for managing the Department's roads in London. This is obviously a sensitive issue; and if the existing agency arrangements are to continue undisturbed until something better can replace them, the management consultancy will need to be handled carefully. Indeed, the consultants' effectiveness will depend crucially on the Boroughs providing them with information. We shall this month be writing to the AMA and London Borough associations to tell them what we intend to do.

The consultants will look at the options for contracting out the management of all maintenance, not just litter, on the Department's roads. There are major problems with all aspects of maintenance in London that we must deal with, but my Secretary of State is considering whether it might be feasible to tackle litter first.

The problem of litter on motorways probably has more to do with the frequency of sweeping which we prescribe than with the performance of our agents. This problem is mainly confined to urban areas, especially where traffic can move slowly enough for drivers to throw litter from their vehicles. My Secretary of

State has already instructed that the worst sections must be swept more frequently. It is, of course, important that safety standards be kept up, so that workmen doing the job are protected.

Because general litter clearance on all-purpose trunk roads lies mainly outside the agency system, contracting out that function alone would have relatively little effect. We could consider extending the trunk road agency agreement to include all the cleansing activities; but we would need to guard against entering an open ended commitment, especially in urban areas, to deal with litter generated more by local residents and businesses than by passing traffic. It would be better to find ways of improving the performance of Districts and London Boroughs, which would have the added benefit of improving all roads, not just trunk roads. After all, motorways and all-purpose trunk roads make up only some 4 per cent of the national road network.

We would hope that our efforts to improve the performance of District Councils and London Boroughs could be linked to DOE's wider initiative on litter, and any plans they may have for developing action under the 1983 Litter Act. My Secretary of State has asked officials to take up the issue of how best to deal with trunk roads with DOE and to report back within one month.

I am sending copies of this letter to Philip Mawer (Home Office), Roger Bright and Paul Grice (DOE) and Trevor Woolley (Cabinet Office).

Yours ever

Neil

N T E HOYLE
Private Secretary

ENV AFFAIRS: LITHE
Poster

Dec 25



ceB'uf

SPu

PRIME MINISTER

Nicholas Ridley copied to me his minute of 28 February about plans for continuing action to tackle the litter problem. Paul Channon will be interested in the road safety and maintenance issues which arise from litter on major roads. I have to examine the effect which greater enforcement of the litter law might have on the resources of the police and the time of the courts. But I agree that this is a national nuisance which has been getting rapidly worse to the point of disgrace.

About 1,900 people are proceeded against in the magistrates' courts each year for litter offences. This is fairly small - about 0.1% of total magistrates' courts prosecutions. We have been encouraging the police to make sensible choices about manpower, giving priority to terrorism, violence, serious property offences, drug trafficking and so on. There is now increasing insistence from our more knowledgeable supporters that we should intensify our pressure on the police to concentrate their effort against crime and I must not relax that pressure. Litter is not of the same order, even though the public are rightly concerned for this aspect of their local environment. We should look, therefore, for other means to gain effective enforcement at no extra burden to the criminal justice system. The Westminster scheme provides us with some clues.

The one-year experimental fixed penalty scheme for litter offences in Westminster is about to finish, and the results so far indicate that it has been a success: only four fixed penalty tickets were issued during the first nine months of the experiment, from 590 people being asked to pick up their litter. The scheme has involved a publicity campaign and the provision of a great number of litter bins, with 81 council officers authorised to enforce the scheme in the course of their normal duties. The effect on the police and the courts' workload has been nil. My fears in that respect have not been substantiated. Therefore, and subject to

analysis of the full year's results, we would expect not to be supporting the adoption by other local authorities of a fixed penalty scheme (which appears unnecessary), but suggesting that they adopt a strategic enforcement role like Westminster's (which seems to be successful). I think, therefore, that it would be wise, as Nicholas suggests, to put legislative decisions on hold until the autumn.

This ties in well with Nicholas' suggestion of more local activity under the guidance of the Tidy Britain group, harnessing the enforcement capabilities of local authorities, the financial and staff resources of business, and the concern and enthusiasm of local communities. That is a powerful partnership which has proved its effectiveness in crime prevention. The CBI should be encouraged to recognise its role here, too, in encouraging businesses to put something back into their communities, and to gain valuable national and local credit as a result. While accepting that operational priorities are for Chief Constables to decide in the light of other demands, we know that the police are responsive to local concerns and can be relied upon to co-operate in those local schemes which seem to need their help. Neighbourhood Watch schemes and the crime prevention panel network may be resources upon which the police could draw. The DTI's Task Forces and City Action Teams, although environmental improvements are not at present one of their direct priorities, could be a further source of help.

We will be able to give strong support to Virginia Bottomley's campaign to encourage a litter consciousness in Departments and their sponsored bodies and industries. I am sure the brewers and licencees will wish to set an example, and we need to put more pressure on fast food outlets. We can ourselves set an example through tidy police and fire stations and the like.

I am copying this minute to Nicholas Ridley and Paul Channon.

Douglas Hurd

8 March 1989

1 March 1989

LITTER ON MOTORWAYS AND TRUNK ROADS

The Department of Transport's response is not very forthcoming, and does not properly address the central issue the Prime Minister raised: the need to explore actively the scope for contracting out to the private sector.

There is clearly much scope for this. Although the immediate issue is litter, it begs the question of private sector involvement in all aspects of routine maintenance (eg pothole repairs, lane markings, grass cutting, gully emptying) of motorways and major trunk roads for which the Department is responsible. It currently spends £80 million per annum on this. Litter and debris clearance accounts for about £4 million (equally divided between motorways and trunk roads).

Almost all this money is paid to local authorities. The exception is the former metropolitan counties, like South Yorkshire, where on abolition routine maintenance work was handed over to consulting engineers as "managing agents", on a contractual basis. Thus there is a private sector model on which to build.

Routine maintenance by local authorities is not done under contract but under "agency agreements" with the Secretary of State. I am surprised to discover that a contractual relationship between the two is expressly not permitted under the Local Government Goods and Services Act 1970. The Department thus supplements agency agreements with a Code of Practice on routine maintenance. This sets out basic maintenance standards but these are open to variation according to local conditions. A copy is attached of the relevant section on litter.

The litter issue is complicated because the Department's interest is a road safety one not a public amenity one. Hence the COP requires sweeping of urban trunk roads normally only twice a year though in London, for example, it is done more often. This is to prevent build-up of muck which could, for example, block drains: it is not a standard for clearing-up ordinary litter. That remains the local authority's job in the normal way. The Department only pays what is necessary to meet road safety requirements. Clearing litter from the pavements of the North Circular Road, for example, remains a local authority function as with any other urban road. Only for motorways does the Department pay for all litter clearance.

The litter problem as far as the Department's roads are concerned is essentially an urban one, and concentrated on "all-purpose" trunk roads like the North Circular. There is generally a lesser problem (though plenty of blackspots) on motorways and rural trunk roads. Furthermore as far as the Department is concerned it is almost entirely a London problem: there are few urban trunk roads under its control in other areas.

The scope for inefficiency in these arrangements is manifest. This applies to all routine maintenance and not just litter. The absence of competition in the Department's arrangements also sits ill with last year's legislation on competitive tendering by local authorities. Starting this year, authorities will progressively have to put out work done under agency agreements to competitive tender. The Department is right that this will improve the situation on the ground, but it leaves unchanged the Department/authority relationship. This needs to be exposed too to private sector competition. Anything else would be anomalous given that local authorities themselves will be obliged to put their own road maintenance work out to competitive tender.

It is not a question of dropping local authorities altogether. As highway authorities in their own right they are well-placed to deal with routine maintenance. But there are well-equipped private sector firms in this area too. What is clearly needed is a situation where local authorities compete for the Department's business on an equal footing with the private sector, and perform the work they win in open competition on a fully contractual basis, in order to ensure value for money.

Conclusion

Compulsory competitive tendering by local authorities will, over time, improve the litter problem on major urban roads, provided authorities lay down strict standards in their contracts and enforce them with cost penalties as need be. The Department needs the same disciplines to ensure high standards of litter clearance on motorways. The one-off initiatives described in the Department's letter are to be welcomed, but they do not go to the heart of the problem.

The litter issue has moreover highlighted the wider question of injecting competition into the provision of all routine road maintenance and it is on this, and not just litter, that the Department needs to be pressed.



JOHN MILLS

20. SWEEPING AND CLEANSING

20.1 The requirements of this section relate to the sweeping and cleansing of all channels and motorway hard shoulders, cleaning and removal of debris from traffic lanes, hard shoulders, verges and central reservations, removal of litter, and footway and cycle track sweeping. Carriageway sweeping should normally be carried out by mechanical means.

20.2 Requirements for Detailed Inspections

20.2.1 No detailed inspections shall be carried out and reliance shall be placed on the regular Safety Inspections (see Section 2.4) to decide when any special action needs to be taken.

20.3 Requirements for Maintenance

20.3.1 Unkerbed rural all-purpose trunk roads shall not be swept unless it is agreed with the Director (Transport) that there are special circumstances giving rise to hazardous conditions or which are detrimental to the maintenance of the highway, eg. detritus from agricultural accesses and gravel workings etc, which require a local variation under paragraph 1.6.

20.3.2 Kerbed rural all-purpose trunk roads shall not be swept more than once per year unless it is agreed with the Director (Transport) that there are special circumstances (see para 20.3.1) and a greater frequency is necessary as a local variation under paragraph 1.6.

20.3.3 Urban kerbed all-purpose trunk roads shall not be swept more than twice per year unless it is agreed with the Director (Transport) that there are special circumstances and a greater frequency is necessary as a local variation under paragraph 1.6. The notional cost of this requirement shall form the Department's contribution to the District Council for highway sweeping and cleansing needs where these functions are carried out by the District Council.

20.3.4 Where the growth of grass and other vegetation between the channel and kerb is likely to obstruct the flow of water or cause structural deterioration an application of total herbicide shall be made at intervals of 12 months. The application shall normally be incorporated with a sweeping operation and timed to give maximum effect.

shall be protected as far as is possible. As a normal minimum, the aim should be to display notices warning of the hazardous conditions before reporting to the base office at the earliest opportunity with a request for immediate action. Such action shall be completed within the shortest possible time of the notification to the base office.

20.3.13 All action taken in accordance with paragraph 20.3.12 shall be promptly recorded and details retained for 6 years.

PRIME MINISTER

LITTER

Last March you launched a programme of pilot projects by the Tidy Britain Group (TBG) to test various approaches to tackle the problem. 27 projects are under way, each attracting a wide range of support. I expect to draw firm conclusions from the exercise in June but it is not too soon to plan for the follow-up, with 1990 being designated Tidy Britain Year with a subsequent Clean Nineties Campaign. I have asked Virginia Bottomley to lead and co-ordinate our efforts.

I envisage working towards a major announcement in the autumn, possibly at the Party Conference, which would clearly signal our determination to deal with the question decisively. Although we are still awaiting the results of the pilot projects I have in mind a three pronged approach:-

(a) to extend successful pilot projects more widely. TBG would be expected to provide guidance and advice on how to get local action going, pressuring local authorities, involving Chambers of Trade etc;

(b) a commitment by colleagues in every Department to contribute towards Tidy Britain Year by clean-up initiatives within their own fields and those of bodies they sponsor. Cleaner schools, hospitals, highways are examples; there should be others. In particular we must get Trunk Road Agency agreements to insist on clearing litter on trunk roads;

(c) possible legislative changes. Areas that we are examining are:

(i) extension of the fixed penalty system currently being monitored in the City of Westminster;



Yes no

CEB'ing
Prime Minister

Do you wish to discuss with Mr Ridley at this stage

or
Wait until he + Mr Bottomley have framed up their plan with other departments?

Don
1/3



(ii) placing a duty on local authorities in the whole area of local environmental quality - litter, dog and pest control, including possibly a requirement for compulsory tendering out;

(iii) continental practice; regulations requiring shop frontagers to be responsible for the cleanliness of their frontage and enforcement thereof;

(d) in addition we are considering

(i) the costs and value of making counties prepare litter plans which we have power to do under Section 4 of the Litter Act 1983.

(ii) the costs and consequences of strict enforcement of the existing Litter Act;

(iii) systems and technology of municipal waste collection, particularly from shops and restaurants, with the aim of giving clear advice on best practice to authorities.

Given the pressures on the Parliamentary timetable, it is not clear what room there will be in next Session's Green Bill for the legislative options that emerge; we shall be better able to assess this in the autumn.

A programme on these lines will be popular and can be expected to attract strong support from all sectors of society, including the media. It will give a strong impetus to an ongoing Clean Nineties campaign designed to change the way people see, and care for, their own immediate environment.

Virginia Bottomley is calling a meeting of colleagues in other Departments next month to outline these proposals and canvass ideas



on contributions to Tidy Britain Year. A co-ordinated, concerted effort is needed to make a lasting impact. We shall give this matter priority. I would be happy to discuss with you if you wish.

I am copying this to Douglas Hurd and to Paul Channon.

A handwritten signature in black ink, appearing to be 'NR'.

NR

28 February 1989

files on Environmental Affairs Dec 85

The Letter Problem UK 2000

Dear Sir,
I have been informed that you are
interested in the letter problem
in the UK. I am sorry that I
cannot provide you with a
copy of the letter at this time.

Yours faithfully,

[Signature]

[Name]

[Address]

[City]

[Postcode]

[Phone Number]

[Fax Number]

[E-mail Address]

[Website]

[Social Media]

[Other Contact Info]

[Additional Info]

[Final Note]

[Closing]

[Signature]

[Name]

[Address]

[City]

[Postcode]

[Phone Number]

[Fax Number]

[E-mail Address]

[Website]

[Social Media]

[Other Contact Info]

[Additional Info]

[Final Note]

[Closing]

[Signature]

[Name]

[Address]

[City]

[Postcode]

[Phone Number]



B

10 DOWNING STREET

John Mills PC

DRAFT
to OM 22/12

Any views on the attached.
My own view is that it is
a feeble response to their visit
to explore scope for contracting out
now.

Unless you are aware of complications
to the contrary I propose to show
~~this~~ to the PC when she is back
from France with recommendation that
DIP be told shortly to get a move on.

Jim -



R23/2 *cefa*

DEPARTMENT OF TRANSPORT
2 MARSHAM STREET LONDON SW1P 3EB

01 276 3000
C/PSO/1416/89

My ref :

Your ref :

Dominic Morris Esq
Private Secretary
10 Downing Street
LONDON SW1A 2AA

Dear Dominic

22 FEB 1989

The Secretary of State has asked me to respond to your letter of 26 January asking for a report on progress towards solving the problem of litter on and about motorways.

/ Annexed is a note which describes the pattern of responsibilities in this field, and indicates action in train to improve the situation, including support of experiments by the Tidy Britain Group, and environmental improvements under the UK 2000 scheme. It also draws attention to the prospects of getting better value for money from increased contracting out of cleansing work to the private sector. The Secretary of State proposes in addition in the present financial year to make available a sum of up to £1m more for a supplementary scavenge of the worst littered motorways, in particular in London. This can be done within financial provision, and we intend to let the Tidy Britain Group know where we propose to deploy the additional funds so that where practicable the clearance can be linked with initiatives which they are undertaking. We plan to get the maximum publicity for what we are doing - and drive home the litter message.

Looking beyond this, the Secretary of State has asked officials to review the present Code of Practice governing litter clearance on motorways and to report by the summer on the possibilities for concentrating more of the resources available on critical areas. He attaches particular importance in this to linking with the work of the Tidy Britain Group. Clearing up litter once deposited on or by the highway will never resolve the problem by itself. The litter consciousness of the general public has to be raised by a variety of measures. The Group has a vital part to play in this. The scheme which the Department are working up for commercial sponsorship of provision of litter bags for drivers can also make a contribution.

More generally, the Secretary of State is happy for the Department to take part in the current more general concerting of anti-litter initiatives by the DOE.

/ I am copying this letter to the recipients of yours.

K. Owell

PP ROY GRIFFINS
Private Secretary

ANNEX

LITTER CLEARANCE ON MOTORWAYS AND OTHER TRUNK ROADS: PATTERN OF RESPONSIBILITIES AND ACTION IN TRAIN

PATTERN OF RESPONSIBILITIES

1. The management of maintenance of the Department's motorways and all-purpose trunk roads is delegated to county councils, metropolitan district councils and London boroughs. In addition in certain metropolitan areas we use consultants as agents. Standards for litter clearance are included in our Code of Practice for routine maintenance and reflected in the resources allocated to each agent for routine maintenance. The prescribed standards can be varied and the code of practice encourages agents to seek local variations to allow an increased frequency of cleaning to meet particular local problems.

2. On motorways, the Department is entirely responsible for litter clearance; it sets the standards for these operations and funds them. On all purpose trunk roads, we are responsible for cleansing for road safety and maintenance purposes only. Under the Control of Pollution Act, metropolitan districts and London boroughs are responsible for cleansing for purposes of environmental health and public amenity.

ACTION IN TRAIN

3. In the case of rural motorways and other trunk roads there is in fact no general widespread problem of litter, though there are blackspots, usually centred on some facility such as a service area, picnic site or layby. It is on urban and urban fringe trunk roads that the problem is most widespread, and the more frequent litter clearances allowed for by the Code of Practice may not keep pace. The code of practice is to be reviewed to see whether the resources available for motorways can be concentrated more on the worst areas.

4. In the case of non-motorways trunk roads action to improve the situation beyond what is needed for road safety purposes lies with local authorities. Officials are to discuss with their Associations what further they might do to this end. The long term solution more generally seems to depend very much on making the public more litter conscious. The work of the Tidy Britain Group (financially and otherwise supported by the DOE) is of critical importance in this connection. We are in fact working closely with them on certain of the experimental projects spearheading their "Clean Nineties" Campaign. These include a scheme to tidy up the environment of a motorway service area, and another examining ways of improving the appearance of trunk road laybys.

5. In addition environmental improvement schemes, funded as part of the UK 2000 scheme, are being implemented to make the roadside a more pleasant place in which people will be less disposed to drop litter. We are also working on a scheme to promote the distribution of litter bags to drivers for use in the car. We hope to find commercial sponsors to provide bags, carrying advertising, for distribution at garages, motorway service areas and similar outlets.

CONTRIBUTION OF CONTRACTING OUT

6. Contracting out will make a major contribution to getting better value for our money in this field. Under the Local Government Act 1988, the actual work done by local authorities under agency agreements (as distinct from management of it) is to be treated as part of the authority's own work, and defined activities subjected to competition according to the timetable set for each authority. All street cleaning, which includes the cleaning of motorway verges and central reservations, will become subject to compulsory competitive tendering for the first group of local authorities from August 1989, with the rest following in batches until every authority has contracted out its street cleaning by the beginning of 1992. Local authorities will have to be competitive on price and performance if they are to win contracts from the private sector. Experience in other areas has already shown that substantial savings have resulted from subjecting increasing amounts of highway maintenance work to competition. We expect the same effect with street cleansing.

filed in Environmental Affairs Dec 85

Letta problem.

CONFIDENTIAL



LR.
file
atlv Boone

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

26 January 1989

Dear Roy

At the end of this morning's meeting on Parliament Square, discussion turned to the problem of litter on the verges and central reservations of motorway trunk roads. Although these roads were the responsibility of the Department of Transport, the maintenance of verges and central reservations and the removal of litter was often contracted out to local authorities. With rare exceptions most authorities were failing to perform this task adequately. This problem was particularly noticeable on such roads within London and on the approaches to London.

The Prime Minister asked your Secretary of State to explore actively with the Department of the Environment the scope for contracting out to the private sector the responsibility for maintaining verges and central reservations, wherever the local authorities were not performing adequately, and starting with those in the London area and surrounds.

I should be grateful for a note reporting on progress by the end of next month.

I am copying this letter to Philip Mawer (Home Office), Roger Bright (Department of the Environment), Paul Grice (Parliamentary Under Secretary of State's Office, DOE) and to Trevor Woolley (Cabinet Office).

*Yours sincerely
Dominic*

DOMINIC MORRIS

Roy Griffins, Esq.,
Department of Transport

CONFIDENTIAL

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LORD PARRY



As from Willowmead,
52, Port Lion, LLANGWM,
HAVERFORDWEST,
Pembrokeshire, Dyfed,
SA62 4JT

CF
PPS

House of Lords

25th March, 1988

105/14

PRIVATE OFFICE

The Right Hon. Mrs. Margaret Thatcher, F.R.S., M.P.,
Prime Minister,
House of Commons,
LONDON SW1A 1AA

ms

My Dear Prime Minister, 4

Many thanks for a splendid re-launching of Tidy Britain, and for the very practical contribution made. It seemed to me that there was not a newspaper in Britain that failed to carry a photograph and a substantive piece about the event. We are very grateful.

Yours very sincerely,
Gordon Parry

GORDON, LORD PARRY

PA on file

CF pps



THE TIDY BRITAIN GROUP
CAMPAIGNING FOR A BEAUTIFUL BRITAIN
THE PIER WIGAN WN3 4EX TEL (0942) 824620

Ref: GWA/MN

24th March, 1988

Rt. Hon. Margaret Thatcher,
10 Downing Street,
LONDON.

R27

mf

Dear Prime Minister⁴

This is just a brief letter to express both the Group's and my personal thanks for your giving so much time and attention to the launch of our new programme aimed at getting Britain clean.

The litter picking in St. James' Park and the subsequent press conference have given the topic the kind of high profile that is essential and we look forward with great keenness to developing the programme and securing our objectives.

Your own personal commitment will make that task so much easier.

Yours sincerely

Graham Ashworth

Patron: Her Majesty Queen Elizabeth The Queen Mother
President: Lord Ezra of Horsham
Chairman: Lord Parry of Neyland
Director-General: Professor Graham Ashworth, CBE

cf



mf

Department of the Environment
from the Minister of State

Wednesday 23rd

Dear Prime Minister,⁴

I was sorry not to be with you yesterday for the launch of our litter campaign but I was delayed for two hours at Brussels due to problems with air traffic control's computer in London.

Yours,
Malcolm

very

My views on litter are well known. And they are the views shared by the vast majority. Every man, woman and child can play their part in this country's fight against litter. How many times do you hear criticisms of councils for the litter in their streets and parks, of the bus, coach and train operators for litter in their vehicles and stations. It is not they who put the litter there. It is the people who use them. Millions of pounds each year is spent cleaning up after other people. Millions of pounds that could be used to provide better facilities. This morning when we were in St James's Park the keepers had collected one day's rubbish - three cubic metres - and that's ~~at this time of the year~~ ^{in Nov} when there are far fewer visitors to the park. Just imagine what it is like in the middle of summer when thousands of people visit the park daily. And this is just one park. Where has the pride in our surroundings disappeared to. What must visitors to this country think? I know what I feel when I return from visits abroad and see the scruffiness of our streets and shopping centres compared with the cleanliness other countries seem to achieve.

people

Litter in ~~any~~ streets is created by ~~some person~~ ^{people} - it doesn't occur by itself. How many times do you see people dropping cigarette packets out of their cars, paper bags and cartons being dropped, even newspapers just strewn across our parks streets and footpaths. I often wonder if the people responsible for all this mess behave like this in their own home or in their place of work.

But there is an easy solution to the litter problem - don't drop it take it home or put it in one of the thousands of litter bins that are provided. But the most difficult part is getting the message across so that every man woman and child becomes litter conscious. And this message should start at home with the parents. Teach your children to be litter conscious but you have got to do it by example. Take a pride in that part of the street outside your house. Alright you didn't drop the litter outside your home, but it is there, it is making your street look untidy. How long does it take to pick up a piece of paper or a carton and put it into a bin. If all of us actively made sure that the front of our homes were neat and tidy it would be surprising what a change there could be. Whole neighbourhoods could get together in a drive against litter.

Don't complain what's so and so going to do about it. Litter is created by all of us and each of us has the solution in our own hands. DON'T DROP IT.

PRIME MINISTER

LITTER - PRESS CONFERENCE

As the media are wont, the main thrust of their questions at the press conference tomorrow is likely to be on what the Government is going to do and not on individual responsibility. I don't think there is any point in any litter initiative which doesn't focus attention on the individual's role in cutting down litter.

I would expect you to be up against a very cynical audience who doubt whether anything much can be done.

Consequently, I would expect the following main questions to be put to you:

- Does this new initiative mean that Branson has failed, and that you are trying something new or revamped in desperation?
- How can you be serious about litter when you are not devoting a few more millions of the billions with which the Government is awash to its control?
- Why don't the police enforce the penalties already available? And if the police have better things to do, doesn't this cast doubt on the likely success of yet another initiative?
- Are you contemplating new legislation to make individual house and property owners responsible for cleaning up outside their premises, since you have suggested this as a way forward?
- Have you any plans to make the need for tidyness a feature of school lessons?
- Why don't you, as The Economist has suggested, make companies put a value on returned packaging or bottles so that there is a financial incentive to clean up?
- What is the dirtiest part of Britain you have seen on your travels - and the cleanest country abroad?
- Why not mount a big anti-litter advertising campaign?
- Why not recruit the unemployed and especially youngsters, at a premium over and above unemployment benefit, as Tidy Britain Squads in each city, town and village?

- Is a cleaner, tidier Britain one of your priorities for the year 2000?

As with the Inner Cities launch, I am operating on the basis that you will wish to conduct the press conference yourself (and do not require me).



BERNARD INGHAM
21 March 1988

PRIME MINISTER

LAUNCH OF NEW LITTER INITIATIVE

You are to launch tomorrow morning the new litter initiative with Nicholas Ridley and Professor Graham Ashworth of the Tidy Britain Group. Arrangements have been made for a photo-call in St James's Park.

WHEN YOU ARRIVE AT THE PARK YOU WILL HAVE TO WALK FOR ABOUT 50 YARDS ACROSS THE GRASS (UMBRELLAS WILL BE AVAILABLE SHOULD IT BE RAINING). YOU SHOULD WEAR A STOUT PAIR OF SHOES.

The park authorities will tip into one mound the litter they have collected from the park the previous day so that you can show how much is dropped each day by the public.

You can point out that even though the weather is cold and there are many thousand fewer people visiting the Park at this time of the year compared with the summer months it is surprising how much litter can be dropped - imagine what it must be like during the summer when they have thousands of tourists and children visiting the park every day.

For the photo-call you will meet Mr Ashley Stephenson, the Bailiff of the Royal Parks, and Mrs Jennifer Adams, who is superintendent of St James's Park, Hyde Park, Green Park, Kensington Gardens and the gardens at No 10.

Mr Ridley will offer you a litter collecting stick (not a spike but a 'claw-grip' device operated by a trigger) for you to use in picking up some items of litter which you could then deposit in a sack held by Mr Ridley or Professor Ashworth. Also there will be a small mobile sweeper/cleaner at hand should you wish to be photographed at the controls.

After the photo-call you will drive to Old Admiralty Building in Whitehall. Coffee will be served in a small side room before you address the Press in the Fish Room. This will give the Press who have been in St James's Park with you a little time to walk to the Old Admiralty Building.

THE PROGRAMME IS AS FOLLOWS:

10.00am Leave No 10 by car

10.03am Arrive Brigade of Guards monument entrance opposite Horse Guards Parade.

You will be met at the Gate by **Mr Ridley, Lord Caithness, Mr Colin Moynihan, Professor Ashworth and Lady Porter.**

Mr Ridley will accompany you across the grass to a point near to the lake where he will introduce you to

Mr Ashley Stephenson, The Bailiff of the Royal Parks Mrs Jennifer Adams, Superintendent of St James's Park Hyde Park, Green Park, Kensington Gardens and the gardens at No 10.

(THE PRESS WILL BE BEHIND A BARRIER)

Mr Ridley will offer you a litter stick to collect litter that has been dumped. There will also be a mobile sweeper/cleaner nearby should you wish to sit at the controls for the press.

10.20am **Mr Ridley** will accompany you back to your car.

10.25am Arrive at Old Admiralty House for coffee before the Press Conference

You will meet over coffee the following:

Lord Ezra, President of the Tidy Britain Group

Lord Parry, Chairman

Lord James Douglas Hamilton

Mr David Timlin, Welsh Office Official

Mr I Muir, of Coca Cola

Mr P Cobden, of Macdonalds

Mr J Houseman, of Queensgate Products

Mr C J Murphy, of the Institute of Waste Management

Mr C P Bullock, of Shell UK

Mr Parker, of London Underground

10.45am Press Conference in Fish Room. Mr Ridley and Professor Ashworth will join you on the platform. You will speak first followed by Mr Ridley and Professor Ashworth

After the opening statements you will chair the Press Conference

11.25am You bring Press Conference to a close

11.30am Leave Old Admiralty Building for return to Downing Street

Content with the above arrangements?

T.J.P.

Terry J Perks
21 March 1988

PRIME MINISTER

REP

The outline programme for tomorrow morning's litter initiative launch is as follows:

1000 Depart No. 10 for photocall in St. James's Park
1020 Drive (via Horseguards Arch) to Old Admiralty House
1025 Coffee (while press assemble)
1045 Press Conference - you speak first followed by
 Mr. Ridley, Professor Ashworth, and then questions
1125 Return to No. 10

Papers in this folder are as follows:

- Flag 1 A detailed press note indicating the format of the photocall and who will be present
- Flag 2 A note by Bernard Ingham suggesting the questions which may be asked with detailed background briefing by DOE to provide the answers
- Flag 3 The speaking notes you saw at the weekend

If you decide to speak "off the cuff" you may like to concentrate on the following three points:

- litter is caused by individuals, and it is individuals, through a sense of personal responsibility, who have the ability to prevent it;
- over-familiarity with the sight of litter tends to deaden the nerves. But it is awful and the biggest contrast is in returning from "clean" countries to the horror of London;
- clearing up litter costs money which could and should be spent on far better things to improve facilities at tourist attractions and indeed the environment generally.

psj

ANDY BEARPARK

21 March 1988

VC2ASY

20

cc BB
VBU



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

P A Bearpark Esq
Private Secretary to
The Prime Minister
10 Downing Street
LONDON
SW1A 2AA

21 March 1988

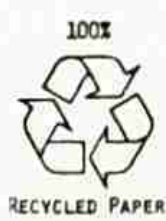
Dear Andy,

Many thanks for faxing the list of questions which you thought might come up at tomorrow's press conference. I attach full briefing which I think covers all the points raised. This also includes a full list of the Tidy Britain Group pilot projects and a couple of press cuttings from last week's Standard as well as a full programme. I am sure that the Prime Minister will recall the reply she gave to Ted Garrett in the House last week.

Yours,

Deborah.

DEBORAH LAMB
Private Secretary



LITTER LAUNCH : 22 MARCH 1988

PROGRAMME OF EVENTS

| | | |
|----------------|---|---|
| 0955 | Party to assemble for Photocall at Brigade of Guards Monument St James's Park | Secretary of State Lord Caithness Mr Moynihan Prof Ashworth Lady Porter |
| 1000 | Prime Minister to leave 10 Downing Street by car | |
| 1003 | to be greeted by Secretary of State who will introduce Professor Ashworth | |
| | Photocall session - St James's Park | |
| 1025 approx | Prime Minister & Secretary of State to depart by car for Admiralty House, Whitehall | |
| 1030 approx | Prime Minister & Secretary of State arrive Admiralty House | |
| 1030- 1045 | Coffee to be served in Dining Room, Admiralty House | Prime Minister Secretary of State Lord Caithness Mr Moynihan Lord James Douglas- Hamilton Mr D Timlin (rep- resenting Sec of St for Wales) Prof Ashworth Lord Ezra Lord Parry sponsors (if 6 or less attend) Mr Burr Lady Porter |
| 1045 | Press Conference, Fish Room, Admiralty House Speeches by Prime Minister, Secretary of State, Professor Ashworth, followed by Question & Answer Session | |
| 1130 approx | Press Conference ends | |

I N D E X

1. What has TBG achieved so far?
2. What is different about new initiative?
- List of projects
3. Frontagers
- Copy of PM's reply to Ted Garrett MP
4. On the spot fines
5. Richard Branson and UK2000
6. Westminster City Act
7. Government's Role and Finance
8. Role of Police
9. Use of Traffic Wardens to enforce Litter Act
10. Litter in schools
11. Use of unemployed
12. Litter levy on fast foods?
13. Deposits on containers?
14. Singapore
15. Advertising

BACKGROUND

- A Tidy Britain Group
- B City of Westminster Act
- C Summary of existing legislation
- D Press cuttings

What has the Tidy Britain Group achieved so far?

The work of the Group has hitherto been concentrated on educational and promotional work in co-operation with schools, local authorities and businesses and has been of an essentially long term nature. The Group would accept that it is time for a change of emphasis and direction.

WHAT IS DIFFERENT ABOUT THE NEW INITIATIVE?

It is an entirely new approach to show what can be done and how it can be done. The projects will test different approaches in a variety of locations, with "before" and "after" studies to determine their effectiveness.

I have agreed with Professor Ashworth that the projects will cover 5 main areas (transport, commercial areas, local government, tourism and special events) on a country-wide basis but have left the Group to determine the details.

SUMMARY OF PILOT PROJECTS - exact details still to be finalised.

1. TRANSPORT

2 Motorway Service Areas. Possibly Knutsford and 1 other.

2 Trunk Roads. Riparian problem.

Railway Terminus - and main route therefrom for 50 miles eg
London Bridge Station
Motherwell - Glasgow.

2. COMMERCIAL AREAS

4 High Streets in the Provinces - possibly

| | |
|------------|-----------|
| Birkenhead | Bristol |
| Brighton | Doncaster |

1 "Capital" High Street possibly Bond Street, London

1 Industrial Estate North East

3. LOCAL GOVERNMENT

1 "Peripheral" City possibly Leeds

1 Litter Act Enforcement

2 County Litter Plan Programmes

Review of Community Environment Programme possibly at Wigan,
Wrexham, Swansea and Dumferline.

4. TOURISM

1 Capital Spot

2 Coastlines eg Wales and East Anglia

2 Tourist "places"

5. SPECIAL EVENTS

1 Sporting Occasion eg Wimbledon or a Test Match

1 "Entertainment" Occasion eg Pop Festival or Show

1 "Festival" eg Cowal Highland Show

Responsibility of Frontages

(a) Many shops do, I am pleased to see, sponsor litter bins near their frontages. The Take-Away Foods Federation (TAFF) have produced, with TBG, a booklet "Less Litter Better Business" giving guidance to their members about proper disposal of the potential litter they create. It includes advice on posters, litter bins and litter patrols.

(b) As the Prime Minister recently indicated, we have considered the possibility of making people responsible for keeping clean the pavements etc outside their premises. But this would be difficult to enforce as a householder accused of not discharging his obligation could always argue that he had done his cleaning, and that litter had been blown from another frontage. For this reason, and the need to avoid further burdens on over-stretched Magistrates Courts, our thinking to date has been that it would be difficult to introduce such a duty. For the present, we believe this to be an area where voluntary efforts will be much more effective than more laws and regulations.

The Prime Minister: Yes. We all recognise the tremendous courage of the Ulster Defence Regiment and the debt that we owe to it. No matter what the difficulties and the casualties, there are always more people prepared to be recruited to the regiment, and they play a very important part in the security of Northern Ireland.

Mr. John D. Taylor: What is the Prime Minister's present policy towards devolution in Scotland?

The Prime Minister: It is the same as it has always been. I am against further devolution in Scotland.

Mr. Gregory: Will my right hon. Friend find time in her busy day to study the survey report from Liverpool earlier this week that children as young as seven have been supplied with cigarettes? In all the cases surveyed, not one shop stayed within the law. Will my right hon. Friend confirm that the maximum penalty of £400 is quite inadequate, when 100,000 people die as a result of smoking in this country?

The Prime Minister: I am grateful to my hon. Friend for pointing out that smoking is indeed a very great danger to health and for bringing up what is undoubtedly a very difficult problem, in that some young children smoke and are supplied with cigarettes. It is absolutely scandalous.

Mr. McAllion: To ask the Prime Minister if she will list her official engagements for Thursday 10 March.

The Prime Minister: I refer the hon. Gentleman to the reply that I gave some moments ago.

Mr. McAllion: Has the Prime Minister had the opportunity to read the letter to the British Medical Association from Dr. Mitchell, a consultant physician at Scarborough hospital, in which he points out that the much-vaunted throughput statistics for that hospital are felt by all the consultants to be positively dangerous to the standards of patient care, and in which he comments that it is easy to appear efficient when understaffed and underfunded? Will the Prime Minister for once listen to those who are best qualified to comment on standards of patient care—the doctors—and will she ensure that on Budget day the NHS has a chance to have its version of a super-Tuesday?

The Prime Minister: As the hon. Gentleman will have heard me say many times, the resources available to the Health Service are greatly in excess of any that have ever been available before. The numbers of nurses and doctors, and patients being treated are also greatly in excess of any in the past.

With regard to the Tayside health board —
[*Interruption.*]

Mr. Speaker: Order. The Prime Minister.

The Prime Minister: Tayside remains the second best funded board in Scotland, and its revenue allocation is £146 million, giving a per capita allocation of £372, compared with the Scottish per capita allocation of £307.

Q5. Mr. Sackville: To ask the Prime Minister if she will list her official engagements for Thursday 10 March.

The Prime Minister: I refer my hon. Friend to the reply that I gave some moments ago.

Mr. Sackville: Does my right hon. Friend agree that under Mikhail Gorbachev there has been a rapid improvement in the effectiveness of Soviet propaganda presentation, unsupported by any real change in Soviet foreign or defence policy or human rights performance? Does she agree that that is a dangerous situation, about which some of our NATO allies should be constantly reminded?

The Prime Minister: I think that my hon. Friend is essentially right in his premise. Not a great deal has changed in military developments in the Soviet Union: indeed, modernisation continues apace. At the same time, I think that we must welcome the Soviet Union's wish to withdraw from Afghanistan. It is what we have been urging upon the Soviets, and we hope that the withdrawal will very soon be completed. In the meantime, we must make certain that our own defence is sure, and continue to plead on behalf of those in the Soviet Union who do not enjoy the human rights that we take for granted.

Q6. Mr. Ted Garrett: To ask the Prime Minister if she will list her official engagements for Thursday 10 March.

The Prime Minister: I refer the hon. Gentleman to the reply that I gave some moments ago.

Mr. Garrett: Will the Prime Minister accept that we have one thing in common, and that is that we both abhor the filth and disgrace of our inner cities? Litter is a massive problem that is now facing the nation and, as a provincial Member, I am distressed beyond belief at Londoners' failure to try to smarten up this capital city of ours. Will the right hon. Lady accept that, with the possible exception of Westminster, the rest of the boroughs of this great metropolitan area are somehow or another losing the battle to keep our streets clean? It must be a source of great distress to foreigners leaving the clean surroundings of Heathrow to see the filth and grime in this city. It is possible for someone from the right hon. Lady's Department to go to our European capitals to see how they tackle the question that we fail to tackle?

The Prime Minister: I agree wholeheartedly with what the hon. Gentleman has said. I also agree that Westminster city council makes tremendous efforts to try to keep the city clean. Litter is a problem not only in our inner cities but often on the sides of major roads and on the central reservations. The problem is tackled in Europe by giving people responsibility for clearing the frontages before their shops, offices and houses. That is a possible change. It would be a major change. If people did not throw down litter and had more pride in their cities and motorways, we should not have the problem.

On-The-Spot Fines

These would have major problems. There are obvious practical difficulties such as the accounting procedures for fines collected, the risk involved in the police or anyone else carrying substantial cash receipts, how to deal with offenders who do not have funds available on-the-spot. Moreover, the system would call for identity cards or documents which would be offensive to most people.

What About Richard Branson and UK 2000

There has been a persistent misunderstanding about the role of UK 2000 which was established to carry out a wide range of environmental improvement projects. It is too narrow to think of UK 2000 as being concerned with cleaning up litter. We regard the Tidy Britain Group as the experts in this field and we look to them to take the lead.

Westminster City Act

(a) We believe the proposals in the Act (fixed penalties for littering) to be an interesting and worthwhile experiment. We shall study its practical effects with very great care, to see if the ideas should be extended.

(b) It would be wrong to extend the ideas in the Bill until they have been tested and evaluated.

(c) Powers for wardens to take names and addresses'. We must be very cautious about extending what are in effect police powers. Let us see how the new Act works.

Copy sent to
Mr Smith

14/3

LADY PORTER, LEADER OF WESTMINSTER CITY COUNCIL,

confirms your invitation to attend the launch of

The City of Westminster Act 1988

The Act enables Westminster City Council to issued fixed penalties of £10 to litter louts in Westminster.

On: Thursday 17th March 1988

At: The West End Cleansing Headquarters, Farm Street, W1

- 10.00 am: Photocall - photo opportunity involving a mechanical demonstration.
- 10.15 am: Press Conference
- 11.00 am: Refreshments and Buffet Lunch

RSVP: Sas Public Relations Ltd, PR Consultants, City of Westminster, 1A Galliard Street, Sandwich, Kent.

Tel: 0304.614436

Role of Government and Finance

The Government alone cannot solve the litter problem. The role of Government is two-fold. First to ensure that the right legislative framework exists - and I think we have this about right. Second we have to create a climate of opinion in which littering is simply unacceptable - we must seek to change public attitudes.

The Group's new initiative is an experiment. The Group's task is to get the community involved in the pilot projects. This involvement is the key to the litter problem.

We have supported the Group for many years. To assist with the new initiative, we are increasing our grant to £1.25m (cf £0.7m in 1987/88). The increase will finance the managerial and co-ordinating effort the Group will have to put in.

It would be counter-productive for Government to fund the projects in their entirety. This would miss the whole point of the exercise which is to get the community - all parts of it - to contribute directly.

POLICE

The Police have powers to deal with offences committed under the Litter Act, but at a time of rising levels of crime there is very great pressure on them. Responsibility for operational matters within each force rests with the Chief Officer of the police force concerned. He will of course need to assess priorities within his area so that his force can be deployed to best advantage to cover the whole range of police responsibilities.

But this new initiative tackles the problem in a different way. By getting people involved, there will be social pressure on the litterers.

Use of Traffic Wardens to Enforce 1983 Litter Act

The traffic warden service is hard pressed nationally to cope with its existing functions in support of police efforts to enforce road traffic law. Recruitment difficulties, and pressure for better enforcement of parking regulations, exacerbate the problem.

LITTER IN SCHOOLS

The Tidy Britain Group - as part of its on-going work does a great deal in this area - with education packs and special projects for children to undertake. Professor Ashworth can give more details.

Use of the Unemployed

We already have the Community Programme - shortly to be replaced by the new Training Programme. And of course under both, the long-term unemployed can be used on environmental projects, which can involve an element of clean-up.

The pilot projects are not directly focussed on the unemployed - but of course they may well provide opportunities under the Community Programme or new Training Programme.

Litter Tax/Levy on Fast Foods, Cans and Confectionery

There would be major practical problems with its introduction. Firstly it would be difficult to identify precisely the items on which the tax should be levied. Secondly, the collection of the tax would have to be similar to that for VAT which would place additional administrative burdens on both manufacturers/retailers and HM Customs and Excise. Thirdly, it would be impossible to segregate the 'litter' revenue from other taxes collected in order to re-allocate monies to litter clearance.

A LAW FOR PUTTING DEPOSITS ON BOTTLES/CONTAINERS?

This has been considered on a number of occasions - notably a thorough examination a few years ago by the then Waste Management Advisory Council (now defunct).

A law of this kind could have awkward and unfortunate effects on beverage can-making, filling lines^{etc.} - particularly on the employment of skilled labour in these areas. It seems better to work on a voluntary basis, with the bottling/can making industry promoting and supporting recycling schemes. "Bottle banks" and "Save-a-can" schemes are becoming increasingly widespread. I hope this continues.

SINGAPORE

Singapore's approach is threefold: education, better waste management and enforcement.

Education. Their campaign is similar to TBG's CEP and involves all sectors of the Community. Their activities include:-

widespread poster campaigns
public exhibitions
extensive media coverage
educational film shows
litter promotions organised by MP's

Enforcement. The litter laws are enforced by uniformed Government Health Inspectors who issue on-the-spot court summonses (not fines) and can arrest offenders without warrant for failure to produce proof of identity - ID cards are compulsory. Fines are \$500 (£140) for first offence \$2,000 (£560) for subsequent offences. In 1986 2,141 offenders were prosecuted.

ADVERTISING

This is very much a question of value for money. To achieve a major social change and secure a permanent reduction in litter, would require a long-term, continuous campaign which would be very expensive - and one couldn't be sure it would work.

At the present stage, it is better to concentrate on work on the ground - to show what can be done. Successful schemes are the best form of publicity.

TIDY BRITAIN GROUP

1. TBG is an independent charity established in 1954 largely as an initiative from National Federation of Womens Institutes. Membership is open to individuals and organisations. The current Executive Committee consists of 31 members (representing voluntary organisations, professional bodies, private companies, local authorities and central Government) under the Chairmanship of Lord Parry. The President is Lord Ezra.
2. The purpose of the Group is to protect and enhance the amenities of town and country in the United Kingdom particularly by promoting the prevention and control of litter and by encouraging environmental improvement schemes.
3. The Group receives a "core" grant from DOE (currently, £570,000 pa) which provides basic staffing (about 30 staff throughout the country) and support. But in addition, the Group obtains sponsorship money from a range of sources for particular projects. Thus, a "Beautiful Britain in Bloom" competition is run annually (financed by Barratts) and Kentucky Fried Chicken finance a competition and trophy for individual environmental activities. Other competitions are financed by British Caledonian, Rust Craft, British Rail and National Bus Company.
4. The Group's main activities are:-

- (a) The Educational Programme.

This covers the creation and promotion of educational packs based on a Schools Research project at Brighton Polytechnic. Some 31,000 primary training kits and

science units have been provided for schools and education authorities. Work experience posts are provided as education project officers under MSC schemes.

(b) Community Environment Programme

This programme is focussed on district and borough councils (a package for Parish Councils is in preparation). The programme trains local authority officers in techniques of litter abatement, enlisting public support, working with local industry and commerce and with voluntary organisations. Some 113 local authorities have formally adopted the programme, the impact of which is currently being surveyed. Preliminary indications are mixed; some authorities report up to 50% reductions in litter while others claim resource constraints prevent progress.

5. In recent years, the Group appeared to have lost its drive and DOE became increasingly concerned about the quality of its management which had become activity and not results oriented. Under its new Director-General, Professor Graham Ashworth (appointed at the beginning of 1987) radical changes have been introduced. Much more energy is being directed towards obtaining support and commitment from major companies and institutions and Professor Ashworth is seeking to change the balance of the Group's activities to:-

- (a) provide better information about the causes and incidence of litter;
- (b) get more action going on the ground;
- (c) to quantify progress being made.

It is early days to judge the extent to which he will be successful and while DOE is impressed with his energy and ideas, it has been made clear that the extent of continuing Government financial support will depend upon demonstrable success.

The City of Westminster Act 1988

The main features are:-

- (i) To empower the Authority's Inspectors to issue fixed penalty tickets of £10 to suspected offenders under the 1983 Litter Act, as an alternative to prosecution under that Act.
- (ii) The choice of paying the fixed penalty or going to Court lies with the offender.

During the passage of the Act during its Bill stages after consultation with Home Office, Westminster Council agreed to withdraw provisions which would have:-

- (iii) enabled the Council to retain the proceeds of the fines (instead, they will accrue to the Consolidated Fund as with all criminal fines)
- (iv) required the police to issue fixed penalty tickets. They will now be issued by Inspectors employed by the Authority (who do not have power to demand names and addresses).

SUMMARY OF EXISTING LEGISLATION

Litter Act 1983

- (i) Offence to drop or leave litter in an open space to which public have access.
- (ii) Litter authorities (ie local authorities) as well as the police have power to institute proceedings.
- (iii) Maximum fine under the Act is £400.
- (iv) Enforcement is difficult. Low priority for police. Local authority officials handicapped by inability to demand names and addresses. There were 1500 prosecutions in 1985 with average fine of £32.

Control of Pollution Act 1974

- (i) Section 16 provides a power for authorities to remove waste from unlicensed land (fly-tipping).
- (ii) Section 22 places a duty on local authorities to undertake cleaning of highways (except motorways) where this is necessary in the interests of public health or amenity. The priority which authorities give to this is a matter for local determination.

Refuse Disposal (Amenity) Act 1978

This requires local authorities to provide Civic Amenity Sites (dumps) for domestic waste, places a duty on authorities to remove and dispose of abandoned items.

THE TRAIN drew in to Clapham Junction station. I hastily swallowed the last mouthful of the Yukburger I had bought at Victoria and neatly wrapped the rubbish in a paper bag.

There was no litter bin in the train, of course. So, like hundreds of fellow-passengers all over Britain, I put the bag on the floor.

As I got up to leave the train, an angry fellow-passenger pointed a trembling finger at my neatly packed bag of litter and said: "Why don't you take your rubbish and put it in the litter bin on the platform?"

He had a point. London is the filthiest city in the civilised world—chiefly because you and I do not care enough about keeping it clean.

Mr Edward Garrett, Labour MP for Wallsend-on-Tyne, pointed out during Prime Minister's Questions last week that, with the possible exception of Westminster, the London boroughs are failing to keep themselves clean.

Garbage is stacked in plastic sacks outside restaurants, the bags burst and the rats come. It was by rats that the Great Plague of 1665 was transmitted from one human victim to the next.

Cheeky fieldmice scurry along the Tube tracks, eagerly nibbling at the chocolate-wrappers and crisp-packets. At Victoria Station the grease, waste paper and filth all over the railway tracks at the buffer end of the platform were so disgusting on one recent occasion that a friend who was returning to England after 20 years in Australia almost turned round and went back to Gatwick.

"What has happened to this country?" she wailed. "How can you live among all this dirt? Why don't you complain about it? Why don't you make British Railways keep the station clean?"

Exile

I shrugged my shoulders. The unspoken answer was that, since I am a contributor to the heap of garbage that London has now become, I do not feel morally qualified to grumble about anyone else's squalid habits.

Not that rubbish doesn't have its uses. In ancient Athens, they had an excellent system for getting rid of unpopular politicians. Once a year the voters were allowed to go to the city garbage dump, pick up a piece of broken pottery, write the name of their least favourite politician on it and throw it on to the voting-heap.

When the pot-sherds, or *ostraka*, were counted, the man with the most votes was sent into exile for up to ten years, taking all his possessions with him.

There is a charming story about one of the city fathers,

Litter, litter everywhere



And we are all equally to blame, says **CHRISTOPHER MONCKTON**

popularly known as Aristides the Just, who was watching the voters scratching the names of their intended victims on their *ostraka*. One man was having difficulty with his writing, so he approached Aristides for help. "I want to ostracise that Aristides," said the man. So Aristides wrote his own name on the pot-sherd and gave it to the man to throw on to the heap. "But why do you want to banish Aristides?" said Aristides. "Because I'm fed up with everyone calling him 'the Just'"

Cartons

Recycling of pottery fragments as voting-papers was all very well for the Athenians, but what can one usefully do with one of those ugly, loud-coloured, noisome, non-biodegradable polystyrene cartons that Ughburgers come in?

If you live anywhere near the Earl's Court Road, which has junk-food shops from one end to the other, the pavements are all but covered with assorted paper bags, packets and cartons. In Westminster, the council has cajoled the traders into putting public litter bins in the street outside their shops.

The council has also planted trees in tubs between the litter bins to brighten up the pavements. Westminster folk affectionately call these tubs "Fawsleys", because Norman St John Stevas is known to dislike them.

Kensington and Chelsea, by contrast, seems to have more litter blowing about, fewer litter bins and no Fawsleys. The council, however, is determined to do something about the problem.

It already sweeps all shopping streets every day of the year except Christmas and offers rubbish collection to shops and restaurants up to 14 times a week.

The council is now launching a "Spring Offensive" against litter louts and other anti-social elements. Everyone seen dropping litter in the coming weeks will be automatically reported for prosecution.

It is also asking neighbours to report anyone they see littering or dumping, but the difficulty here is that most people regard it as unsporting and unBritish to sneak on their fellow-men. Snooping does not make for friendly relations up and down the street.

How, then, should national legislation strengthen the arm of local councils in deterring the litter louts, not to mention the associated menace of graffiti-scrabblers, who have recently spread their depraved and unwelcome habit from walls to Tube trains?

Incentive

The Germans have an effective way of giving people a strong interest in dissuading their neighbours from dropping litter. By law, the stretch of pavement in front of any house, shop or factory must be kept clean by the owner of the property. So if Hans drops litter on Fritz's length of pavement, Fritz will not hesitate to report him, because it is Fritz who is obliged by law to clear up the mess.

In Britain, we have a remarkably stupid mirror-image of the German system. If a public-spirited citizen clears the snow away from the pavement outside his house and a passer-by slips on the ice as he walks past and breaks his ankle, he can (and often does) sue the man who cleared the snow away.

In this country, therefore, there is every incentive to avoid doing what the Germans regard as an obligatory public duty. And the Government has no plans to change

the law, which is a pity, because the Prime Minister, answering Edward Garrett, spoke approvingly of the way citizens of other countries keep their own stretches of pavement clean.

In Singapore the Government has a simple, direct and very successful solution to the rubbish problem. Anyone found dropping litter is fined a month's earnings. There are a couple of prosecutions a year, for the sake of reminding people that the law exists, and the upshot is that Singapore has some of the cleanest streets anywhere.

Penalties

The hand-wringing, do-gooding fraternity would at once object to such a Draconian measure on principle. And the Government, knowing this, has ruled out any major change in the law, even though the Prime Minister feels strongly that the littering of Britain should be stopped.

Yet littering is an offence so easily avoidable that the harsh penalties which Singapore attaches to it are just as easily avoidable. Don't drop litter and you don't have to face a hefty fine.

Ministers, like the fieldmice on the Underground, are willing to do no more than nibble at the fringes of the litter mountain. They are watching with interest an experiment in Westminster under which the council will employ ex-servicemen to patrol the streets and impose on-the-spot fines of £10 on anyone they catch littering.

The Government, for all its protestations about the need to act, has washed its hands of the litter menace. Several departments are each doing a little, but there is no real drive or coordination behind the measures.

So it is up to us. Shopkeepers could sponsor more litter-bins outside their shops. British Rail could put litter-bins on its trains and empty the ones on its platforms. And perhaps more local councils could brighten up their cleaner streets with a few more Fawsleys.



DROPPING A CLANGER: an empty can tossed away

Maggie's fast food orders to sweep Britain clean

by John Williams

THE Government is hoping to draft private enterprise into a new campaign to clean up Britain.

It could involve sponsorship of anti-litter projects by the fast-food industry and other businesses.

One idea is to put warnings on throw-away packaging similar to health warnings on cigarettes.

Ministers believe this is something in which industry itself could take the initiative.

Several Government departments—including Environment and Employment—are making plans for anti-litter schemes.

The work follows repeated



RICHARD HARRISON: fighting litter

calls by Mrs Thatcher for action to clean up the streets.

The Government is particularly keen to get the fast-food industry involved, given the

amount of litter generated by some of its customers.

McDonald's has already given some financial backing to Westminster City council's anti-litter activities and this could set the pattern for a wider campaign.

The drive against litter has been given fresh impetus by Mrs Thatcher's suggestion that shopkeepers, householders and firms could be given responsibility for cleaning the streets outside.

The Prime Minister's concern over untidy Britain goes back to a call she made for action two years ago when she was impressed by the unfavourable comparison between Israel and Britain after a Middle East visit.

In an interview to celebrate becoming the longest serving Prime Minister in January, Mrs Thatcher again called for action to tackle "the state of litter in Britain".

She is watching with interest Westminster City council's plan to introduce £10 on-the-spot fines, for which ex-service and policemen are being recruited as a special anti-litter squad.

Westminster Council inspector Mr Richard Harrison admits that if a member of the public refuses to give a name and address there is little they can do - except call for police help if the person becomes abusive.

Colin picks up a new tip

EIGHTEEN-year-old Collin Glover from Cheshunt took a few minutes break during job hunting in central London to visit a cafe in Argyll Street.

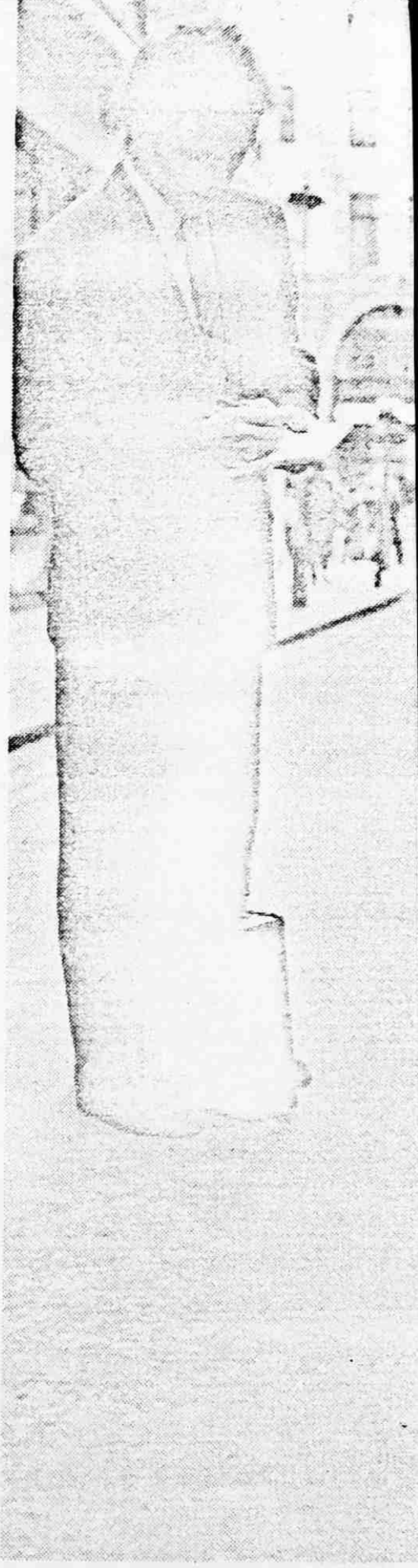
He bought a can of cold orange and, in a second of carelessness, tossed the empty container onto the pavement

Hardly had the can hit the ground when he was confronted by Richard Hall, a member of Westminster City

Council's Environmental Protection Group,

Under new laws—the City of Westminster Act 1988, given Royal Assent this week—the man from the EPG was empowered to levy a £10 fine on offenders who drop litter and refuse to retrieve it.

Mr Hall, 33, showed Collin a parking ticket-style form and told him to pick up the can. And, seeing his error, Collin obliged.



LIFT-OFF FOR LITTER WATCH: Ric

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Jobless co aft

MORE than 20 council workers were today occupying a centre for the unemployed in Newham in protest at its planned closure by the Labour council.

The staff, members of the local government union NALGO, moved into the Newham Resource Centre for the Unemployed late yesterday after council officials changed the locks on the building.

A spokesman for the occupiers said they

locked out. They are de given imme to the buildin money to unemployed which has highest jobles

The couns could proce by NALGO the be

010

cc/BG



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

P A Bearpark Esq
Private Secretary to
The Prime Minister
10 Downing Street
LONDON
SW1A 2AA

18 March 1988

Dear Andy,

I enclose a copy of draft speech notes for the Prime Minister to use at the launch of the new Tidy Britain Group litter initiative on Tuesday. I also enclose a copy of the Secretary of State's speech notes and a copy of the speech which Professor Ashworth of the Tidy Britain Group intends to make.

I believe that Press Officers are in touch over the precise arrangements for the day and I would be grateful if you could let me know whether you see any problems.

Yours ever,

Deborah.

DEBORAH LAMB
Private Secretary

OUTLINE SPEECH FOR PRIME MINISTER

Concern for the environment - last day of EYE - many substantial improvements. There are the great global issues - climatic change, sea pollution, conservation of the world's flora and fauna. UK acting vigorously on these. Quite right too. But believe strongly that concern for the environment isn't just a matter of worrying about global problems. Too often we neglect our own local, domestic environment - the one area where everyone - quite literally the man or woman in the street - can not only protest and write letters but can actually do something.

My views on litter and public untidiness are no secret. And they are views shared by everyone. Who wants to live or work or shop in an untidy, dirty street, who wants their children to play in a dirty park? I find it deeply offensive to return from visits overseas and see the contrast between the scruffiness of our streets and shopping centres and the attractive cleanliness other countries are able to achieve. This is our country, this is our home. We are proud of it - we should demonstrate our pride by taking the same care and interest in our public surroundings as we do of those behind our own front doors.

Litter is unnecessary - it doesn't just happen naturally. Equally, it isn't the result of conscious thought. On the contrary, it is the result of thoughtlessness and carelessness. Littering is bad manners. We've all seen people dropping cigarette packets and discarded newspapers in the streets, or tossing rubbish through their car windows - when it would be so simple to use a litter bin or take the rubbish home. We've all noticed old mattresses dumped in hedgerows - yet it is just as easy to take such things to a refuse disposal site.

The problem is so clear - and the solution seems so obvious - don't drop litter. And yet somehow over the years, people have not been able to connect their wish for an attractive environment with

their own day-to-day actions. The easy thing is to say that "they" - whether it be Central Government, local government, industry or private owners - should do something. Well, so they should. But not in isolation, in a vacuum. It's no use having laws and byelaws and we have them - which everyone ignores. It's no use having litter bins outside the take-away food shops - if individual people simply won't use them. This is a problem for everyone - and everyone can contribute to the solution.

I want to see parents - and teachers - setting an example for our children. Do teachers ask children to pick up the litter they drop in the playground? I want to see businesses keeping their frontages clear and providing facilities where their customers can dispose of litter. I want to see people living in the same street getting together to help keep their collective home tidy. Why not a "neighbourhood watch" for litter?

Above all, I believe we need more consideration and more pride. But there is no magic wand. That is why I am so pleased that the Secretary of State has encouraged the Tidy Britain Group to come up with some fresh ideas, to try to find the key that connects what people want with the way they behave. We recognise, and accept, that what the Group wants to do is innovative and experimental. We shall do all we can to help them. We hope and expect all sections of the Community will co-operate and work with the Group so that we can actually see the results where it matters - on the ground.

PRIME MINISTER

Attached are some possible speaking notes for the litter launch.
Mr. Ridley's notes are at Flag A and Professor Ashworth's at
Flag B.

If you want a final text we might have time to work on it on
Monday afternoon after the meeting with Francis Tombs. Alternatively
you may prefer just to use a few notes for an off-the-cuff speech.

How would you like to proceed?

PAS

(P. A. BEARPARK)

18 March 1988

SP2AJI

1

My views on litter are very well known.

And they are the views shared by the vast majority.

Every man, woman and child can play their part in this country's fight against litter.

How many times do you hear criticisms of councils for the litter in their streets and parks, of the bus, coach and train

operators for litter in their vehicles and stations.

It is not they who put the litter there.

It is the people who use them.

Millions of pounds each year is spent cleaning up after other people.

Millions of pounds that could be used to provide better facilities.

This morning when we were in St James's Park the keepers had collected one day's

rubbish - three cubic metres - and that is in March when there are far fewer visitors to the park.

Just imagine what it is like in the middle of summer when thousands of people visit the park daily.

And this is just one park.

Where has the pride in our surroundings disappeared to?

What must visitors to this country think?

I know what I feel when I return from visits abroad and see the scruffiness of our streets and shopping centres compared with the cleanliness other countries seem to achieve.

Litter in streets is created by people - it doesn't occur by itself.

How many times do you see people dropping cigarette packets out of their cars,

paper bags and cartons being dropped, even newspapers just strewn across our parks, streets and footpaths.

I often wonder if the people responsible for all this mess behave like this in their own home or in their place of work.

But there is an easy solution to the litter problem - don't drop it, take it home or put it in one of the thousands of litter

bins that are provided.

But the most difficult part is getting the message across so that every man, woman and child becomes litter conscious.

And this message should start at home with the parents.

Teach your children to be litter conscious but you have got to do it by example.

Take a pride in that part of the street outside your house.

Alright you did not drop the litter outside your home, but it is there, it is making your street look untidy.

How long does it take to pick up a piece of paper or a carton and put it into a bin?

If all of us actively made sure that the front of our homes were neat and tidy it would be surprising what a change there could be.

Whole neighbourhoods could get together in a drive against litter.

Above all, I believe we need more consideration and more pride.

But there is no magic wand.

That is why I am so pleased that the Secretary of State has encouraged the Tidy Britain Group to come up with some fresh ideas, to try to find the key that

connects what people want with the way they behave.

We recognise, and accept, that what the Group wants to do is innovative and experimental.

We shall do all we can to help them.

We hope and expect all sections of the Community will co-operate and work with the Group so that we can actually see the results where it matters - on the ground.

SPEECH - DIR. GEN. TBG.

CANFALAN

Naturally, I am delighted that the Prime Minister and Secretary of State have accepted the strategy suggested by the Tidy Britain Group for securing a Clean and Beautiful Britain during the 90's. (~~Hence the acronym NICE: National Initiative for a Clean Environment~~).

The biggest barriers we shall have to overcome are the twin beliefs that many people have, that it is "someone else's fault" and it's a simple problem capable of being solved by a simple solution.

On the first we have to convince people that for each of us it is "up to me". There is a staggering national hypocrisy which prompts many to say "I think the litter is a disgrace" but to see no connection between that and personal actions. I believe that often the littering is unconscious or careless, but the sight of people, sitting in a traffic jam (my most recent experience was on the M25) and using that as an opportunity to empty the car of all its rubbish is infuriating!

On the second, actually managing the volume of waste we produce is daunting. Taking into account that which is a by-product of domestic and commercial refuse, and builders waste materials, as well as the more obvious items of personal litter, the daily tonnage of litter which is picked up from British towns and countryside is measured in not tens or hundreds but in thousands.

My pleasure stems from the endorsement of factors in the initiative:-

- i) the experimental programme of projects for 1988/89 recognises that we do not yet know enough about the best measures for beating the litter problem. From these pilot projects we shall be able to determine what will be the best components for a nationwide campaign a year later and a consolidation programme in the decade to follow. And even by the end of the 1st year these should be places where we can see an improvement.
- ii) the strategy is based on the belief that action and education must go hand-in-hand. Education alone has proved ineffective. Action alone produces surges of cleanliness but with no lasting effect. So this programme embraces the idea that we must both get it clean (by a major national effort over a 2/3 year period) and then keep it clean - ~~by the use of fines and penalties where necessary~~ but mostly by our developing an educated attitude that discourages littering in the first place.
- iii) the strategy recognises that we have to establish a national consciousness about the litter problem by a high profile programme of publicity. But a clean environment will be achieved when the individual (all of us) responds to the challenge and we each are most careful about what we do with waste products. That's what we mean by a 'bottom-up' approach to the problem.

The Tidy Britain Group is greatly encouraged not only by the Government's evident support but also by the response from the corporate sector of British life. Local authorities, industry and commerce have already agreed to collaborate with us in the pilot projects and we are already discussing the details. There is encouraging sponsorship of publicity materials, the production of videos, exhibitions and competitions. Amongst the companies actively supporting us are:

Naturally we shall need all the assistance we can obtain and I hope that press and media will be ready to help us raise this issue to a point where it is a regular topic of conversation and where success is both called for then highlighted.

It is no small task to change a nation's habits and its attitudes but it can be done and will both aesthetically and economically benefit all of us.

British Aerospace
Pizza Hut
Coca Cola
Kentucky Fried Chicken
McDonalds
Glasdons
Shell
Metal Box
Unilever

Organisations providing support include:

both BBC and Independent TV and Radio
The Brewers' Society
Institute of Wastes Management
British Rail
The London Underground

DRAFT SPEECH NOTES FOR SECRETARY OF STATE

My Department has supported the Tidy Britain Group for many years. It was formerly the Keep Britain Tidy Group - but I think they must have come to the same conclusion as the Prime Minister - in order to Keep Britain Tidy you have got to get it tidy first.

2. Hitherto, the Group has concentrated mainly on educational work, working with schools to encourage children to be litter conscious. It has also, with business sponsorship, organised competitions for villages, districts, voluntary groups to encourage civic pride. But a few months ago I asked Professor Ashworth, the Director-General, to think about what more the Group could do so that, within a reasonable time, we could actually see an improvement in our daily lives. I was pushing at an open door! He himself had been thinking about giving the Group a new direction.

3. But first, I ought to clarify what is I think a widespread misunderstanding about the roles of the Tidy Britain Group and UK 2000. The Group is a body dedicated to cleaning-up Britain from litter and graffitti. UK 2000, of which Tidy Britain Group is a member, covers a wider spectrum of environmental improvement - greening the cities, conserving the industrial heritage, restoring neglected wildlife habitats. Projects undertaken by UK 2000 may well have an anti-litter component - to which Tidy Britain can and does contribute its expertise - but it is far too narrow to think of UK 2000 as being concerned only with "cleaning up". In this field, we regard the Tidy Britain Group as being the experts and we look to them to take the lead.

4. The Prime Minister has pointed out that litter is everyone's problem - for which everyone must contribute to a solution. It is like good manners. If we are all to be treated civilly, we must treat everyone civilly ourselves. What we need to do is create a

new climate in which all sectors of the community contribute, so that being a litter lout will mean being unacceptable company to one's own friends. For instance, litter attracts litter and clean places tend to remain clean. People respect what is respectable. The desire for clean and tidy public places exists. What people want to know is how the majority who want this country to be clean can ensure that their wish prevails, and what they need to do to make sure that it does. Thus I want to see pressure coming from below, from street level, from individuals - and to see that pressure converted into action. If we could do this, it would make more laws and more penalties unnecessary - do lets try! We have a lot of laws; the problem is how to enforce them. To bring in more national laws, with all the problems of enforcing them, should be a last resort. In this respect we shall watch to see how Westminster City Council's new Byelaw performs. But we want to get a responsible attitude towards disposing of litter to be a state of mind, with communities insisting on high standards of cleanliness in public places, determined that these high standards are maintained.

5. I discussed this with Professor Ashworth - and was delighted to find how close together our ideas were. With our support, the Group is embarking on some pilot schemes, in order to be ready for a Clean Nineties drive. I will leave it to Professor Ashworth to set out his programme in more detail. It is ambitious and, to be successful, it will be necessary for all sections of the community to play a positive part.

6. The initial stage will be for the Group to set up a series of projects on a countrywide basis to establish what can be done - and how it can be done. Different approaches towards combatting litter will be tried in different types of location. Different types of places will be selected: public and private property, urban and rural areas. There will be "before" and "after" studies to assess the most effective approaches. In short, this will be a period of experiment during which the Group will test its ideas.

7. We shall review the pilot schemes after a year to assess results. Successful methods will then be developed by the Group for its subsequent national campaign.

8. My Department will, apart from its normal grant towards the Group's ongoing activities, contribute towards the cost of the projects, particularly to finance the managerial and co-ordinating role of the Group in the projects. But - and this is part of the experiment - the projects will call for practical and financial support from industry, commerce, local authorities and voluntary organisations. Tidy Britain Group has long attracted such support - more will be needed now. I am delighted that representatives of some of the commercial and industrial sponsors who have worked with the Group in the past, are here today. This emphasises their commitment - and I hope that many more business interests - both national and local - will come forward to demonstrate their recognition of their social and environmental obligations, as many have already.

9. The Tidy Britain Group is active throughout the whole of Britain and has long been supported by my colleagues the Secretaries of State for Scotland and Wales [who are/whose representatives are present at this launch today]. I know that other colleagues will do all they can to co-operate with the Tidy Britain Group not only in respect of projects but also in assisting the Group in the development of its on-going educational and promotional activities.

10. This new initiative is the first step on the long road to clean up Britain. It will not be easy to change the habits of the untidy element in our nation. The task is not one which can be achieved quickly or easily but the Tidy Britain Group has my support and encouragement in attempting this task. I wish the Group every success.

Y SWYDDFA GYMREIG

GWYDYR HOUSE

WHITEHALL LONDON SW1A 2ER

Tel. 01-270 0399 (Switslwrdd)
01-270 (Llinell Union)

Oddi wrth Ysgrifennydd Gwladol Cymru



WELSH OFFICE

GWYDYR HOUSE

WHITEHALL LONDON SW1A 2ER

Tel. 01-270 0399 (Switchboard)
01-270 (Direct Line)

From The Secretary of State for Wales

The Rt Hon Peter Walker MBE MP

16 March 1988

CT/4158/88

CONFIDENTIAL

I have been following with interest the correspondence which has resulted from your minute of 17 February to the Prime Minister in which you proposed a new UK litter initiative focusing on the Tidy Britain Group. I have noted also Norman Fowler's proposed scheme to engage the long-term unemployed in clearing up litter.

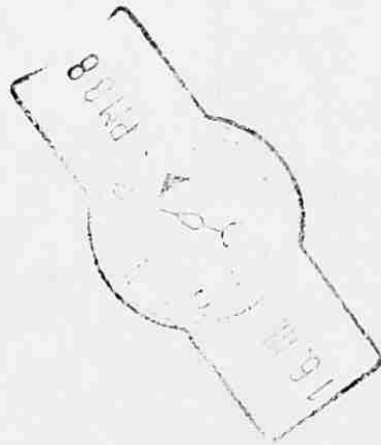
I very much support the need for a new litter initiative especially one which will embrace the community at large and business interests in particular. However, there are some specific points which it may have been helpful to have had discussed among officials at an earlier stage, in particular, any implications for Wales of the withdrawal of funding from the litter element of UK 2000, and the identity of any Welsh projects included in Profesor Ashworth's list. No doubt it will be possible to clear these between our officials.

I would very much like to be associated with the launch on 22 March at Admiralty House, and my officials will be contacting yours about the arrangements.

/ I am copying this letter to the Prime Minister, David Young, Norman Fowler, Kenneth Baker, Paul Channon, Douglas Hurd, Malcolm Rifkind, John Major, Kenneth Clarke and Sir Robin Butler.

Rt Hon Nicholas Ridley MP
Secretary of State for the Environment

Enw. Affairs - letter Dec 85





cc. Terry Johns
Details
of part to be done

cc BG

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

P A Bearpark Esq
Private Secretary to
The Prime Minister
10 Downing Street
LONDON
SW1A 2AA

Prime Minister

16 March 1988

We will prepare a draft speech for the
weekend box. Contact with this general programme?

Dear Andy
at flat

Yours
MS

In your letter of 1 March informing us that the Prime Minister had agreed to attend the launch of the new litter initiative on 22 March 1988 at 10.00am, you asked us to prepare a programme of events. The following proposals have been cleared with my Secretary of State.

In view of the need for adequate security, proximity to Downing Street/Marsham Street and easy access for the press, we would suggest that the press conference for the launch be held at Admiralty House, Whitehall. A provisional booking has been made.

We would suggest the following order of events:

(a) Photocall at 10.00am. We suggest this could be in St James's Park and our aim would be to illustrate just how much litter is left in this attractive area in just one day. The Park is normally cleaned at least once, sometimes twice a day. We have in mind that it should not be cleaned on Monday, but that the accumulated litter should be gathered in one place to emphasise the scale of the problem. We would suggest the Prime Minister is accompanied by the Secretary of State for the Environment and other DOE Ministers (Lord Caithness and Mr Moynihan) and the Director General of the Tidy Britain Group, Professor Graham Ashworth. It would be appropriate to invite Mr Peter Brooke MP (as MP for the area) and Lady Porter, Leader of Westminster City Council to the launch and the photocall in St James's Park.

(b) Territorial Ministers, or their representatives, Tidy Britain Group members, journalists etc to gather at Admiralty House.

(c) 10.20am-10.30am approx. Prime Minister's party to make their way to Admiralty House. Once there, an opening speech will be made by the Prime Minister, followed by one by my Secretary of State. A speech by



RECYCLED PAPER

the Director General of the Tidy Britain Group,
Professor Graham Ashworth would conclude this stage.

(d) At approx 10.45am-11.00am there would be a Question
and Answer Session with the Prime Minister, Mr Ridley
and Professor Ashworth.

In addition to the usual invitations to the press and media, we
propose to include members of the specialist press with whom the
Group has close contacts. The Director General has also suggested
that invitations to the launch be extended to commercial sponsors
such as British Rail and the fast food caterers, MacDonaldis and
Kentucky Fried Chicken, with whom the Group has had particularly
close links.

These guests would not, of course, be involved in the formal
speech making but their co-operation could be mentioned in the
speeches as providing the kind of successful partnership which
the Tidy Britain Group will be seeking to develop with the pilot
projects. My Secretary of State is content for as many
representatives of industry as possible to be invited. We would
also recommend that invitations be extended to the Group's
President, Lord Ezra, and its Chairman, Lord Parry, together with
senior officials and members of the Group.

The Tidy Britain Group is preparing a new leaflet on its
activities which will be available for distribution at the
launch. The Group will also provide display material suitable for
a backcloth for the occasion.

I shall be grateful to hear from you if the Prime Minister agrees
to these proposals or if any changes are suggested.

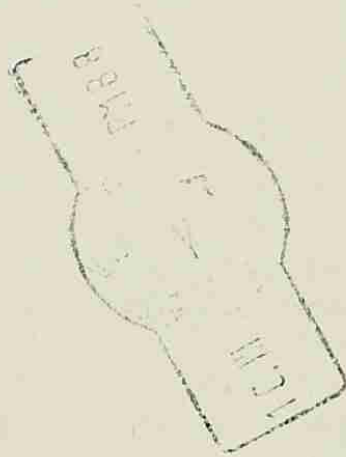
I am copying this letter to Alison Brimelow (Department of Trade
and Industry), Nicholas Wilson (Department of Employment), Chris
de Grouchy (Department of Education and Science), Roy Griffins
(Department of Transport), Philip Mawer (Home Office), David
Crawley (Scottish Office), Jon Shortridge (Welsh Office), Peter
Smith (Chancellor of the Duchy of Lancaster's Office), Jill
Rutter (HM Treasury) and to Trevor Woolley (Cabinet Office).

Yours sincerely
Michelle

pp. DEBORAH LAMB
Private Secretary

ENU AFFAIRS:

Letter Dec '85



CONFIDENTIAL

FROM: CHIEF SECRETARY
DATE: 11 March 1988

PRIME MINISTER

*Prime Minister 2***LITTER**

I have seen a copy of Nicholas Ridley's minute to you of 4 March in which he responds to points I made in my minute to you of 29 February about litter proposals by him and Norman Fowler. *Heap*

2 In the light of his minute and a meeting between officials from DOE, Department of Employment and Treasury, the reservations that led me to suggest that we defer a decision on Nicholas' proposals until after Norman's have been developed and costed have been removed. I am therefore content with Nicholas' proposals although I still expect the costs to be met from within existing provisions.

3 Turning to Norman's proposals, I do hope that we can find a way of involving long-term unemployed people in clearing up litter. It seems to me that this could be done on a part-time basis under the project based elements of the new programme for the long-term unemployed which Norman announced last month. This would imply that participants would be paid benefit plus a premium rather than a standard wage. It would also imply that there should be scope for offering them some training while they participated - possibly by, if nothing else, training courses through the Open College as proposed by Norman in his minute of 23 February on the Open College.

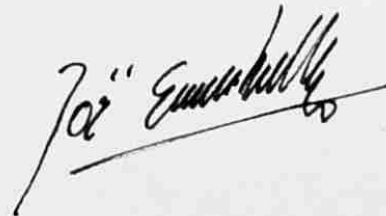
4 This alternative approach would have a number of advantages. We would avoid the drawback of reverting to features of the old Community Programme from which we have been seeking to escape: payment of a wage and absence of training. It would avoid consigning the long-term unemployed

CONFIDENTIAL

to work without training, which is important given the emphasis laid in Norman's recent White Paper on offering training to these people. Furthermore we would avoid the risk involved in paying a standard wage of giving some people a greater financial incentive to join the company than to enter the new training programme.

5 The new training programme already provides through its project-based places for those long-term unemployed people whom employers are not immediately willing to take on. It may require some work to integrate litter clearing into a sensible training programme, but this seems to me preferable to accepting the disadvantages involved in setting up a new company on the basis proposed. Bringing this work under the new training programme, which already has funding for project work for long term unemployed, also avoids the problem Norman would otherwise face of having to find the considerable extra sums that would apparently be necessary to fund a new company in the way he proposes.

6 I am sending a copy of this minute to Douglas Hurd, Peter Walker, Nicholas Ridley, David Young, Kenneth Baker, Norman Fowler, Kenneth Clarke, Malcolm Rifkind, Paul Channon and Sir Robin Butler.



PP JOHN MAJOR

(Approved by the Chief Secretary
and signed in his absence)

ENV. AFFAIRS

Letter Dec 85



CONFIDENTIAL

nbpin *ce ASG*



SCOTTISH OFFICE
WHITEHALL, LONDON SW1A 2AU

The Rt Hon Nicholas Ridley MP
Secretary of State for the Environment
2 Marsham Street
London
SW1P 3EB

10 March 1988

Dear Nicholas,

LITTER

Thank you for sending me a copy of your ^{*at 10:15*} minute of 17 February to the Prime Minister about your proposals for a new anti-litter initiative. I have also seen John Major's minute of 29 February, and Norman Fowler's of 25 February outlining a new scheme to engage the long-term unemployed in clearing up litter.

I can support your proposals and Norman's in principle. There are however a number of significant Scottish implications and it would have been helpful if there had been earlier consultation on your proposals. I have a particular interest in the role of the Scottish arm of the Tidy Britain Group. I note that one of the ideas from the Group for a pilot project is the Glasgow Garden Festival, but at present I am unclear what is involved and how this will relate to our existing litter and evaluation plans for the Festival. I cannot therefore accept a commitment to participation in a pilot project before more details are available. I also have an interest in the withdrawal of the litter element from UK 2000. Indeed, I am concerned that the revised remit of UK 2000 will have a particular impact in Scotland.

I should be grateful if you would ensure that my officials are kept fully and promptly informed of further developments of your initiative. Similarly, I should like to be involved in the development of Norman's proposals and I am copying this letter to him accordingly.

I am also copying this to the Prime Minister, David Young, Kenneth Baker, Paul Channon, Douglas Hurd, Peter Walker, Kenneth Clarke, John Major and to Sir Robin Butler.

MALCOLM RIFKIND

CONFIDENTIAL

RLI00855.038

ENVIRONMENTAL AFFAIRS: Little
Dec 85





Prime Minister² ✓

Prime Minister

LITTER

You have already made your views clear: I do not think you need involve yourself in this squabble.

at top
I am surprised that John Major says in his memorandum of 29 February that my proposals had not been discussed with his officials. There has in fact been correspondence between our two Departments since mid-December resting at present with a DOE letter of 18 February.

PD 4/3

John is quite right to stress that the Tidy Britain Group must make it a priority to secure maximum private sector funds - it is a key part of my approach. As for costs in later years, I have already said that the objective is that the initiative should become self-generating. The direct financial support which I am providing for the first, and possibly second, year is to enable Tidy Britain Group to demonstrate what can be done and how to do it. The additional amount involved for the first year is £500,000 which I have found from my existing resources; the requirement for year 2 will depend upon achievement in year 1, and I recognise that provision for this will need to be discussed in this year's PES round. Thereafter, as I have already made clear, financial support will decline.

This is a new, experimental initiative. If it is to show results in the timescale I want, we must move quickly. The Tidy Britain Group needs to recruit some staff and start on the projects. It would be a pity if, in a year's time, we find the projects half-completed and inconclusive. I would add that the Group's Director-General is confident that he will be able to demonstrate that the projects will meet the requirements of the new training initiative.

Norman Fowler's suggestion for a company to provide short-term jobs for unemployed people is interesting and imaginative. It could fit in well with my initiative, although I would not wish



the Tidy Britain Group to take responsibility for the new company, simply because its capacity will be fully occupied with project work on the ground. I am asking my officials to contact their opposite numbers in Employment and Treasury to discuss how the two proposals might be made to complement each other and to avoid any duplication or overlap.

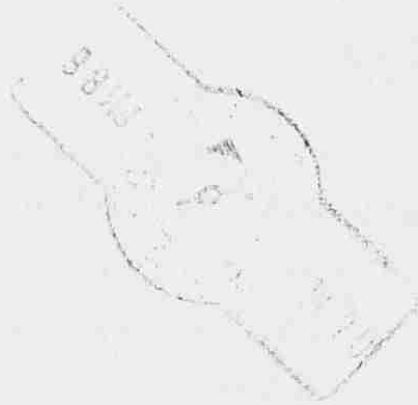
I am sending a copy of this minute to Douglas Hurd, Peter Walker, Norman Fowler, David Young, Kenneth Baker, Kenneth Clarke, Malcolm Rifkind, Paul Channon, John Major and Sir Robin Butler.

A handwritten signature, likely of the Secretary of State, consisting of a stylized 'R' and 'N'.

N R

4 March 1988

ENVIRONMENTAL AFFAIRS 1 Letter, Dec 1985





10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

4 March 1988

Dear Jill

The Prime Minister has seen and noted, without comment, the Chief Secretary's minute of 29 February about litter.

I am copying this letter to Alan Ring (Department of the Environment), Jeremy Godfrey (Department of Trade and Industry), Nicholas Wilson (Department of Employment), Chris de Grouchy (Department of Education and Science), Roy Griffins (Department of Transport), Philip Mawer (Home Office), David Crawley (Scottish Office), Jon Shortridge (Welsh Office), Peter Smith (Chancellor of the Duchy of Lancaster's office) and Trevor Woolley (Cabinet Office).

Z

Andy

(P. A. BEARPARK)

Ms Jill Rutter,
Chief Secretary's Office.

JW



JTA

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

1 March 1988

Dear Deborah

The Prime Minister has seen your Secretary of State's minute of 17 February about litter, and has confirmed that she would like to be involved with the launch of his new initiative. As I explained on the telephone we have earmarked the time of 10 o'clock on 22 March and I look forward to receiving your proposals for the format of the event.

I am copying this letter to Alison Brimelow (Department of Trade and Industry), Nicholas Wilson (Department of Employment), Chris de Grouchy (Department of Education and Science), Roy Griffins (Department of Transport), Philip Mawer (Home Office), David Crawley (Scottish Office), Jon Shortridge (Welsh Office), Peter Smith (Chancellor of the Duchy of Lancaster's Office), Jill Rutter (HM Treasury) and to Trevor Woolley (Cabinet Office).

Tom
Andy

(P. A. BEARPARK)

Miss Deborah Lamb,
Department of the Environment.

BR

CONFIDENTIAL

CC96



FROM: CHIEF SECRETARY

DATE: 29 February 1988

2
PRIME MINISTER

AD 2/3
LITTER

I have seen a copy of Nicholas Ridley's minute to you of 17 February and Norman Fowler's response of 25 February in which he also makes a proposal for tackling the litter problem. Neither of these proposals have previously been discussed with my officials.

2 Taking Nicholas' proposal first, I agree entirely that a new more sharply focussed initiative on the litter problem is advantageous and welcome the increased emphasis that would be placed on financial inputs from business sponsorship, volunteers and the MSC. It would be very important to secure the maximum private sector support as quickly as possible so that central government funding can be reduced in the 1990s once the initiative is firmly established. I would expect the Tidy Britain Group to make this a high priority.

3 I note that under his proposal Nicholas would be able to meet the additional support costs of Tidy Britain Group in 1988-89 from within his department's existing resources. I understand that this is being made possible in part by redirecting funds from UK2000, which will relinquish its present role in relation to the litter problem. But I am concerned that Nicholas gives no indication of costs in later years. These will need to be examined with the intention of ensuring that the additional support costs of Tidy Britain Group in 1990-91, and subsequently, are met from within existing resources, including funds released from UK2000. I also assume that any funds beyond those released from UK2000 in 1989-90 will be similarly met from within existing DOE PES provisions by a reordering of priorities.

CONFIDENTIAL

4 In his minute, Nicholas makes no mention of the impact on the Tidy Britain Group of the replacement in September of the MSC Community Programme by the new adult training programme. Under the new programme TBG will have to demonstrate that its projects provide practical training if it is to continue to attract MSC support. It is not clear that TBG can meet this changed requirement and my agreement to the initiative must therefore also be conditional on the proposals having already fully taken into account the financial implications of this change.

5 Turning to Norman's proposal, this would look to be a useful idea but, as he acknowledges, it requires considerable further work. This work would not only need to include identifying costs and how they will be met - again, I assume from within existing provisions - but how the proposal would fit in with that proposed by Nicholas. Unless the latter is properly considered we run the risk of further diffusing the impact of our efforts just when there is the opportunity of introducing sharper focus by the removal of UK2000 from involvement with litter.

Therefore, I would like to suggest that we defer a decision on these proposals until after officials from DOE and the Department of Employment, together with my officials, have together worked up properly costed and co-ordinated proposals for our consideration. I am sure that this can be done reasonably quickly.

I am copying this minute to Nicholas Ridley, David Young, Norman Fowler, Kenneth Baker, Paul Channon, Douglas Hurd, Malcolm Rifkind, Peter Walker, Kenneth Clarke and Sir Robin Butler.



JOHN MAJOR

ENV. AFFAIRES: Litter Dec 85



CONFIDENTIAL



10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

29 February 1988

The Prime Minister has seen your Secretary of State's minute of 25 February about the use of unemployed people in clearing up litter. She has welcomed this proposal and would like your Secretary of State to pursue it.

I am copying this letter to Colin Miller (Home Office), Jill Clements (Welsh Office), Deborah Lamb (Department of the Environment), Stephen Ratcliffe (Department of Trade and Industry), Chris de Grouchy (Department of Education and Science), Alistair Morgan (Chancellor of the Duchy of Lancaster's Office), Andy Rinning (Scottish Office), Neil Hoyle (Department of Transport), Max Felstead (Chief Secretary's Office) and Trevor Woolley (Cabinet Office).

P A BEARPARK

Peter Baldwinson, Esq.
Department of Employment

CONFIDENTIAL

file DT
bc: BG

VCEB



Prime Minister

PRIME MINISTER

LITTERContact for Mr Fowler
to pursue this?Yes - very
pleased notPMB
26/2

Nicholas Ridley sent me a copy of his minute of 17 February to you on this subject. I am sure that it is right that the litter problem should be one of our major objectives and that it needs to be tackled in a variety of ways, including stiffer penalties where necessary.

I agree that UK 2000 has been a disappointment and that it is right to switch the main emphasis elsewhere. However, I think we need to go further than this and find a way of directly involving unemployed people in clearing up litter. This would complement the proposals in Nicholas Ridley's minute.

The model I have in mind is Community Industry. This is a company which is a registered charity but financed largely by my Department. It has a contract with my Department to provide employment for up to 12 months for about 10,000 disadvantaged young people each year. The employees are paid wages which are related to age and not the rate for the job.

I envisage setting up a similar company, perhaps to operate under the aegis of the Tidy Britain Group or a similar organisation, which could be contracted to my Department to provide short term jobs for unemployed people. The employees would be paid a standard wage, would be of all ages and would be drawn from the long term unemployed. The prime candidates would be those who cannot find places in the training programme because employers are unwilling to take them on or who cannot find a job when they have finished their training course.

CONFIDENTIAL

CONFIDENTIAL



The company's employees would be engaged directly in litter clearance, for example, on streets and motorways. I would not want to exclude the possibility of the company entering into commercial contracts with local authorities and private organisations. However, I see dangers in using the company to clear up motorway service stations or sports grounds where the responsibility rests firmly with the operators or owners.

There is a lot of work to be done on this proposal but, if you agree, I would like to draw up plans on the lines I have described.

I am sending a copy of this minute to Douglas Hurd, Peter Walker, Nicholas Ridley, David Young, Kenneth Baker, Kenneth Clarke, Malcolm Rifkind, Paul Channon, John Major and Sir Robin Butler.

A handwritten signature in blue ink, appearing to be "N.F.", written in a cursive style.

N.F.

25 February 1988

CONFIDENTIAL

N.A.

Prime Minister

PRIME MINISTER

The launch would be around 22 March. Inner Cities is 7 March and DTF 18 April.

The attached minute from Nick Ridley asks if you would like to attend his press

ASB
22/2

conference to launch a new litter initiative.

This is obviously important, but it comes quite soon after the inner cities launch. You have also provisionally agreed to Lord Young's request to help with the launch of the completion of the internal market.

In these circumstances it might be better to offer a message for the litter launch, but to leave the press conference to Mr Ridley.

When is it?

Content?

Yes

Yes

MT

P.A. Bearpark

19 February 1988

Should take to go out

10.00
22/2



Prime Minister'

CCBG

PRIME MINISTER

LITTER

*Do you want to launch
this initiative personally. It will mean
speaking at a press conference for in-cities?*

In December, I reported that I was considering a revised approach to the litter problem, which would motivate, and enlist the support of, the community at large and business interests in particular.

*210
187
2*

The weakness of earlier initiatives has been that they have been too diffuse. Thus, while we have backed the Tidy Britain Group (formerly Keep Britain Tidy Group), the involvement of UK 2000 under Richard Branson has confused the public in general and potential supporters and contributors in particular. As indicated in my earlier report, I intend to focus our efforts via Tidy Britain Group (TBG).

Professor Graham Ashworth, Director-General of TBG, has at my request prepared a list (attached) of 16 projects which are intended as pilots to be carried out in 1988/89. These are intended to test different approaches in a variety of locations, with "before" and "after" studies to determine effectiveness. Each project will be managed by TBG but the bulk of the input, in terms of finance, materials and labour, is intended to be provided by business sponsorship, volunteers and MSC. The direct Government contribution to the projects will be:

(a) finance for the TBG managerial input - about £530,000 (against a total cost of about £2.5m) which I can provide from existing resources.

(b) a high Ministerial profile to encourage support and contributions.

I intend to review progress at the end of this year. Successful projects will be used as models for an expanded series in 1989/90 and I will be discussing this with John Major in due course in the PESC round. The review will then determine a longer-term strategy



for the nineties. The objective then is that the clean-up process should become self-generating, as the public is encouraged to bring pressure to bear both on those who create litter and on those whose task it is to clean it up. Direct Government support in the 1990s would be scaled down to providing a small annual grant towards TBG general operational costs (as hitherto) with however continued high-profile Ministerial support.

While the pilot projects, demonstrating what can be done, are important in themselves, it is equally important that they take place in the right context. The scene was set by your New Year message which I propose to follow up with a press conference to launch the new initiative. If you felt able to attend and speak in person, it would clearly have the strongest impact. The launch will be followed up with a series of luncheons to which I and my Departmental colleagues will invite Chairmen and Directors from both public and private corporations to enlist their backing - in providing support in cash or kind for the TBG projects while also acting themselves within their own areas of operation. Among those I have in mind to approach are British Rail, Motorway Service Area operators and the major grocery and fast-food chains.

Although the focus of the new initiative will be on the Tidy Britain Group under my sponsorship, it should be seen as a Government initiative involving all appropriate Whitehall Departments. Thus I hope that colleagues will do all they can to co-operate with TBG not only in respect of the projects but also in assisting the Group in its on-going educational and promotional activities.

I am sending a copy of this memorandum to David Young, Norman Fowler, Kenneth Baker, Paul Channon, Douglas Hurd, Malcolm Rifkind, Peter Walker, Kenneth Clarke, John Major and Sir Robin Butler.

N R

17 February 1988

Summary of Pilot Projects and Preparation Programme

1. TRANSPORT

- A. 2 Motorway Service Areas. Knutsford + another.
- B. 2 Trunk Roads. Riparian problem.
- C.1 Railway Terminus - and main route therefrom for 50 miles.

2. COMMERCIAL AREAS

- A. 4 High Streets in the Provinces. Birkenhead, Bristol, Brighton, Doncaster.
- B. 1 'Capital' High Street.
- C. 1 Industrial Estate. North East.

3. LOCAL GOVERNMENT

- A. 1 'Peripheral' City. Leeds
- B. 1 Litter Act Enforcement
- C. 2 'County' Litter Plan Programmes. Lancashire, inc. local parish council CEP. ('Berkshire' tri-county project)
- D. 1 Review of CEP (inc. local/parish council).

4. TOURISM

- A. 1 Capital 'Spot'. Trafalgar Square or Tower.
- B. 2 Coastline - including several 'Beach' authorities.
- C. 2 Tourist 'places'. Stonehenge Bath or Warwick

5. SPECIAL EVENTS

- A. 1 Sporting Occasion. Wimbledon or a Test Match.
- B. 1 'Entertainment' Occasion. Pop Festival or show!
- C. 1 'Festival' Glasgow Garden Festival.



10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

15 December 1987

Thank you for your letter of
11 December. The Prime Minister has
noted the current position.

I am copying this letter to Nick
Sanderson (Home Office) and Peter
Baldwinson (Department of Employment).

P. A. BEARPARK

Miss Deborah Lamb,
Department of the Environment



CAB1 CAB4
2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

Prime Minister²

P A Bearpark Esq
Private Secretary to
The Prime Minister
10 Downing Street
LONDON
SW1A 2AA

11 December 1987

Dear Andy,

LITTER

As requested in your letter of 18 November, I enclose a summary report on progress in dealing with litter. Paragraphs 9-11 are based on contributions from the Department of Employment. Your letter was timely in that it coincided with a meeting between the Secretary of State and the Director-General of the Keep Britain Tidy Group. The report sets out the current state of play.

Copies of this letter and report go to Nick Sanderson and Peter Baldwinson.

Yours,

Deborah

DEBORAH LAMB
Private Secretary

DEPARTMENT OF THE ENVIRONMENT

REPORT ON LITTER

Action to date

1. Against a background of existing legislation (summary at Annex A), action against litter has been focussed through one main Agency, the Keep Britain Tidy Group (KBTG) - a long established charitable agency supported by DOE. KBTG activity falls into two main heads:

(a) Educational and promotional - to secure long-term changes

(b) Action oriented - to secure immediate improvements.

A background note on this Agency is at Annex B.

2. KBTG is represented on UK 2000 (see Annex C) a partnership between DOE/MSD/Private and Voluntary bodies which is concerned with improving the urban and rural environment. Litter abatement is one of the activities targetted and KBTG is particularly involved in this area. The Secretary of State is however doubtful about the effectiveness of UK 2000 and is considering whether it should continue.

Proposals for future

3. DOE Ministers are far from satisfied with progress made to date. The many individual clean-up projects undertaken rarely have more than a short term effect, the benefits of which are lost when the initial impetus is removed. They have concluded that a clear, firm litter strategy is needed which will:-

- (a) produce demonstrable improvements in the short-term;
- (b) be cumulative in effect;
- (c) ensure that improvements are maintained.

4. The strategy is based on four main features:-

- (a) it must get the private citizen and business determined to have their area cleaned and kept clean;
- (b) it must encourage and facilitate public pressure on litter authorities to fulfill their functions (perhaps going as far as giving people the right to demand action from local and other authorities);
- (c) it should distinguish between "private" land and areas (where the citizen can take action) and "public" areas (stations, shopping centres, railway and roadside verges where public authorities need to take action);
- (d) it should encourage voluntary effort and private sector funding.

5. The Secretary of State invited the new Director-General of KBTG, Professor Graham Ashworth, to discuss the matter on 18 November. Professor Ashworth has outlined an initial 3 year programme, although he believes that permanent, widespread changes in behavioural patterns (the ultimate goal) will take many years. He proposes:-

- (a) In 1988/89, a series of between 10-20 pilot projects to demonstrate what can be done in each different type of locality. These will be "Litter Abatement Areas", and will include the clean-up of a major London railway

station, a trunk road, a street, a village, a motorway service area. The projects would be monitored, with before and after studies, and lessons learned.

(b) 1989/90 would build on successful examples from year one to spread activities much more widely, exploiting the lessons and the routes with widespread publicity.

(c) 1990/91 would be "national clean-up" year - in which the lessons learned would be consolidated into a long-term strategy with a systematic programme entailing full support from locally established voluntary pressure and action groups.

Publicity would give the programme a national focus and KBTG will continue to place emphasis on education and indoctrination as a background to the pilot projects.

6. From Government, KBTG wants:

(a) a clear, positive statement of Government backing for KBTG as the Government's chosen vehicle for tackling the problem; we are concerned about UK 2000 in any event, it is not proving very effective

(b) Ministerial involvement, by way of hosting meetings with key people in private sector companies and nationalised industries at which KBTG would enlist corporate support.

(c) such extra cash as the programme requires.

7. The Secretary of State has asked Professor Ashworth to prepare a costed package of pilot projects as soon as possible. This is expected in the next few weeks and will be considered by

DOE Ministers who will then decide the content and shape of the programme to be adopted. We shall then involve other colleagues who have an interest.

Other points that have been considered

8. Use of the unemployed. The main aim of the MSC's Community Programme (currently covering about 225,000 people) is to improve the job prospects of the long-term unemployed by providing them with temporary employment on projects of practical benefit to the community. Much is done through the Community Programme, both directly and indirectly, to tackle the problem of litter and other environmental eyesores. However, the routine clearance of litter from streets does not take place under the Programme because this would not meet its primary objective of providing work experience which enhances the job prospects of participants. Moreover regular clearance of litter by the unemployed would be opposed by the Trade Unions on the grounds that it would jeopardise permanent jobs.

9. The Secretary of State for Employment believes that even so, projects are mounted which benefit the individual and tackle litter at the same time. Indeed, the Keep Britain Tidy Group is a national Community Programme agent with some 1,700 places. The projects they run aim to raise awareness of the problem and to change attitudes. Their Community Education Projects work mainly in schools to raise the awareness of children and promote positive attitudes towards litter prevention and environmental conservation. Community Environmental Projects do similar work in the wider community by involving local people in improving recognised problem areas such as shopping precincts. Some of the Group's projects also involves the clearance of litter and dumping black spots which are then landscaped to deter future tipping.

10. In addition, there are the Programme's general environmental and landscaping projects which take up some 63,000 places. The environmental flagship is UK 2000, which has been designated as a Community Programme National Initiative. It is a partnership between the Department of the Environment, MSC and the private and voluntary sectors, and aims to improve the environment, mainly using Community Programme resources. A main theme of UK 2000 is tackling the problems of litter and KBTG is one of the initiative's founder members.

11. The Secretary of State for Employment believes that The Community Programme thus is using a large number of unemployed people in the general area of this problem and gives it a degree of priority. Much of this work will be able to continue under the new adult training programme, which the Secretary of State for Employment recently announced is to absorb the Community Programme and other training programmes from September 1988. It is very doubtful, however, that we can support simple litter clearing projects unless this is part of some wider activity which offers the quality training opportunities we need. The Secretary of State for the Environment believes that this issue should be re-examined.

12. Use of traffic wardens. The difficulty of using this service for litter enforcement is that it is hard pressed nationally to cope with its existing functions in support of police efforts to enforce road traffic law. Recruitment difficulties, and pressure for better enforcement of parking regulations, exacerbate the problem. It is probable that any extension of the use of "litter" wardens would have to be on the Westminster model (see following paragraph) employed directly by local authorities.

13. Legislative considerations. The major problem with legislation is enforcement. Chief Officers of Police who are operationally independent, are unlikely to accept that enforcing

the law on litter should be given higher priority. The Private Bill promoted by Westminster City Council (summary in Annex A) may provide a way forward. It proposes that litter wardens employed by the Council should be empowered to offer a fixed penalty, as an alternative to prosecution, to anyone found dropping litter.

14. The Bill is seen as an experiment which will need to be properly tested and evaluated and should not be replicated until it has been but if it is successful it should be capable of wider application.

December 1987

Summary of existing legislation

Litter Act 1983

(i) Offence to drop or leave litter in an open space to which public have access.

(ii) Litter authorities (ie local authorities) as well as the police have power to institute proceedings.

(iii) Maximum fine under the Act is £400.

(iv) Enforcement is difficult. Low priority for police. Local authority officials handicapped by inability to demand names and addresses. There were 1500 prosecutions in 1985 with average fine of £32.

Control of Pollution Act 1974

(i) Section 16 provides a power for authorities to remove waste from unlicensed land (fly-tipping).

(ii) Section 22 places a duty on local authorities to undertake cleaning of highways (except motorways) where this is necessary in the interests of public health or amenity. The priority which authorities give to this is a matter for local determination.

Refuse Disposal (Amenity) Act 1978

This requires local authorities to provide Civic Amenity Sites (dumps) for domestic waste, places a duty on authorities to remove and dispose of abandoned vehicles and provides a power to remove other abandoned items.

The Westminster Bill

This Private Bill is not being opposed by Government. Its main features are:-

(i) To empower the Authority's Inspectors to issue fixed penalty tickets of £10 to suspected offenders under the 1983 Litter Act, as an alternative to prosecution under that Act.

(ii) The choice of paying the fixed penalty or going to Court lies with the offender.

After consultation with Home Office, Westminster Council agreed to withdraw provisions which would have:-

(iii) enabled the Council to retain the proceeds of the fines (instead, they will accrue to the Consolidated Fund as with all criminal fines)

(iv) required the police to issue fixed penalty tickets. They will now be issued by Inspectors employed by the Authority (who do not have power to demand names and addresses).

Keep Britain Tidy Group

1. KBTG is an independent charity established in 1954 largely as an initiative from National Federation of Womens Institutes. Membership is open to individuals and organisations. The current Executive Committee consists of 31 members (representing voluntary organisations, professional bodies, private companies, local authorities and central Government) under the Chairmanship of Lord Parry.

2. The purpose of the Group is to protect and enhance the amenities of town and country in the United Kingdom particularly by promoting the prevention and control of litter and by encouraging environmental improvement schemes.

3. The Group receives a "core" grant from DOE (currently, £570,000 pa) which provides basic staffing (about 30 staff throughout the country) and support. But in addition, the Group obtains sponsorship money from a range of sources for particular projects. Thus, a "Beautiful Britain in Bloom" competition is run annually (financed by Barratts) and Kentucky Fried Chicken finance a competition and trophy for individual environmental activities. Other competitions are financed by British Caledonian, Rust Craft, British Rail and National Bus Company.

4. The Group's main activities are:-

(a) The Educational Programme.

This covers the creation and promotion of educational packs based on a Schools Research project at Brighton Polytechnic. Some 31,000 primary training kits and

science units have been provided for schools and education authorities. Work experience posts are provided as education project officers under MSC schemes.

(b) Community Environment Programme

This programme is focussed on district and borough councils (a package for Parish Councils is in preparation). The programme trains local authority officers in techniques of litter abatement, enlisting public support, working with local industry and commerce and with voluntary organisations. Some 113 local authorities have formally adopted the programme, the impact of which is currently being surveyed. Preliminary indications are mixed; some authorities report up to 50% reductions in litter while others claim resource constraints prevent progress.

5. In recent years, the Group appeared to have lost its drive and DOE became increasingly concerned about the quality of its management which had become activity and not results oriented. Under its new Director-General, Professor Graham Ashworth (appointed at the beginning of 1987) radical changes have been introduced. Much more energy is being directed towards obtaining support and commitment from major companies and institutions and Professor Ashworth is seeking to change the balance of the Group's activities to:-

- (a) provide better information about the causes and incidence of litter;
- (b) get more action going on the ground;
- (c) to quantify progress being made.

It is early days to judge the extent to which he will be successful and while DOE is impressed with his energy and ideas, it has been made clear that the extent of continuing Government financial support will depend upon demonstrable success.

UK 2000

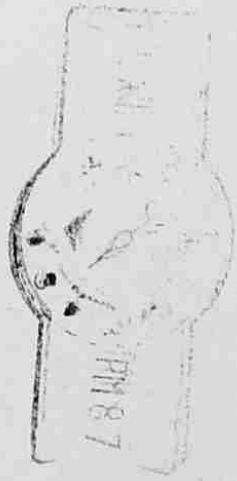
1. This initiative by the previous Secretary of State was launched in July 1986. UK 2000 is a partnership between Government, business and the voluntary sector to increase the quality and quantity of environmental improvement work involving volunteers and MSC Community Programme resources.

2. The Board is chaired by Richard Branson and includes members from business and seven national voluntary organisations -

Keep Britain Tidy Group
British Trust for Conservation Volunteers
Civic Trust
Community Service Volunteers
Groundwork Foundation
Royal Society for Nature Conservation
Friends of the Earth

3. This organisation is concerned with improving the urban and rural environment; litter abatement is one of the activities targetted. KBTG as a member is particularly involved in this aspect but the other organisations make a contribution through wider improvement projects. The future of UK 2000 is currently being reviewed for decisions in January.

ENV AFFAIRS: Luter, Dec 85



LITTER

2/12

Ala

(66)

ECW



10 DOWNING STREET
LONDON SW1A 2AA

1) 8/12
2) 15/12
3) 5/1

From the Private Secretary

18 November 1987

LITTER

The Prime Minister remains concerned about the problem of litter, and recently asked what progress was being made with suggestions such as "on the spot fines", the use of traffic wardens to levy these fines, and the use of unemployed people under MSC schemes to help clear the streets. There have I know been other suggestions as well.

It may be that in a few weeks' time she would like to have a meeting with your Secretary of State, and others most closely concerned to discuss this, but as a first step could you please let me have a brief report indicating what action is being taken on the above subjects, and indeed any other proposals for dealing with the problem which come to mind. It would be helpful if this could be cleared with the Home Office and Department of Employment.

I am copying this letter to Nick Sanderson (Home Office) and Peter Baldwinson (Department of Employment).

P.A. BEARPARK

Alan Ring, Esq.,
Department of the Environment.

Andy / Tes - ill of 1+L/L
DOE say you have their brief on this?
12/11

SRW



Andy (0/2)

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

19 August 1987

John Broome, Chairman and Chief Executive of Alton Towers, rang me today mainly, I think, to ask me to pass on to the Prime Minister his thanks for the meeting they had on 20 July. He took the opportunity also, however, of letting me know that he was still being pestered by the press about rumours that this office wanted him to take on the leadership of UK 2000 when Richard Branson went. He seemed to be under the impression, as I understand it a good many people are, that Mr. Branson had been sacked by the Government. I pointed out that, so far as I knew, Mr. Branson was staying on as head of UK 2000 for a period beyond the term of his original appointment, though I did not add that, as you pointed out to me on the telephone, his appointment is not a matter for the Government. I also said that I was sure these rumours did not come from No. 10, but that if there was anything we or you could do to help he could be assured that we would take the appropriate steps.

Mr. Broome was careful not to rule himself out of the running to succeed Mr. Branson. Nor did he take the chance to say that he was dead keen to take the job on. He made it very clear that there was in his view a professional job to be done. But whether he would be able to accept the task if it were offered to him was a separate question. It was not as if he was short of things to do at present.

I should have thought it might be sensible, in the circumstances, for your Secretary of State or one of his colleagues to get in touch with John Broome and call him in to talk all this over.

MARK ADDISON

Robin Young, Esq.,
Department of the Environment.



✓ BG
nbpm

QUEEN ANNE'S GATE LONDON SW1H 9AT

16 June 1987

Dear Nicholas:

Thank you for your letter of 18 May about Lady Porter's proposed investigation into the problems of enforcing the Litter Act.

I am grateful for your invitation to take part in these discussions, and of course my officials will be happy to help. The main thrust of any review should clearly be aimed at the steps which local authorities can take to combat litter, as you mentioned in your letter to Lady Porter. I am anxious to avoid the possibility of extra burdens falling on the police, and while I agree that policing issues cannot be entirely excluded from such a review I hope they will not loom large.

Copies of this letter go to the Prime Minister, Michael Havers, Norman Lamont and Sir Robert Armstrong.

Yours,
Douglas

The Rt Hon Nicholas Ridley, M.P.

Environmental Affairs - Litter Problem: Dec 1985



The Rt Hon Douglas Hurd CBE MP
Home Office
50 Queen Anne's Gate
LONDON
SW1H 9AT

ce:BC
2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

nbpr
18 May 1987

Dear Douglas

Thank you for your letter of *at trap* 24 April about the Westminster Bill.

I am of course keen to welcome any initiative which aims to clean up our environment and I am pleased that your reservations on the Bill have been addressed by Westminster and we were able to give the Bill a fair wind at its second reading.

/ I enclose a copy of my recent letter to Lady Porter about her suggestion that an investigation be undertaken into the problems of enforcing the Litter Act. The question of policing the community generally as well as the Litter Acts in particular will no doubt feature in discussion, and I am sure your officials will wish to take part.

/ I am copying this letter to recipients of yours.

Nicholas
NICHOLAS RIDLEY
Nicholas



Councillor Lady Porter
Westminster City Council
Victoria Street
LONDON
SW1

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

18 May 1987

Dear Shirley

The Home Secretary has written to me following his meeting with you and John Wheeler on 6 April about the City of Westminster Bill. I am pleased that the Government was able to give the Bill a fair wind at its second reading. I am of course keen to welcome positive moves to combat litter but at the same time we have to be practical in recognising the implications for the police.

The Home Secretary said that you were concerned about the problems of enforcing the Litter Act. I think we all accept that whilst it is disappointing to see the number of prosecutions going down the police must have their priorities. On the other hand local authorities, as litter authorities, have plenty of freedom to take steps to combat litter, including the appointment of litter wardens. The deployment of their resources is for them to decide.

For our part we encourage local authorities to adopt the Keep Britain Tidy Group's approach to litter abatement which places emphasis on trying to change the public attitudes which create litter.

We already have some expertise in the Department, and in the Keep Britain Tidy Group on the enforcement of the Act and my officials will be discussing this with the Group. If there are any particular points you would like to see covered we would be happy to take them on board. Indeed, if you would like your officials to join in these discussions, I'd be happy to arrange this.

NICHOLAS RIDLEY

ENV AFFAIRS : Litter Dec 85





QUEEN ANNE'S GATE LONDON SW1H 9AT

5 May 1987

nbpm

Dear John,

CITY OF WESTMINSTER BILL

Thank you for your letter of 22 April giving your consent to employ the services of Parliamentary Counsel to draft the Ways and Means Resolution which is needed to ensure that the revenue from fixed penalties for litter offences is paid into the Consolidated Fund.

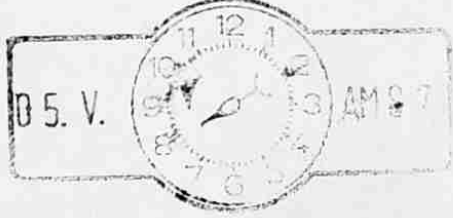
The Resolution has now been drafted and arrangements have been made for it to be tabled on 6 May so that it can be taken immediately following the Second Reading debate on 7 May. As you know, this debate has been occasioned by Tony Banks' blocking motion. Although he said initially that he simply wanted a debate as a platform for an attack on Lady Porter and Westminster City Council, I understand that he is being urged by the Labour members of the City Council to try to secure defeat of the Bill. This is because they are angered by Lady Porter's refusal to provide them with a secretariat. It is possible, therefore, that Mr Banks will try to talk the Bill out. If he prolongs the debate it could put the Ways and Means Resolution at risk, because it is not exempted business. To meet this contingency the Public Bill Office have suggested that we might consider tabling a motion to allow the debate to continue after 10 p.m. This might also have the effect of deterring Mr Banks from attempting to talk the Bill out. I think this would be a sensible precaution and, subject to your views and those of John Wakeham, I should be glad if John would make the necessary arrangements.

Copies of this letter go to the Prime Minister, John Wakeham, Nicholas Ridley, Norman Lamont and Sir Robert Armstrong.

Yours,
Douglas.

The Rt Hon John Biffen, M.P.

Environmental Affairs; Letter 12/85





QUEEN ANNE'S GATE LONDON SW1H 9AT

24 April 1987

CCBA

nbpm

Dear Nicholas,

CITY OF WESTMINSTER BILL

Thank you for your letter of 16 March. I was glad that you were able to agree the line I propose to take on this Bill. Since then, you will have seen Norman Lamont's letter of 27 March endorsing the principle that the revenue from the fixed penalties should go into the Consolidated Fund instead of to the City Council.

On 6 April, at their request, I met John Wheeler and Lady Porter to discuss our position on the Bill. After I had explained our position on the hypothecation of the fines revenue and my concern to minimise any possible burdens on the police and criminal justice system I am glad to say that she agreed to accept the amendments we had earlier proposed to the Council and on that understanding I said we would be able to give the Bill a fair wind.

During the meeting, Lady Porter wondered whether there was any possibility of the Government conducting an investigation into the problems of enforcing the Litter Act. Her concern stems from the falling rate of prosecutions as the police have had to deploy their resources on combatting the more serious crimes. I explained, of course, that it would be for you to decide whether such a study should be undertaken and that you would need to take account of the resource implications. I should be grateful if you could consider the proposition and let Lady Porter know what you decide.

Copies of this letter go to the Prime Minister, Quintin Hailsham, Norman Lamont, John Wakeham, First Parliamentary Counsel and Sir Robert Armstrong.

Yours,

John Major

The Rt Hon Nicholas Ridley, MP

Ken V. Affines



LITTEL

12/15



CCBG

PRIVY COUNCIL OFFICE
WHITEHALL, LONDON SW1A 2AT

22 April 1987

nb pm

Dear Douglas,

at flap

Thank you for your letter of 11 March concerning the proposed line to take on the City of Westminster Bill. You sought my consent to employ the services of Parliamentary Counsel to draft the Ways and Means Resolution and a permissive Instruction. In the light of correspondence between your office and the Prime Minister's office clarifying the purpose of the Resolution, I am content for drafting by Parliamentary Counsel to proceed.

John Biffen

JOHN BIFFEN

The Rt Hon Douglas Hurd CBE MP
Secretary of State for the Home Office



Copies of this letter have been circulated to:

The Prime Minister

Quintin Hailsham

Nicholas Ridley

Norman Lamont

John Wakeham

First Parliamentary Counsel

Sir Robert Armstrong

Environmental Affairs: Litter Dec '85.





file SH
cc BG

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

6 April 1987

Dear Colin

CITY OF WESTMINSTER BILL

The Prime Minister has seen the Financial Secretary's letter of 27 March to the Home Secretary explaining the reasons why Westminster may not be allowed to keep the fixed penalty reviews resulting from the above Bill. She has noted and is content with this.

I am copying this letter to Richard Stoate (Lord Chancellor's Office), Steven Wood (Lord Privy Seal's Office), Robin Young (Department of the Environment), Jeremy Haywood (Financial Secretary's Office), Murdo Maclean (Chief Whip's Office), Brian Shillito (First Parliamentary Counsel's Office), and Trevor Woolley (Cabinet Office).

*Yours ever
Andy*

P. A. BEARPARK

Colin Miller, Esq.,
Home Office

OTS



CCBG
CF
ppm p se.

Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Douglas Hurd CBE MP
Home Secretary
Home Office
Queen Anne's Gate
LONDON
SW1H 9AT

Prime Minister. ①

You asked why Westminster
could not be allowed to keep its

27 March 1987

revenue. This Treasury note sets
out the arguments. Content?

MYET 30/3

Dear Douglas

CITY OF WESTMINSTER BILL

Your letter of 11 March suggested we need a Ways and Means Resolution to be tabled prior to the Second Reading of this Bill. The Prime Minister has asked why we cannot let Westminster keep the fixed penalty revenues.

Established policy is not to allow local authorities to keep and spend income from fixed fines and revenues. There are two reasons for this. Firstly, it would add to public spending. While Westminster wish to use the money to pay litter wardens' salaries, (and that in itself adds to public spending) other local authorities would doubtless use the money for less useful purposes.

Secondly, we would be undermining the principle established by the Justices of the Peace Act 1949 that all such fines are paid into the Consolidated Fund. This helps to ensure that the courts and prosecuting authorities do not have a pecuniary interest in the cases they consider. This policy is at present successfully applied to other local authority bills - such as the York City Council Bill currently before the House. I do not see how we could ring fence any concession from past practice to Westminster alone.

These difficulties can be avoided by amending the bill to ensure that the fixed penalty revenues go into the Consolidated Fund, and I am entirely content to table the Ways and Means resolution to enable this to be done.

I am copying this letter to the Prime Minister, Quintin Hailsham, John Biffen, Nicholas Ridley, John Wakeham, First Parliamentary Council and Sir Robert Armstrong.

Yours
Norman Lamont

NORMAN LAMONT

010

cc BG nbpm



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

The Rt Hon Douglas Hurd MP
Home Office
Queen Anne's Gate
LONDON
SW1

My ref:
Your ref:

16 March 1987

Dear Home Secretary

CITY OF WESTMINSTER BILL

Thank you for sending me a copy of your letter of 11 March to John Biffen.

I entirely agree that we should not obstruct this Bill. We are pressing on with UK 2000 - the initiative launched last year involving Richard Branson in working up environmental improvement projects with MSC - including litter abatement projects, and it would look odd for the Government to appear hostile to this Bill.

On the contrary I am keen that it should have a good run. Enforcement of the Litter Act does not feature highly in police priorities. Hence enforcement statistics are gradually falling. My Department gets a lot of pressure for national legislation for on-the-spot fines but we resist this on the grounds of not wanting to impose additional burdens on the police.

Westminster's is a positive step to try to secure more enforcement and if they are successful this approach may commend itself to other authorities. It seems right that if Lady Porter accepts your suggestions the Bill should get a fair wind from the Government.

I have noted the procedural points you made in your letter.

/ I am copying this letter to recipients of yours.

Yours sincerely

Isobel R. Gilve (Private Secretary)

NICHOLAS RIDLEY

(Approved by the Secretary of State and signed in his absence.)

with DRN?



file

VC
ceBI

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

12 March 1987

Dear William

City of Westminster Bill

The Prime Minister has seen the Home Secretary's letter of 11 March to the Lord Privy Seal about the above Bill. She has noted with approval his proposal that we should not obstruct the Bill, but has asked why we cannot agree to let Westminster keep the revenue from the fixed penalty given that they do the collection of litter. Could you please let me have a short note explaining this.

FST
replied
✓
ST

I am copying this letter to Richard Stoate (Lord Chancellor's Office), Steven Wood (Lord Privy Seal's Office), Isobel Ogilvie (Department of the Environment), Jeremy Haywood (Financial Secretary's Office, HM Treasury), Murdo Maclean (Chief Whip's Office), Brian Shillito (Office of the First Parliamentary Counsel) and Trevor Woolley (Cabinet Office).

Tom
Andy

P.A. BEARPARK

William Fittall, Esq.,
Home Office.

OH

010

CPG

AB.



QUEEN ANNE'S GATE LONDON SW1H 9AT

11 March 1987

Prime Minister²

Dear John,

CITY OF WESTMINSTER BILL

I should like to ask for your views on the line I propose to take on the handling of the City of Westminster Bill, which is being blocked by Tony Banks and is awaiting a day for Second Reading.

This Bill, which is sponsored by the City Council, seeks to improve the enforcement of the Litter Act 1983 in Westminster by providing that, as an alternative to prosecution, a person guilty of the offence of leaving litter in a public place may be offered the opportunity of paying a fixed penalty notice (of £10). Although the Bill would authorise the police to issue notices, Westminster's view is that enforcement would be carried out mainly by the Council's own multi-purpose Inspectorate. Payment of the penalties would be made to the City Council, who would use the money for meeting its enforcement costs or for enhancing the environment.

I have told Lady Porter, the Leader of the City Council (who has already been to see the Prime Minister about the Bill) that I sympathise with the Council's efforts to tackle the problem.

Given that the present law has effectively fallen into disuse, and since Westminster are prepared to provide the resources for litter wardens, I do not think we should obstruct the Bill. At the same time it is important to ensure that the fixed penalty scheme does not impose any significant additional burdens on the police or the criminal justice system. I am also advised that no exception can be made to the normal policy on hypothecation of revenue and that we cannot agree to let Westminster keep the revenue from the fixed penalties.

Why? They do all the collection of litter?

Following recent discussions with the Council at official level, I am hopeful that Lady Porter will agree to amend the Bill so as to minimise its impact on the police and courts and to provide for the revenue to go into the Consolidated Fund.

The House authorities have advised us, however, that for it to be in order for the Unopposed Bill Committee to accept the "Consolidated Fund" amendment, it will be necessary for a Ways and Means Resolution to be tabled prior to Second Reading, together with a permissive Instruction. I should be glad if Norman Lamont would agree to table the Resolution and if you would consent to my employing the services of Parliamentary Counsel to draft

The Rt Hon John Biffen, M.P.

/over....

the Resolution and the Instruction. If the Council are willing to move the amendment in Committee I will ask John Wheeler (who is to propose the Bill) to table the Instruction.

I should be grateful to receive replies to this letter by 16 March.

Copies of this letter go to the Prime Minister, Quintin Hailsham, Nicholas Ridley, Norman Lamont, John Wakeham, First Parliamentary Counsel and Sir Robert Armstrong.

Yours,

Doug



B M 2 B B 0

~~EE~~

SUBJECT CC MASTER



10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

19 December 1986

Dear William

The Prime Minister met Lady Porter this morning to discuss the latter's recent letter.

Lady Porter explained that, in her view, the problem of litter in Westminster was now unacceptable; "everyone" was fed up, and something had to be done. She felt that the existing legislation was ineffective in that it was too expensive and time-consuming to obtain prosecutions. Her wish was to de-criminalise the offence by the introduction of some form of fixed penalty, and this was the purpose of the Bill which Westminster City Council had introduced. Some people had criticised the Government for this litter initiative where they claimed the money was being thrown at the problem to no real effect. Lady Porter said that her initiative would cost nothing, and there would in fact be a surplus to apply to environmental problems. Lady Porter said that she knew she would be able to get some support in the Lords but understood that the Bill would go to the Commons first. She had hoped that it might be taken up by John Wheeler, M.P., but was not sure of this. She therefore hoped to enlist the support of the Prime Minister.

The Prime Minister said that the problem seemed to be that the existing law was not being enforced. She then described the doubts in your brief, and in particular the feeling that such a scheme would be a burden on the police. There seemed to be a major difference between issuing tickets to motorists, who had cars with registration numbers that could be traced, and dealing with individuals who might give false names and addresses, or even refuse to co-operate at all.

Lady Porter claimed that the police involvement would not be that great as Westminster had a Force of specially trained "multi-purpose" Inspectors who would issue the tickets. These Inspectors were well used to working with the police, and she saw this as a simple extension of their role. She was also of the view that individuals would co-operate. She had discussed the scheme with the police and said that she had a letter of support from Deputy Assistant Commissioner Innes (?). She agreed to send the Prime Minister a copy of this.

C

The Prime Minister summed up this part of the discussion by saying that she fully supported the objectives of the Bill, but at this stage was neither for nor against the Bill itself. She said that she would ask the Home Office to look at it once again, to check that they had taken full account of Westminster's multi-purpose Inspectors, and the police views. If they still felt unable to support the Bill she hoped that they would have other ideas on how to deal with the problem. I will send you a copy of the letter from the Westminster police as soon as we receive it, and should be grateful if you could let me have a further note thereafter.

The conversation then turned to drugs which Lady Porter claimed were readily available in nightclubs. Westminster were, therefore, considering the possibility of amending nightclub licences to try to curb this.

I am copying this letter to John Turner (Department of Employment).

Turner
Andy

(P.A. BEARPARK)

William Fittall, Esq.,
Home Office

*GR opening file
for this.*

NOTE FOR THE FILE

During the meeting on 19 December Lady Porter invited the Prime Minister to become a patron of the British Friends of the Council for Beautiful Israel. The Prime Minister explained that she simply could not take this on because of other commitments, but agreed to provide a letter of support at the appropriate time.

Lady Porter asked if the Prime Minister would attend the launch of the organisation, possibly in the Chelsea Physic Garden in June or July 1987. The Prime Minister agreed to do this, on condition that it was linked with the Keep Britain Tidy campaign rather than being simply for Israel.

P.A. BEARPARK

19 December 1986

BM2BBP

PRIME MINISTER

You have agreed to see Lady Porter for half an hour tomorrow morning at 0900. Her letter is below at Flag A.

She wishes to discuss two things:

CLEANLINESS IN ISRAEL

Lady Porter wants to invite you to be a patron of the "British Friends of the Council for Beautiful Israel". You have recently said that you do not have time to become patron of any more organisations, and I suggest you turn this one down. If you are at all interested, it will be best to just listen sympathetically at this stage as our Embassy in Tel Aviv have so far been unable to discover any details of the organisation.

LITTER IN WESTMINSTER

The City Council has introduced a Bill providing for £10 fixed penalty tickets for litter-louts. Briefs from the Home Secretary (incorporating DoE views) and the Policy Unit are at Flags B and C. The consensus is that the aim is laudable, but that the Bill simply would not work without putting a substantial extra burden on the police. I suggest that you will want to listen sympathetically, but not to commit yourself to supporting the Bill.

You may also wish to glance at Lady Porter's editorial in Wednesday's Daily Mail - Flag E - about the financial antics of Left-wing councils.

PAB

P A BEARPARK

18 December 1986

B

CITY OF WESTMINSTER BILL

Briefing for the Prime Minister's Meeting with Lady Porter

19 December 1986

Lady Porter wishes to enlist the Prime Minister's support for the Bill which the City Council has introduced.

What the Bill Does

2. The Bill seeks to improve the enforcement of the Litter Act 1983 by providing that a person guilty of the offence of leaving litter in a public place may be offered the opportunity of paying a fixed penalty of £10 as an alternative to prosecution. Although the police would also be empowered to issue notices, the Council intend that the issue of the notices would be mainly carried out by its own enforcement officers. Payment of the penalties would be made to the City Council, who would use the money for meeting its enforcement costs or for enhancing the environment.

The Case for the Bill

3. As the briefing provided by the Council states, the problem of litter in the City has continued to grow, despite strenuous efforts by the Council to contain it. Because the police have been unable to give priority to enforcing the Litter Act prosecutions have fallen (nationally from 2,000 in 1981 to less than 1,400 last year) and the Act is generally regarded as an expensive and ineffective means of dealing with the problem. The Council believe that people would be more likely to observe the law if there was a good chance of receiving a ticket if they dropped litter on the street. They cite the precedents of fixed penalties for parking and other traffic offences, and for offences concerning dogs in Northern Ireland.

The Home Office View

4. We are sympathetic to the Bill's aim of attempting to tackle the problem of litter on the streets. There is no doubt that many of the streets of London are in a disgraceful state. If we could be reasonably satisfied that the public would co-operate with the scheme proposed and that they would give their names and addresses to the litter wardens, and pay their penalties, our only ^{objection} suggestion of substance would be to the proposal that, unlike other types of fixed penalties and fines, the payment would go to the enforcement authority rather than into the Consolidated Fund.

5. Our principal concern is that enforcement officers will not find the public so compliant, particularly in tourist areas such as Soho, and that this may place extra burdens on the police, e.g. in dealing with offenders who have refused to give their names to the litter wardens or in dealing with assaults on the wardens. Unlike motor cars, people who drop litter are not stationary in the gutter and you cannot pin litter tickets on their lapels. We have therefore asked Westminster City Council if they can assure us that their scheme will work without placing extra burdens on the police, and we have asked them to discuss their proposals with the Metropolitan Police. Pending the outcome of these discussions we have reserved our position on the Bill. As part of our policy of seeking to reduce police action against minor offences - particularly those which are likely to be a source of friction between the police and the public - we have told the Council that we do not wish the police to be charged with enforcing the Act and we have asked them to delete the provision empowering a constable (as well as an authorised officer of the Council) to issue fixed penalty notices. In face of the crime figures it must be an overriding concern of the Home Secretary to allow the Commissioner to concentrate his resources on the agreed priorities for the force.

Parliamentary Handling

6. As with all Private Bills, it is for the Promoters to make their case to Parliament. It is likely that the Bill will be put down for Second Reading during the week commencing 19 January. If it is blocked a debate will take place some time later when a Minister will state the Government's attitude. This will depend on whether the City Council:

- (a) are able to reassure us that their scheme will work without creating substantial extra work for the police; and
- (b) are willing to amend the Bill in the way we want them to (the indications are that they will).

7. At the Committee Stage the Government's attitude to the Bill will be set out in a formal report by the Secretary of State.

Conclusion and Line to Take

8. The Government is extremely sympathetic to the purpose of the Bill. Before we can be entirely welcoming we need to be reassured by the City Council that their scheme would work without placing substantial extra burdens on the police and the criminal justice system. There must be a risk that the police will not be able to keep entirely clear, given for example the possibility of unpleasant rows between wardens and members of the public which they would be dragged into. On the detail of the Bill we also wish it to be amended so that, like all other fixed penalties and fines, the penalties are paid to the Exchequer and not to the City Council.

PRIME MINISTER

THE CITY OF WESTMINSTER BILL

The City Council has wonderful intentions to cure the appalling litter problem. In the past some of its schemes such as the 'Sponsor a litter bin' idea have been excellent. This scheme is not one of them.

The Bill should be tested both against the Council's objective" to make enforcement of existing litter laws in Westminster simpler and more effective" and against national policy.

The Bill fails on both counts.

- 1 Enforcement and therefore effectiveness will be just as difficult under the proposed Westminster Bill as under existing law, because it does not solve the problem of how the enforcement officer identifies the pedestrian dropping litter. The fixed penalty fine imposed on car owners is straightforward because all cars are registered. But Mr Litter Bug on the street can say he is Mr Buggins of Aldershot or Zaire and involve the Police in expensive and often fruitless enquiries to check his name and address.
- 2 The Police will say they are overstretched. The cost in Police time will be huge if the Act is enforced. However, privately Police admit that litter will remain their lowest priority. The Bill would be therefore either too expensive or unenforced.
- 3 After much conflict in the Commons the Police and Criminal Evidence Act achieved national uniformity in Police powers. This proposal would put the clock back and give Westminster Police different powers from all

CF
Pse put with papers
for Lady Parker meeting
on Friday.
Poy

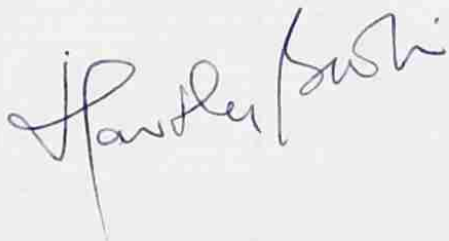
other forces (even the rest of the Met).

- 4 Section 5 would allow fines to be paid to the Council. This is a major break with the rule that fines go to the Treasury. A precedent here would make life more difficult.
- 5 The precedent for fixed penalty fines in Northern Ireland for dog owners is not comparable with fixed penalties in the Metropolis.

Conclusion

There are major problems with this Private Bill. We recommend you discourage Lady Porter. However, if she does want to do more for the marvellous purpose of tackling litter:

- 1 More 'warnings' under the existing law might bring the message home to a few.
- 2 Parking Meter attendants could be asked to issue such warnings. They could be a new 'litter force'.
- 3 A major 'be responsible' publicity campaign might have some effect.
- 4 Richard Branson could be called in to report on his scheme and tell us if he has any new proposals.



HARTLEY BOOTH

THE BANANA
REPUBLIC
NIGHTMARE
BEING
CREATED BY
THE LEFT'S
NEVER-NEVER
BORROWERS

BANKRUPT



THE situation is replete with irony. For years, Britain's Left-Wing councils have been obsessed with Third-World countries — remember Birmingham City Council's £40,000 grant for Pakistani national day celebrations.

Now those same councils seem determined to star in a Western version of the Third World debt crisis.

Just look at the latest local authority capital spending balance sheet: it shows that last year local councils in England and Wales had overspent the Government's limits by over £700 million.

But it's the borrowing by Left Wing councils — living on the never-never — that is really worrying.

No fewer than 40 Labour councils have wriggled round local government spending controls, borrowed vast sums from international banks and finished up owing a fortune.

Once, the Labour Party attacked the gnomes of Zurich; now they've stacked their garden high with them.

Evasion

In April, for instance, Lewisham Council raised a £50m loan from Banque Paribas of France to finance a major pre-election spending spree. Spread over 20 years, the final repayment with interest will cost £130m.

Meanwhile, in nearby Islington, the Left Wing controlled Labour council recently borrowed £38m from bankers Guinness Mahon. Spread over 30 years, the annual cost of servicing this loan is around £6m.

In Militant-run Liverpool, the Council have borrowed more money than Derek Hatton has

Disaster you will pay for



by LADY PORTER

LEADER OF WESTMINSTER CITY COUNCIL

had new suits. After borrowing £30m from a French bank in 1984, and £30m from a Swiss consortium in 1985, Liverpool have just clinched an £18m loan from the Yasudo Bank of Japan.

Far more insidious is a move by the Hard Left to persuade councils to defy the Government 'Third World style'.

A policy document circulating London boroughs from the extremist Labour Briefing organisation advocates that councils should borrow to the limit and then adopt the posture of Third World countries by refusing to repay 'in the knowledge that it would be counter-productive in the end for the bankers to insist and force the councils into bankruptcy.'

The document asks: 'What would a bank do with a load of empty schools, council buildings loaded with tenants, etc?'

Not that Left-Wing councils do not have excellent financial advice already.

Using so-called creative accounting these councils have evaded rate-capping and also built up tremendous debts for future generations.

The main creative accountancy technique that's been used to avoid the Government's capital spending controls is called deferred purchase.

Desperate

In the final 48 hours before this wheeze was abolished by Nicholas Ridley last month, more than £400m of deferred purchase deals were signed up.

In simple terms, deferred purchase is a form of borrowing whereby merchant banks pay for the bricks and mortar the council wants now and are then repaid with interest after an agreed interval.

The results are frightening. Some of the repayments in London Boroughs are averaging

£1m a year. And the situation is getting worse.

More to the point, large numbers of Labour councils are desperate for another Labour government. Hoping that Kinnock will bale them out, they've spent money like an Arab sheik at a roulette wheel.

Earlier this month the Head of the Independent Audit Commission warned that London was heading towards bankruptcy as a result of creative account borrowing.

Five London Boroughs have run up deferred payment debts of more than £600m between them in the past few years, and a confidential report by the Labour Party's National Executive has just revealed that the total debt of 40 councils is approaching £2 billion.

The Government has to act. The crisis is too deep to be left to General Election hustings or put off until 1988.

Commissioners and members of the Audit Commission should be drafted into the worst boroughs to sort out the effects of the last two years.

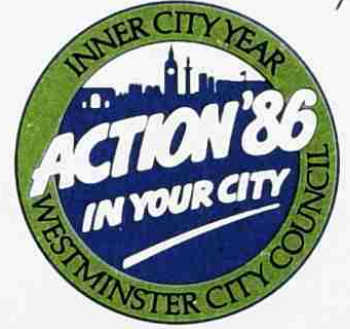
We cannot allow spendthrift extremists to drag local government into an abyss.

cc D/E ✓

A

THE LEADER OF THE COUNCIL

COUNCILLOR LADY PORTER



The Rt Hon Mrs Margaret Thatcher MP
The Prime Minister
10 Downing Street
London SW1

P.O. Box 240
Westminster City Hall
Victoria Street London SW1E 6QP
Telephone: 01-828 8070
Telex: 8950917 WEST CC G
Dx 2310 VICTORIA

12 December 1986
(1s63)

Dear Prime Minister

Would it be possible for you to spare me 10 minutes of your valuable time? I would very much like to ask you to support some imaginative work that we are doing both here and in Israel to improve our environment.

When you were last in Israel you praised the cleanliness which is there for all to see. You may not be aware that so much of this is the result of work done by the Council for Beautiful Israel, of which Mrs Herzog is the International President. The Council has worked very hard over the last 15 years, and we are about to start two exciting new projects. One will be to clean up a small village, which has a very young population, between the West Bank and Israel. The other is to encourage the children to beautify the air raid shelters - we hope that by setting them in landscaped parkland we can help to make them places which hold no fear for the children.

We are also about to create the British Friends of the CBI. The Duke of Devonshire, Lord Weidenfeld, The Hon Jacob Rothschild, and our Ambassador Bill Squires have agreed to be patrons. We would be honoured indeed if you would agree to join them as a patron.

At home, we are absolutely determined to continue our assault on the appalling problem of litter. That is why the City Council will be promoting a Bill this session and I very much hope that you will be willing to lend your support to it. I enclose some short background notes to the Bill, which I hope we'll be able to discuss when we meet.

Yours sincerely

in folder attached

Councillor Lady Porter



lite SA

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

18 July 1986

c/f ?
Policy

LITTER

Thank you for your letter of 15 July, with the enclosure on litter. The Prime Minister has seen this, and noted the confirmation that the policy will be kept under review.

I am copying this letter to Richard Allan (Department of Transport) and Robin Young (Department of the Environment).

MARK ADDISON

Robert Gordon, Esq.,
Scottish Office

GA

File

MR. ALISON

Michael Forsyth MP passed the attached letter to the Prime Minister last month, and she sympathised with his reaction to the suggestion that removing litter bins from lay-bys was a sensible way of tackling litter.

The Scottish Office have now provided advice to the effect that however barmy it seems, the idea has in practice had some success. The Prime Minister has noted the advice but not commented upon it. I think we can take it that this means she does not wish to pursue the point further at this stage. The letter to Michael Forsyth also makes clear that the whole policy will be reviewed next year when the trial operation of the Code of Practice is completed.

I will let the Scottish Office know that the Prime Minister does not propose to pursue this for now. You might also like to have a word with Michael Forsyth to say that the Prime Minister did take the matter up with the Scottish Office, that they have advised her that the policy has been reasonably effective both in Scotland and in England, while noting that it is to be reviewed next year.

Mark Addison

16 July 1986

DG2BGR



Mark Addison Esq
 Private Secretary
 10 Downing Street
 LONDON
 SW1A 2AA

SCOTTISH OFFICE
 WHITEHALL, LONDON SW1A 2AU

~~CeMA~~

Prime Minister ①

You asked how litter could be reduced by removing bins, having seen a letter from Michael Ancram to Michael Pascoe. 15 July 1986

The Scottish office note suggests that the idea of lateral thinking has had some success, though it has also come in for criticism from e.g. Costa. It is being kept under review.
 Content to let this rest? MEA 15/7

Dear Mark
 LITTER

Thank you for your letter of 25 June about the removal of litter bins from laybys. I enclose a note for the Prime Minister which has, as requested, been prepared in consultation with the Department of Transport.

I am copying this letter to Richard Allen (Department of Transport) and to Robin Young (Department of the Environment).

Yours ever
 Robert Gordon

Robert Gordon
 Private Secretary

LITTER POLICY ON TRUNK ROADS

The Problem

1. For some years, discarded litter and refuse on trunk roads and in laybys has been a problem. Litter bins in laybys tend to fill up quickly. When this happens, it is often difficult to be sure of emptying them promptly: and the public gets into the habit of dumping waste adjacent to the bins. On the other hand, when litter bins are not provided, motorists tend to take their waste home.
2. The issue has two facets. In rural laybys small litter is the problem. In urban locations, large items of domestic refuse such as cookers, 3 piece suites, mattresses etc, are dumped by residents of local communities.
3. As the Secretaries of State for Scotland and for Transport are the trunk road authorities, they are ultimately responsible for the condition of the trunk roads and verges. In recent years, complaints have been received from farmers, landowners and adjoining communities about the effect on their property of trunk road litter and dumping. The problem is not confined to trunk roads. It has exercised a number of local roads authorities in relation to laybys on the roads for which they are responsible. Nor is it simply a matter that could be cured by more frequent clearance of waste bins. It is notable that none of the local authorities who act as the Secretary of State's agents for trunk road purposes has asked for more funds for litter collection.

Experience and Policy Development

England

4. In an attempt to tackle the problem, about 20 English counties decided of their own volition to remove some or all litter bins from laybys on local roads. (This took place before the Department of Transport implemented their current policy early last year). Although litter and refuse still persisted in some laybys, there was generally a significant reduction in the volume. Encouraged by this, the Department introduced their policy of removing trunk road bins and erecting notices asking the public to take their litter home. However, the policy allows for litter bins to be retained at designated picnic sites and at those laybys with toilets or picnic tables. The Department of Transport policy has further reduced littering, though some councils are still sceptical of its benefits. Two National Park authorities (Dartmoor and Peak) have also removed all litter bins from their areas, with a substantial reduction in littering and dumping.

Scotland

5. Developments in Scotland have followed a similar course to that south of the Border. As a first step removal of litter bins was tried out, successfully, in a number of areas in Scotland where there had been specific complaints of dumping etc. Next, after a review of the first year's operation of the Department of Transport's policy in England, it was decided to implement the policy throughout Scotland from 1 April 1986.

6. Since then a few representations against the policy have been received from Regional Councils (the roads authorities) and at district level there has been strong criticism from two authorities but on the other hand firm support from a number of others. Very recently the Convention of Scottish Local Authorities have expressed themselves as opposed to the policy and have asked for it to be reconsidered. Examples of actual experience of the policy in both Scotland and England are attached (Appendices 1 and 2).

Conclusion

7. The difficulty in presenting the policy is the apparent illogicality of reducing litter, etc, by removing the receptacles. The experience of the Department of Transport and the Scottish Development Department is that the public are adopting a more responsible attitude to litter prevention on trunk roads in the absence of litter bins in laybys than they did when the bins were there. There also appears to be less inclination to dump bulky items. Whilst appearing fairly neutral on the matter, the Keep Britain Tidy Campaign are a little sceptical of the basis on which the Department of Transport have arrived at their policy; the Keep Scotland Tidy Campaign generally back the policy (the Scottish Campaign is firmly in favour so far as dumping in urban situations is concerned but is adopting a more cautious stance on litter in rural areas). We think that the policy is on the right lines but nevertheless, it will be kept under review, and adjusted if necessary.

SCOTTISH EXPERIENCE

A73 and A80 (Lanarkshire) Following various complaints about uncontrolled litter and large-scale dumping of domestic refuse in laybys, the Scottish Development Department (SDD) removed bins from affected laybys on the A73 and the A80 trunk roads in May 1982. Signs were erected asking motorists to take their litter home and also advising them of the location of the nearest public tips for the disposal of bulky items of refuse. Strathclyde Region observed an immediate marked reduction in the dumping of large items of rubbish and a more limited reduction in general litter. There was still a slight problem in the immediate vicinity of Cumbernauld, but only with small items such as empty beer cans and paper.

A77 (Ayrshire) On the A77 Kilmarnock and Ayr bypasses there were a limited number of laybys being used for domestic refuse tipping. In March 1983, SDD removed the litter bins from the affected laybys. Following the busy tourist season, Strathclyde Region confirmed in September 1983 that the policy had met with a considerable degree of success. The Director of Environmental Services, Kyle and Carrick District Council (whose department actually empty the bins under contract) was so impressed that he asked that the policy be extended to all remaining trunk road laybys in Ayrshire, ie on the A76, A77, and A78. Approval was duly given by the Department.

Fife In early 1984, all litter bins were removed from the trunk road laybys in the Dunfermline District of Fife Region on a one year trial basis. The experiment was conducted with the full agreement of the District Council and after a year it was deemed a complete success. Consequently, there are no litter bins in

trunk road laybys in the West of Fife and there has been no problem with litter on the trunk roads there. The Regional Council is in favour of extending the policy to all roads in Fife and discussions are to take place with other District Councils in the Region to secure their agreement. An interesting point is that Fife Region did not erect "warning notices"; they felt they might 'attract' litter. They therefore wish to continue their policy without the imposition of signing.

ENGLISH EXPERIENCE

The following is a sample of comments from English Counties who removed litter bins before the Department of Transport policy was introduced and the effect which this had.

| <u>County</u> | <u>Comments</u> |
|-------------------|--|
| Avon) | All have implemented this policy for some time with no real problems. There has been a general improvement as there are now no overflowing bins. |
| Dorset) | |
| Gloucestershire) | |
| Somerset) | |
| Wiltshire) | |
| Cheshire | Had begun removing litter bins before the Code. Most have now been removed. |
| Derbyshire | <u>All</u> litterbins were removed from trunk and county roads before the Code. There has been a vast improvement and the Peak Park Authority are pleased with the outcome in the Park which has led to a considerable reduction in rubbish dumping. |
| Leicestershire | Many litter bins were removed before the Code and it is the County Council's policy to remove bins on their own roads. Since removal, rubbish dumping has decreased. |

| <u>County</u> | <u>Comments</u> |
|------------------------|---|
| Northamptonshire | Litter bins removed before the Code. There has been an improvement overall since removal and although one or two sites are still "a bit of a mess" they are no worse than before. |
| North Yorkshire | <u>All</u> litter bins were removed before the Code. |
| Nottinghamshire | Many litter bins were removed over a period of time before the Code. The General condition of laybys has been better since removal. Bins were not being emptied properly and there were problems with rubbish dumping, particularly at sites with brick built bins. |
| Oxfordshire) | <u>All</u> have removed litter bins before the introduction of the Code and notices have been (or are being) erected. No problems since. |
| East Sussex) | |
| West Sussex) | |
| Shropshire) | <u>All</u> had removed at least some litter bins before the Code (or had partially withdrawn them). |
| Staffordshire) | |
| Warwickshire) | |
| Hereford & Worcester) | |
| Suffolk | Litter bins were removed some time ago - no problems since. |

NOTE The litter policy is embodied in the Department of Transport's Code of Practice on Routine Maintenance introduced with effect from 1 April 1985.

Minister of State for the Environment,
Countryside and Local Government



CCBG
Department of the Environment
2 Marsham Street London SW1P 3EB
Telephone 01-212 3434

14 July 1986

MBA
Dear Ivor,

UK 2000 : STATEMENT IN THE HOUSE

I am writing to confirm my telephone message of this morning that Ministers here are entirely content to accept the amendment to the draft statement which your Minister suggested in his letter of 11 July to the Secretary of State. I enclose, for information, the final version of the statement which my Minister will be making in the House this afternoon.

I am copying this letter to the private secretaries to the Prime Minister, members of the Cabinet and Sir Robert Armstrong.

Yours ever
Barbara

B G JONES
Private Secretary

C I Llewelyn Esq

STATEMENT: UK 2000

My Rt Hon Friend the Secretary of State for the Environment, has today launched, in association with my Rt Hon Friends the Secretaries of State for Employment, for Scotland and for Wales, a new initiative to encourage more local environmental improvement work by both volunteers and Manpower Services Commission Community Programme teams. My Rt Hon Friend informed the House of the general terms of this initiative in answer to a Question from the hon Member for Copeland on 20 June.

The initiative will provide a focus for new projects which improve the environment and create jobs. It will involve a wide range of environmental action. It will involve Government, voluntary organisations and the private sector and will link with other Government initiatives concerned with the environment and with job creation. It will tackle problems of the built and the natural environment, in both town and country, and be concerned with both improving the environment and enhancing people's enjoyment of it. It will aim to provide challenging work and training for those participating. It will also create worthwhile new jobs, both in the improvement projects themselves and the new enterprises that some projects will help to generate.

My Rt Hon Friend has invited a number of established national voluntary organisations to act as agents in launching the initiative. These are the British Trust for Conservation Volunteers, the Civic Trust, Community Service Volunteers, the Groundwork Foundation, the Keep Britain Tidy Group, and the Royal Society for Nature Conservation. I expect that others will join later. My Rt Hon Friends the Secretaries of State for Scotland and Wales will be holding similar discussions with appropriate organisations in Scotland and Wales.

The agents will promote programmes of work and assist the establishment of local projects. I hope that such projects will have the support of local authorities, local business and local residents.

In the choice of projects to support we propose to build on past successful experience and to explore new opportunities and challenges.

Initially work will be concentrated on the 5 important themes of greening the cities; conserving the industrial heritage; tackling litter; helping tourists on the move; and making more of nature.

We will be writing directly to local authorities about the arrangements within the initiative for tackling litter.

A new organisation is being established, outside Government, to promote the whole initiative, to determine priorities, to seek business sponsorship and to monitor performance. This new organisation, to be called UK 2000, will be directed by a Board on which participating voluntary organisations will be represented together with a number of independent members. Richard Branson, Chairman of the Virgin Group, has agreed to be the Chairman of this Board. The other independent Board members (who will serve in a personal capacity) will be Jean Denton, Head of External Relations at the Rover Group; Ernest Hall of Dean Clough Halifax; John Pontin of Bristol 1000; and Stephen O'Brien of Business in the Community.

We will pay grants to the participating agents and the new organisation to a total of around £750,000 in 1986/87, and at least at that level in the next 2 years. I am confident that business sponsorship will augment these resources. In addition, the Manpower Services Commission will contribute through the Community Programme the costs of providing temporary jobs for long term unemployed people, which it is estimated will amount to £22m in a full year.



From the Minister

MINISTRY OF AGRICULTURE, FISHERIES AND FOOD
WHITEHALL PLACE, LONDON SW1A 2HH

The Rt Hon Nicholas Ridley MP
Secretary of State
for the Environment
2 Marsham Street
London SW1

NBRM

11 July 1986

UK 2000

NATIONAL ENVIRONMENT WORKS SCHEME (NEWS)

Thank you for ^{at Ray} sending me a copy of your letter to John Biffen of 8 July attaching a draft statement to mark the launch of your new initiative to increase and improve the quality of environmental work in both town and country areas.

I believe that the launch of UK 2000 will be useful for the Government at this time in emphasising our commitment to the environment and to job creation and I wish it well. There is, however, one paragraph of the draft statement which you propose that William Waldegrave should make on 14 July which worries me. In the second paragraph it is suggested that UK 2000 "will provide a focus for new projects which improve the environment and create jobs.....It will pool the responses of Government.....It will tackle problems of the built and the natural environment, in both town and country....." These sentences appear to suggest that UK 2000 will have an umbrella function for all Government initiatives in this area. Clearly, they beg the question as to the relationship in rural areas between the Farm and Countryside Initiative (F&CI) which William Waldegrave and I launched together on 3 February with the full support of David Young. F&CI was launched as "a new scheme to provide valuable opportunities for long-term unemployed people in the rural areas of England and to improve the rural environment". A similar scheme is in operation in Wales and another is, I believe, being planned in Scotland.

/ My own staff ...

My own staff drew the attention of your officials who were dealing with NEWS to the dangers of apparent conflict some time ago. It is clearly not beyond the bounds of possibility that the Media will ask questions about the relationship between UK 2000 and F&CI and, in my view, we need to have satisfactory answers.

It seems to me that the two Initiatives should be seen as complementing each other in rural areas. For example, there is no reason why financial help from UK 2000 could not be used to employ organisers for F&CI projects. The details could no doubt be worked out by our officials. However, to avoid any misconceptions that might arise from your draft statement I suggest the addition of "and will link with other Government initiatives concerned with the environment and with job creation" after "It will pool the responses of Government, voluntary organisations and private sector" in the second paragraph.

F&CI has not, of course, been given the high profile of UK 2000 and operates on a smaller scale at grass roots level utilising existing resources. However, it has already attracted a lot of interest and goodwill in the countryside. Since the February launch the time has been used to develop the necessary contacts and to get to grips with the practical problems which are considerable. However, our efforts are now bearing fruit and are likely to attract publicity during the coming months.

I am copying this letter to the Prime Minister, David Young and all other members of the Cabinet.



John Gyles
M. Jopling

MICHAEL JOPLING

CONFIDENTIAL

ccBG
LTF
cc/B

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434



The Rt Hon John Biffen MP
Lord Privy Seal's Office
68 Whitehall
LONDON
SW1

My ref:

Your ref:

Prime Minister²

8 July 1986

DLW
8/7

Dear Lord Privy Seal,

UK 2000
NATIONAL ENVIRONMENT WORK SCHEME (NEWS)

You will be aware of the proposals for a new initiative to increase and improve the quality of environmental work undertaken by volunteers and by MSC workers. I informed the House of the general nature of this scheme, now called UK 2000, in my written answer to John Cunningham on 20 June, and said then that the full details would be announced in July. I am proposing to launch this scheme, with David Young and the private sector Board on 14 July, and for a Statement to be made in both Houses on that day.

As Kenneth Baker made clear when he first proposed this initiative, this is an important scheme, which invests over £22 million in its first year in an imaginative programme which will draw together environmental improvement with youth employment and which will seek to make people more aware of looking after the places in which they live.

It is important that the launch should ensure that the Government receives full credit for our plans. David Young and I will both be at a highly organised event in Halifax on 14 July. Richard Branson will be there as the Chairman of the organisation that is to be responsible for the scheme. His presence at the launch will increase media interest at the outset, and thereafter will provide the maximum chance of making the scheme a success.

- I attach a copy of the draft of the statement which I expect would be made by William Waldegrave.
- I am copying this letter to the Prime Minister, David Young and all other members of the Cabinet.

Yours sincerely

JH Conard Private Secretary

7P.

NICHOLAS RIDLEY

(Approved by the Secretary of State and signed in his absence).

DRAFT PARLIAMENTARY STATEMENT ON UK 2000

My Rt Hon Friend the Secretary of State for the Environment, has today launched, in association with my Rt Hon Friends the Secretaries of State for Employment, for Scotland and for Wales, a new initiative to encourage more local environmental improvement work by both volunteers and Manpower Services Commission Community programme teams. My Rt Hon Friend informed the House of the general terms of this initiative in his answer to a Written Question on 20 June.

The initiative will provide a focus for new projects which improve the environment and create jobs. It will focus on a wide range of environmental action - not just litter abatement as suggested by much recent press speculation. It will pool the responses of Government, voluntary organisations and the private sector. It will tackle problems of the built and the natural environment, in both town and country, and be concerned with both improving the environment and enhancing people's enjoyment of it. It will provide challenging work and training for those participating. It will also create worthwhile new jobs, both in the improvement projects themselves and the new enterprises that some projects will help to generate.

I have invited a number of established national voluntary organisations to act as agents in launching the initiative. These are the British Trust for Conservation Volunteers, the Civic Trust, Community Service Volunteers, the Groundwork Foundation, the Keep Britain Tidy Group, and the Royal Society for Nature Conservation. I expect that others will join later. My Rt Hon Friends the Secretaries of State for Scotland and Wales will be holding discussions with appropriate organisations in their countries.

They will promote programmes of work and assist the establishment of local projects. I hope that such projects will have the support of local authorities, local business and local residents.

In the choice of projects to support we propose to build on past successful experience and to explore new opportunities and challenges.

Initially work will be concentrated on the 5 important themes of Greening the Cities, conserving the Industrial Heritage, Tackling Litter, Helping Tourists on the Move and Making More of Nature.

We will be writing directly to local authorities about the arrangements within the initiative for tackling litter.

To provide drive and co-ordination a new organisation is being established, outside Government, to promote the whole initiative, to determine priorities, to seek business sponsorship and to monitor performance. This new organisation, to be called UK 2000, will be directed by a Board on which participating voluntary organisations will be represented together with a number of independent members. I am happy to confirm that Mr Richard Branson, Chairman of the Virgin Group, has agreed to be the Chairman of this Board. The other independent Board members (who will serve in a personal capacity) will be Ms Jean Denton, Head of External Relations at the Austin Rover Group, and Messrs Ernest Hall of Dean Clough Halifax, John Pontin of Bristol 1000, and Stephen O'Brien of Business in the Community.

We will pay grants to the participating agents and the new organisation to a total of around £750,000 in 1986/7 and at least at that level in the next 2 years. I am confident that business sponsorship will augment these resources. In addition, the Manpower Services Commission will contribute through the Community Programme the costs of providing temporary jobs for long term unemployed people, which it is estimated will amount to £22m in a full year.

CONFIDENTIAL

CCBG



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

The Rt Hon John MacGregor OBE MP
Chief Secretary to the Treasury
HM Treasury
Parliament Street
LONDON
SW1

NBP

My ref:

Your ref:

7 July 1986

Dear John

NATIONAL ENVIRONMENT WORK SCHEME

Thank you for your letter of 17 June. I hope we can agree on the question of the funding of this scheme in years 2 and 3, which is now the only disagreement between us.

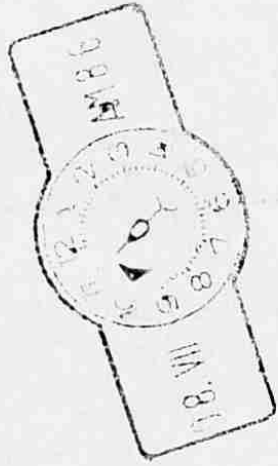
I understand your wish to avoid changing the timetable for dealing with PES bids. I would not normally suggest such a course. However the timing of NEWS - now to be called UK 2000 - and the imminent launch do not allow us to wait. As a Government we have been publicly committed to this scheme. Any attempt to delay the start, or any appearance of lack of support, will be very damaging: we must plan for the scheme to go ahead.

An approach that may have some merit is for my PES bid to remain on the table for the present, and for me to launch the scheme while the question of resources for future years is still open. But I could only agree to this approach on the clear understanding that my bid will be considered on its merits.

I am copying this letter to the Prime Minister, Cabinet colleagues Richard Luce and Sir Robert Armstrong.

Nicholas Ridley
John

NICHOLAS RIDLEY



ENVL. AFFAIRS
LITTER

12/15

LITTER

DA
64

9/7

1715/7



10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

25 June, 1986.

LITTER

The Prime Minister was shown last night the letter which Mr. Ancram wrote Michael Forsyth on 18 June setting out the Department's policy on the provision of litter bins in laybys.

The Prime Minister cannot understand how the removal of litter bins from laybys can be expected to reduce the litter problem there. She would be grateful for a note on this, which you will wish to draw up in close consultation with the Department of Transport.

I am copying this letter to Sarah Straight (Department of Transport), Isobel Ogilvie (Department of the Environment) and Ian Howie (Mr. Ancram's Office).

(Mark Addison)

Robert Gordon, Esq.,
Scottish Office.

h

BACKGROUND NOTE

1. Mr. Sharp is referring to the Prime Minister's recent comments comparing the litter on England's roads with the tidy conditions she noticed on her Israeli visit. The Prime minister was particularly concerned about the state of the M4 between London and Heathrow.

Mr. Sharp quotes accurately section 130(1) of the Highways Act 1980. However, this imposes a general duty on highway authorities to keep roads in a suitable condition for public use and does not relate to litter as such. The duty to remove litter from highways is contained in Section 22 of the Control of Pollution Act 1974. Under sub-section (1) the highway authority has a duty to clean highways so far as this is necessary for the maintenance of the highway or the safety of traffic. Sub-section (2) places a duty on the District or Borough Council to clean highways (except motorways) so far as this appears necessary in the interests of public health and the amenities of the area.



Mark Addison Esq
Private Secretary
10 Downing Street
LONDON
SW1

Tim Flesher to see

cc/ck
CBI
2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

19 June 1986

Dear Mark,

WITH MSA?

Further to my letter of yesterday and to comments received by telephone on it my Secretary of State has agreed to amend the proposed PQ answer on the "cleaning up of Britain" scheme. He now proposed the much shorter statement shown on the attached sheet.

In this form the answer will still meet the objective of keeping the House informed about the scheme without exposing the full details to be agreed for the major announcement next month.

The question will be answered tomorrow.

I am copying this to Private Secretaries of all Cabinet Ministers and to John Dowling in Richard Luce's office.

Yours sincerely

Brian Leonard.

B H LEONARD
Private Secretary

Dr John Cunningham: to ask the Secretary of State for the Environment if he will make a statement giving details of the national clean-up scheme.

Answer: I will make a full statement to the House in July, when the details of the new initiative have been completed and when all concerned are ready to launch the new scheme. I have invited a number of established national voluntary organisations to act as agents in launching the initiative, and I am happy to confirm that Mr Richard Branson, Chairman of the Virgin Group has been invited to be Chairman of the Board.



SCOTTISH OFFICE
NEW ST. ANDREW'S HOUSE
ST. JAMES CENTRE
EDINBURGH EH1 3SX

Michael Forsyth Esq MP
House of Commons
LONDON
SW1A 0AA

18 June 1986

Dear Michael,

Thank you for your letter of 3 June about representations which you have received from Councillor Frank Riddell of Stirling District Council concerning the cleansing of trunk roads.

As Councillor Riddell has advised you, the changes arise from a new Code of Practice for Routine Maintenance of Trunk Roads which my Department issued earlier this year. The aim is to improve the appearance of laybys, which are often made unsightly by overflowing litter bins, split bags of rubbish and, in some cases, large items of domestic refuse. Litter from laybys often blows on to the adjacent trunk road itself. Experience elsewhere suggests that the removal of litter bins from laybys generally has the desired effect of reducing the amount of stray litter. Moreover, the emptying of bins with reasonable frequency involves a certain amount of cost and should be continued only if there are commensurate benefits.

The Code of Practice is very similar to one which the Department of Transport already has in operation, and I understand that no particular problems have been encountered on the litter aspect in England. However, in implementing the Scottish code my Department is prepared to be flexible by taking account of different circumstances in different areas. Representations that particular locations need litter bins will therefore be fully considered. Litter bins will also be maintained at picnic sites and those laybys with toilets and/or picnic tables. The whole policy will be reviewed next year when we have had the benefit of trial operation of the Code of Practice during 1986/87.

I hope you and Councillor Riddell will find this information helpful.

Yours
Michael

MICHAEL ANCRAM



Mark Addison Esq
Private Secretary
10 Downing Street
LONDON
SW1

cc TF
Qu
GG
BI

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

18 June 1986

MUR

Dear Mark

✓ You may wish to see the attached announcement about our new initiative for 'cleaning up Britain' which my Secretary of State proposes to make in the House this week. It will correct some of the misrepresentations in the Press in recent weeks, which it is important to do as soon as possible. The terms of the announcement have been discussed between officials and are being agreed with the Chief Secretary. We expect that it will be given in answer to a PQ that Jack Cunningham has agreed to put down.

The proposed PQ answer is informative but low-key. This will enable us to focus the major interest and publicity on the actual launch of the scheme which Richard Branson and the other private and voluntary sector participants are working hard to prepare for mid-July.

I am copying this to Private Secretaries of all Cabinet Ministers, and to John Dowling in Richard Luce's office.

Yours sincerely
Brian Leonard.

B H LEONARD
Private Secretary

I am today announcing, in association with my Rt. Hon. Friends the Secretaries of State for Employment and for Wales, a new initiative to encourage more local environmental improvement work by both volunteers and MSC Community Programme teams.

The initiative will focus on a wide range of environmental action - not just litter abatement as suggested by much recent press speculation. It will tackle problems of the built and the natural environment, in both town and country, and be concerned with both improving the environment and enhancing people's enjoyment of it.

I have invited a number of established national voluntary organisations to act as agents in launching the initiative. I expect that others will join later. They will promote programmes of work and assist the establishment of local projects. I hope that such projects will have the support of local authorities, local business and local residents. We will be writing directly to local authorities about the arrangements within the initiative for tackling litter.

To provide some drive and coordination a new organisation is being established, outside government, to promote the whole initiative, to determine priorities, to seek business sponsorship and to monitor performance. This new organisation will be directed by a Board on which participating voluntary organisations will be represented together with a number of independent members. I am happy to confirm that Mr Richard Branson, Chairman of the Virgin Group, has been invited to be the Chairman of the Board.

We will pay grant to the participating agents and the new organisation to a total of around £750,000 in 1986/7 and at least at that level in the next 2 years. I am confident that business sponsorship will augment these resources. In addition, the Manpower Services Commission will contribute through the Community Programme the costs of providing temporary jobs for long term unemployed people, which it is estimated will amount to £22M in a full year.

Full details of the kinds of projects to be established, the participating agents and the membership of the Board of the new organisation will be provided when the initiative is launched in mid July.

My Rt. Hon and Learned Friend, the Secretary of State for Scotland, is separately considering the application of this scheme to Scotland.

n.b.:-
Please note this is the
2nd copy you have
requested

DEPARTMENT OF THE
ENVIRONMENT
2 MARSHAM STREET
SW1P 3EB



*With the Compliments of the
Minister for Local Government
and Environmental Services*

Minister of State for the Environment,
Countryside and Local Government



Department of the Environment
2 Marsham Street London SW1P 3EB
Telephone 01-212 3434

Walsbury

33825

CC No 10

17 June 1986

Dear Jack,

I have been asked to reply to your letter of 2 June to the Prime Minister about the proposed initiative to encourage more local environmental improvement work by both volunteers and MSC Community Programme Teams. Nicholas Ridley will be making an announcement about the scheme in the House this week and there will be a launch in the middle of next month.

When the details are available you will see that the initiative is not seeking to undermine a local government function, as your letter asserts. Indeed our hope is that local authorities, as well as local businesses and local community organisations, will be encouraged to undertake more environmental projects using volunteers or Community Programme Teams.

This is particularly so in relation to litter, given the powers and duties of local authorities to maintain a clean environment in the interests of road safety and amenity. We are therefore proposing special steps to help local authorities in tackling litter and will be writing shortly to the local authority associations about how local authorities might take advantage of the initiative.

W
Walgrave

WILLIAM WALDEGRAVE

Councillor Jack Layden JP *at 11/1*



Cabinet Office

MANAGEMENT AND PERSONNEL OFFICE

From the Minister of State
Privy Council Office
The Rt. Hon. Richard Luce MP

Great George Street
London SW1P 3AL
Telephone 01-233 8610

The Rt Hon Nicholas Ridley MP
Secretary of State for the Environment
Department of the Environment
2 Marsham Street
LONDON SW1P 3EB

17 June 1986

Dear Nicholas

NBRM

NATIONAL ENVIRONMENTAL WORK SCHEME (NEWS)

Thank you for your letter of 12 June explaining why you believe that setting up a new organisation will give the NEWS initiative the best possible chance of success. Under the circumstances, a new NDPB seems the right solution particularly if, as seems likely, it is only a temporary one.

I understand that you will appoint the initial Board, define their terms of reference and receive progress reports from them. A body so directly sponsored by a Minister must be seen as an NDPB. However, I understand from officials that the organisation is likely to be set up within the voluntary sector as a company limited by guarantee, and with no mention of continuing sponsorship from DOE in its Articles or Memorandum of Association. Also, you mention in your letter that, in due course, financial support for the central NEWS organisation is likely to be transferred to the private sector. Under the circumstances, it seems that your direct sponsorship of NEWS will be fairly short-lived and we should be able to remove it from the quango count within a year or so.

I am copying this letter to the Prime Minister, other members of the Cabinet and to Sir Robert Armstrong.

Richard Luce

RICHARD LUCE

GNU. AFFAIRS Little Dec 85



CONFIDENTIAL



Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Nicholas Ridley AMICE MP
 Secretary of State for the Environment
 Department of the Environment
 2 Marsham Street
 London
 SW1

CGG
 2
 Prime Minister
 The scheme has got
 caught in a money
 argument. I'm sure they'll
 17 June 1986 be able to
 sort it out.

Mr
 Dear Nicholas,

NATIONAL ENVIRONMENTAL WORK SCHEME

Thank you for your letter of 12 June.

I am afraid I cannot agree with your assumption that the money for this programme should be made available as an addition to your PES baseline regardless of the rest of your PES bids, which include this programme among them. The Prime Minister's earlier agreement to the scheme explicitly left the programme's funding as a separate issue to be settled between us.

The sums involved are of course small in comparison with the rest of your bid. But I think it most important to avoid departures from the presumption that all additional bids should be considered at the time of the Survey rather than in advance.

I must therefore press you again to find offsetting savings from within your existing PES baselines to cover the cost of this scheme. Given the sums involved, I would hope that you were able to do so.

I am copying this letter to the Prime Minister, Cabinet colleagues, Richard Luce and Sir Robert Armstrong.

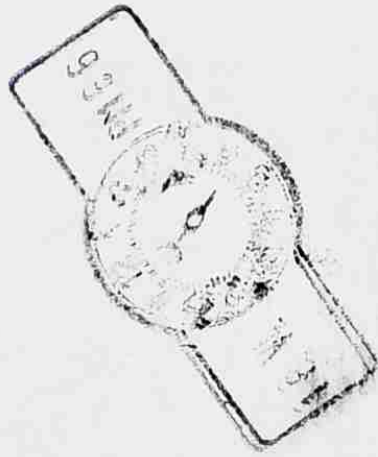
Yours,

JH

JOHN MacGREGOR

CONFIDENTIAL

ENV. AFFAIRS LIBBY DEC 85





27PS

CCBG

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

The Rt Hon John MacGregor OBE MP
Chief Secretary
Treasury
Parliament Street
LONDON
SW1

*DN. To see. It is not all clear
from the letter any decisions have been
made to come out of Sec will be advised this
Barnetsonby h June 1986
Jerm - MEA 13/6*

Dear John

NEWS

Your minute of 23 May raised a number of issues about NEWS. Our officials are in touch about several of these and I am writing to you to ensure resources for the scheme.

You will know that I shall be making my PES bid within the next fortnight but decisions on NEWS cannot wait until then. My bids will be tailored to the level required for each programme and NEWS will require £1.5m of resources in 1987/88 and £2.0m in 1988/89.

The Prime Minister has made clear her wish that NEWS should proceed and it has to be assumed that the relatively small sums of money involved will be available regardless of the rest of my bids. With the continuing Parliamentary and Press clamour for more information about the initiative, I consider it essential that I make an announcement early next week.

I am copying this letter to the Prime Minister, and to Cabinet colleagues, Richard Luce and Sir Robert Armstrong.

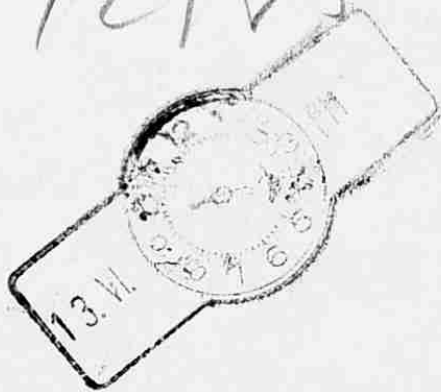
*John
Nicholas*

NICHOLAS RIDLEY

Gov. Affairs

LETTER

12/15





ccbc

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

The Rt Hon Richard Luce MP
Office of Arts and Libraries
Room 62/2
Great George Street
LONDON
SW1

12 June 1986

Dear Richard

NATIONAL ENVIRONMENTAL WORK SCHEME

Thank you for your letters of 21 May and 2 June about NEWS. As Minister with oversight of quango policy you have suggested that our proposals create an NDPB. You therefore asked for a justification of our approach.

The administrative structure Kenneth Baker proposed for NEWS will pull together the efforts of the voluntary sector participants and allow them to work in partnership with the business world. The Board, partly made up of concerned figures from the business sector, will make more impact than the voluntary organisations working alone. Our Departmental NDPBs do not have appropriate scope to be responsible for NEWS. Close involvement in the direction of NEWS by the business community is vital to achieve success. This involvement would not be achieved by my Department itself taking the co-ordinating role.

The Board will have an impact in its own right. Richard Branson and the others will bring an enthusiasm and drive to the promotion of NEWS that it would be difficult to achieve in other ways. Their participation will ensure that the launch attracts the necessary publicity to our plans and, in the longer term, they will be well placed to ensure that NEWS appeals to a wide constituency and continues to make significant inroads into environmental problems. This approach makes it more likely that financial support for the central NEWS organisation can be eventually transferred to the private sector. The membership of the Board should ensure significant contributions from business sponsorship to meet part of the cost of the scheme.

I hope that the approach we are proposing will cause you no difficulties.

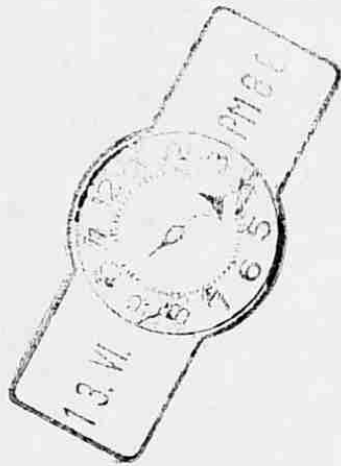
I am copying this letter to the Prime Minister, and to Cabinet colleagues, and Sir Robert Armstrong.

Nicholas Ridley

NICHOLAS RIDLEY

ENVIRONMENTAL
AFFAIRS

DEC 28





**Association of
Metropolitan
Authorities**

35 Great Smith Street
Westminster
London SW1P 3BJ

Telephone
01-222 8100
Facsimile receiver only
01-222 0878

From the Chairman Councillor J. Layden JP

Rt Hon Margaret Thatcher MP
Prime Minister
10 Downing Street
LONDON SW1

Prime Minister (2)
For operation, I have asked
DOE to reply. MEB 2/6
2 June 1986
BF
(for copy)
ms

Dear Prime Minister

OPERATION FACELIFT

It is reported that Mr Richard Branson will head a committee to carry out this new project, funded from MSC allocations to a level of about £30 million in its first year.

I find it extremely depressing, though consistent with your Government's policies in other areas, to read that yet another function of local government should be undermined in this way. Local authorities have the prime responsibility for care of their local environment. Their efforts have been frustrated over the past seven years by the financial pressures your Government has consistently exerted. Now, this project is launched as if the concept of environmental care is new and personal to your administration.

The principle of improving the environment is a good one, and agencies already exist to put that principle into practice. Could we not see a collaborative approach, recognising the responsibilities of local authorities, rather than this latest venture? I fear it could prove to be a costly and short-lived gimmick, and not what the country really needs.

Yours Sincerely
John Layden

CCBG

CONFIDENTIAL



Cabinet Office

MANAGEMENT AND PERSONNEL OFFICE

From the Minister of State
Privy Council Office
The Rt. Hon. Richard Luce MP

Great George Street
London SW1P 3AL
Telephone 01-233 8610

Brian Leonard Esq
APS/The Rt Hon Nicholas Ridley
Department of the Environment
2 Marsham Street
LONDON SW1

MBPM

2 June 1986

Dear Brian,

NATIONAL ENVIRONMENT WORK SCHEME

I have seen Mark Addison's minute to you of 27 May, expressing the Prime Minister's wish that the points at issue between Treasury and DOE should be resolved in discussion between your Secretary of State and the Chief Secretary. *at Har.*

My Minister wrote to the Prime Minister on 21 May in his capacity as Minister with responsibility for oversight of quango policy, expressing some of the same concerns as the Chief Secretary about whether there was a need for a new quango and the cost effectiveness of this solution. In view of his responsibility, my Minister thinks it would be helpful if he could be kept informed of the discussions that take place. I would be very grateful if you could take steps to arrange this.

For official level discussions, Mrs Myra B Chapman (Ext 7592) is the Cabinet Office (MPO) contact.

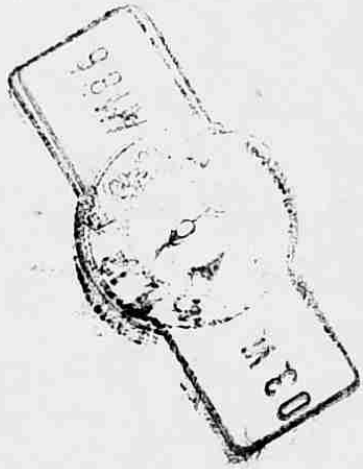
I am copying this to the Private Secretaries to all members of the Cabinet and to Michael Stark (Cabinet Office).

Yours ever,
John Fuller

JOHN FULLER
Assistant Private Secretary

CONFIDENTIAL

ENV. AFFAIRS: Limer, Dec 85



CLBB

Y SWYDDFA GYMREIG
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2ER
Tel: 01-233 3000 (Switsfwrdd)
01-233 6106 (Linell Union)



WELSH OFFICE
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2ER
Tel: 01-233 3000 (Switchboard)
01-233 6106 (Direct Line)

Oddi wrth yr Is-Ysgrifennydd Seneddol

The Rt Hon Nicholas Edwards MP

From The Parliamentary Under-Secretary

May 1986
2 June

1, DN Bree

2. p.c.

NBP7

De Nid

NATIONAL ENVIRONMENT WORK SCHEME (NEWS)

I have seen Kenneth Baker's minute of 16 May to the Prime Minister about the above Initiative. I entirely agree with him that it provides a very positive opportunity to tackle some of the long standing environmental problems that exist in this country.

As you know I am equally concerned to improve the urban and rural environment in Wales and see great merit in harnessing both the resources of the MSC and of voluntary organisations to achieve this end. I would therefore ask that in your announcement on 9 June you should make it clear that this initiative is being taken up in Wales as in England. I have asked my officials to consider very urgently with yours the basis upon which this can be done.

/ I am copying this letter to the Prime Minister, other members of the Cabinet, Richard Luce and to Sir Robert Armstrong.

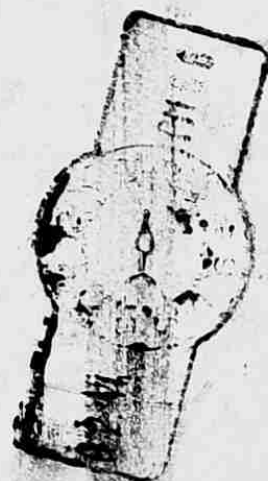
John
es
plu

The Rt Hon Nicholas Ridley MP
Secretary of State for the Environment
2 Marsham Street
LONDON SW1

ENV. AFFAIRS

LITTER

12/85



CONFIDENTIAL



10 DOWNING STREET

27 May 1986

From the Private Secretary

Dear Brian

NATIONAL ENVIRONMENT WORK SCHEME

The Prime Minister has seen your Secretary of State's minute of 16 May and the Chief Secretary's minute of 23 May.

The Prime Minister welcomes the progress which has been made in drawing up proposals "to clean up Britain". She believes it is important to make as early an announcement as possible to ensure that the enthusiasm which has been mobilised for this initiative is not lost. The Prime Minister has, however, also noted the Chief Secretary's concerns about some of the scheme and its funding.

The Prime Minister hopes that your Secretary of State will look sympathetically on the proposals which have been drawn up by his predecessor, and that the points at issue between the Treasury and your Department can be resolved as quickly as possible in discussion between your Secretary of State and the Chief Secretary.

I am copying this letter to the Private Secretaries to all members of the Cabinet, to Paul Thomas (Office of Minister of State, Privy Council Office) and Michael Stark (Cabinet Office).

Z e

Mark Addison

Mark Addison

Brian Leonard, Esq.,
Department of the Environment.

CONFIDENTIAL

DG
cc Press

SRWAEA

CONFIDENTIAL

Original on:

Econ Pol;
Public Exp.

pt 34

copied to

Env. Affairs

Litter Prob.

Dec 1986

PRIME MINISTER

DEPARTMENT OF THE ENVIRONMENT

Mr. Baker is the first Minister to put in his public expenditure bids (letter below) which for DoE "central" and PSA amount to nearly £400 million in 1987/88 alone. (I understand that Mr. Ridley will be reconsidering these bids.)

He has also sent you a minute below proposing a National Environment Works Scheme (NEWS) designed to clean up Britain. This is in reply to your request to him to bring forward proposals.

The Scheme looks worthwhile and interesting. And it certainly sounds worth pursuing (though the Chief Secretary is huffy about it).

The difficulty is that Mr. Baker has rushed ahead without consulting. He has already lined up the private sector people to run it, and he planned (before his departure) an announcement for 9 June. Most of the initial money would come through Lord Young's provision of 5,000 Community Programme places, but the small remaining amount has no clear source. Mr. Baker has not committed himself to finding the money within his existing provision, and where the money will come from in later years is unclear. The Chief Secretary objects, and in effect wants NEWS to be considered in the Survey. DoE are concerned that Richard Branson, who is to be Chairman, will give up if there is a delay.

Agree that the Scheme looks very promising, but invite Mr. Ridley to discuss it further with Lord Young and the Treasury in the light of the Chief Secretary's comments?

MNR

for DAVID NORGROVE
23 May 1986

If we delay it - we shall lose it and those who have been enthused will be disillusioned. I have been drawing himself to get on with some scheme
MNR

CCBG



FROM: CHIEF SECRETARY

DATE: 23 May 1986

PRIME MINISTER

NEWS

FILE WITH H.B.

I, have seen Kenneth Baker's minute to you of 16 May about the proposed NEWS scheme. I agree that in principle environmental improvements are desirable, but I have a number of concerns.

2 Kenneth's proposals do not conform to the instructions on policy evaluation. He does not make it clear what is to be achieved, except in very general terms, or by when. The objectives listed in annex A of his minute are nothing more than general aims. For a new initiative of this kind, we need to be very clear in advance what the precise objectives are and what the expected outputs will be. We need objectives broken down into activities whose success can be measured.

3 I am concerned that Kenneth's proposals duplicate other DOE programmes. For example, the themes of better woodland management and improving rights of way are also the objectives of the Countryside Commission. On annex B, litter, the Councils which send staff on what would now become the free training course will not be bound to take up the scheme. I would be surprised if the training cost of about £400 per person was the main reason for the poor response from Councils in the past.

4 As described the proposed Board and secretariat sound rather like a quango. It is debatable whether they are essential. DOE and its existing quangos could operate directly with the voluntary organisations, which would make the lines of communication and responsibilities more clear cut.

5 Additional resources of £1.5 million would be required in 1987-88 and £2.0 million in 1988-89. Kenneth has just put in an extremely large bid for DOE programmes in future years. In the light of that, I do not see how I can pre-empt our Survey discussions for NEWS. Furthermore the costs might escalate rapidly if, as Kenneth expects, up to 35,000 people work on NEWS in later years. Kenneth wants business sponsorship to meet part of the costs of NEWS, but he does not say how much. I gather that the DOE/Countryside Commission scheme Groundwork has fallen well short of its target of up to 50 per cent of private sector sponsorship. This does not bode well for NEWS.

6 To summarise, the scheme as presently proposed has a number of loose ends. It lacks taut objectives and targets, it duplicates other DOE programmes, we do not know how much private sector sponsorship it is expected to attract and Kenneth does not offer the resources for it in future years. This is not a sound basis for a new initiative.

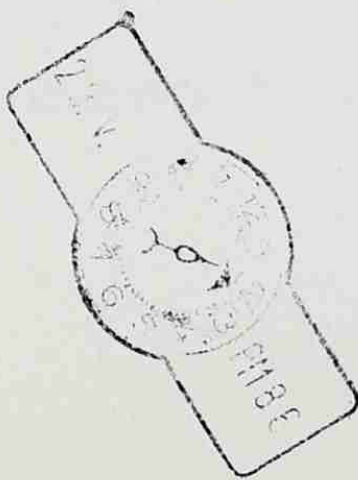
7 I am copying this minute to Cabinet colleagues, Richard Luce and Sir Robert Armstrong.



JOHN MacGREGOR

ENVIRONMENTAL
AFFAIRS

LITTER 12/85



Lord Ty O.K.

Treey with chat problems.

PRIME MINISTER

22 May 1986

NEWS

This scheme sounds excellent but it is easy to predict that it will put pressure on the Government to extend it. In the first year the 5,000 places provided by MSC with £750,000 from DoE will not reduce unemployment appreciably, but they will be 'high profile'. Officials say that some of the first schemes are clearing litter in Trafalgar Square and tidying up Offa's Dyke. This will increase expectations.

If we could quickly increase the numbers on this project we believe that the policy will be popular with the public. However, is there not a cheaper 'make-work' scheme? We also hope that News will continue to target older, and longer-term unemployed people, as it currently intends.

At the moment the News project includes your litter initiative entitled 'Campaign for the Millennium'. Do you want your initiative to stop with News or would you like us to think up something more the long term?



HARTLEY BOOTH



Cabinet Office

MANAGEMENT AND PERSONNEL OFFICE

From the Minister of State
Privy Council Office
The Rt. Hon. Richard Luce MP

CG 89

Great George Street
London SW1P 3AL
Telephone 01-233 8610

The Rt Hon Nicholas Ridley Esq
Secretary of State for the Environment
2 Marsham Street
LONDON SW1 3EB

21 May 1986

John Arundell

NATIONAL ENVIRONMENT WORK SCHEME

WITH MGA?

Kenneth Baker kindly copied me his submission of 16 May to the PM.

Naturally I share his enthusiasm for initiatives to "clean up Britain" particularly where these are combined with providing valuable work experience for those involved.

As Minister with responsibility for quango policy, however, I do not at present feel able to support the details of the proposed NEWS initiative. Our commitment to avoid setting up any new non-departmental public body (NDPB, or quango) unless this is demonstrably the most cost-effective way of achieving our aims, is a policy which has increasingly been lost sight of.

The body Kenneth describes - with a board and secretariat reporting to you - is certainly a quango. But his submission to the PM includes no analysis of how else the objectives of the NEWS initiative might be achieved. Why, for example could this initiative not be based within your Department? or within the MSC? or within one of the many voluntary organisations you plan to use as agents? There may be valid, cost-effective grounds for creating a new NDPB but these are not explained in his minute.

Copies of this go to the Prime Minister, other members of the Cabinet and to Sir Robert Armstrong.

Richard Luce

RICHARD LUCE



PRIME MINISTER

NATIONAL ENVIRONMENT WORK SCHEME NEWS

✓ 139
Await HB's minute.
Bf on 21/5.
MEM 19/5

You asked me to bring forward proposals to "clean up Britain". I am writing to let you know how I am going to make a start tackling the problem. I intend to set up an exciting new scheme to be called the National Environmental Work Scheme, NEWS.

NEWS will combine cleaning up the country with developing valuable skills and work experience for those involved. NEWS will tackle environmental problems and - in some cases - create new forms of enterprise. Formal detailed objectives for the scheme are at Annex A. It will initially run for 3 years. It will initially provide work for 5,000 unemployed people.

I am going to focus on broad themes. These will include greening the cities, conserving the industrial heritage, tackling litter, improving tourist experiences, better woodland management, and improving rights of way. There are other additional measures we can take specifically for tackling litter, and my proposals for these are set out in Annex B.

We are going to use existing proven national voluntary organisations as our agents to carry out the work. For the launch of NEWS these will be the British Trust for Conservation Volunteers, Civic Trust, Community Service Volunteers, the Groundwork Foundation, Keep Britain Tidy Group, and the Royal Society for Nature Conservation. These organisations have a good grounding in the type of work we want to encourage. Others will be invited to join later.

Each of these voluntary organisations will organise a range of projects. For the first year we shall look particularly for projects whose benefits can be seen in the short term. Work undertaken by NEWS will, of course, be additional to their own activities.



There will be a board responsible for co-ordinating the work of the voluntary organisations and this is one of the most exciting features of this scheme. All the somewhat diffuse energies of existing voluntary agencies will be drawn together under the guidance of successful private sector businessmen.

Richard Branson of Virgin will be Chairman. His flair and drive and the support of his companies will ensure a continuing impact for NEWS.

Jean Denton, who is head of PR at Austin Rover will also be on the board. As will Ernest Hall of Dean Clough in Halifax and John Pontin of Bristol, the Chairman of the Bristol 1000 project.

A small secretariat will be set up outside Government to support the board. The secretariat will exhort and advise, monitor performance against targets, organise and carry forward publicity and promotion, and attract business sponsorship. The board and secretariat will exercise day to day control of the initiative. They will report to me on progress and prepare plans for my approval to develop NEWS.

I shall require targets for each theme. I shall need to be convinced that projects offer value for money before signifying approval. The whole initiative will be reviewed by the end of 1987. This will allow an opportunity to reflect on whether the work should continue beyond 1988/9.

The manpower for NEWS will be provided by MSC places and volunteers. David Young has agreed to make available 5,000 Community Programme places for the first year. This will allow us to increase the amount of work undertaken on environmental projects to double that in 1984. In later years, I expect that up to 35,000 people could work on NEWS projects.



I want business sponsorship to meet part of the costs of NEWS. It is unlikely that business sponsorship will make a significant contribution within 1986/7 so I shall meet all first year costs from existing resources within my Departmental budget. I expect that the first year cost will be £0.75m. In year 2 the cost will increase to £1.5m, and in year 3 to £2.0m. This will provide the crucial topping up money for the various agencies to get the projects off the ground.

The Chief Secretary has asked me to say that he notes that I have not committed myself to funding the initiative within PES baselines from 1987/8 onwards. He has made it clear that there can be no question of additional resources above existing PES baselines.

I want there to be a rapid start on practical work. This means that NEWS will initially be limited to England, except for the additional proposals on litter that will also apply to Scotland and Wales. But I would be happy to see the whole initiative extended to the rest of Great Britain; my officials have already contacted the Scottish and Welsh Offices. I am separately in touch with Nicholas Ridley about the proposals he is preparing to deal with litter along roads.

I shall be making a public announcement of these proposals on 9 June. David Young, Richard Branson and the rest of the board will be with me then. I am planning a high profile launch with a press reception and exhibitions. To ensure maximum impact we hope to get some initial projects underway at once so that they can feature in the publicity at the launch.

I hope that you and colleagues are content with what I am proposing. I am convinced that this is just the new initiative that we need to link our vital objectives of environmental improvement and of giving our young people something constructive to do.



I am sending a copy of this minute to all members of the Cabinet,
to Richard Luce and to Sir Robert Armstrong.

D. Worsfold

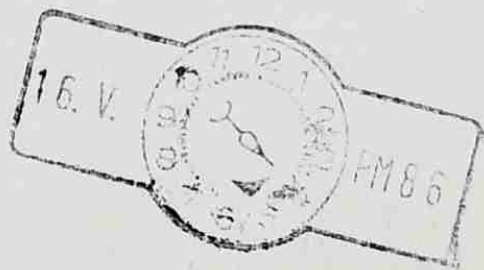
for

K B

16 May 1986

*Approved by the Secretary of State and
signed in his absence*

ENVIRONMENTAL AFFAIRS: letter: Dec 85



PERFORMANCE ASSESSMENT

Objectives

1. The initiative has three objectives
 - a. to increase the quality and quantity of practical improvements to the urban and rural environment;
 - b. to offer challenging and worthwhile work experience for CP participants and volunteers, fostering the development of skills and commitment to the environment;
 - c. to establish new enterprises based on the natural or manmade environment, particularly in resource management and tourism.

Themes

2. The initial focus will be on projects appropriate to 6 broad themes which have policy priority: greening the cities, restoring the industrial heritage, tackling litter, improving tourist experiences, better woodland management, improving rights of way.

Outputs

3. The output measures envisaged are numbers of projects (for objective a.), numbers of participants (objective b.), number of permanent new jobs (objective c.). Projects within the themes will meet the three objectives to varying degrees. Targets for the outputs by theme will be set for each year of the initiative.

Monitoring

4. Each agent will contract to establish projects within one or more theme for which appropriate targets will be set. It will be the task of the Board and Secretariat to monitor the progress of agents in meeting those targets and the VFM achieved by projects within particular themes. Experiences of the first years work will inform decision on changing the balance of the initiative between themes or introducing further themes with potentially high VFM in second and third years.
5. To achieve this the Board will be required to establish a quarterly monitor of the progress of agents, initially in getting projects set up and subsequently in the performance of projects. The Board will report annually to the Department and advise on the budget for the subsequent year, as part of their forward plan for development of NEWS.
6. The initiative will be reviewed by the end of 1987 to inform a decision on whether it should continue beyond 1988/9.

Eligibility

7. Work will be eligible for support under NEWS if it improves the appearance of an area, makes it more accessible to the public or improves its amenity for members of the public, or leads to changes in use of the area that are

to the benefit of members of the public. Projects will be expected either themselves to last for several years or to have longer term benefits. Work that benefits tourism, or affects large numbers of people, will be a priority.

8. Work will concentrate on tasks and subjects that match the responsibilities, within Government, of the Department of the Environment and its relevant NDPBs. Each project must be acceptable to local interests for the work to go ahead. Projects whose objectives are more appropriate to other projects would not be eligible for support under NEWS.

LITTER: ADDITIONAL MEASURES

There is a distinction between shorter term action to deal with the litter problem, and longer term measures to deal with its underlying cause. In the shorter term, since much of the litter problem stems from the inefficient handling of waste, as well as public attitudes, action to tackle it needs to be based on the district and borough councils who are the waste collection authorities and who are close to the local communities. They need to be pressed to improve their waste management practices.

The Keep Britain Tidy Group (KBTG) Community Environment Programme has already helped to stimulate some improvement in the waste management policies and practices of those councils which have adopted it. It also involves local communities (including schools), commerce and industry in local initiatives to deal with litter. I propose to encourage more councils to adopt this programme.

This will not be a new burden on local authorities, but simply pressure for better management. To help, I propose to pay for training local authority staff in this work. I can do this by means of a grant to KBTG to cover the fees which they normally charge for training staff of district councils which implement the Community Environment Programme. This will provide capacity to train at least one representative from those 380 District Councils that have not yet sent people on this course and from County Councils that wish to participate. The cost of this grant is included with the £0.75m set aside for NEWS initiative in its first year.

In support of these short term initiatives, I recommend that the following approaches which might bear fruit in the longer term:

- a. we should approach the Magistrates Association asking them to recommend heavier penalties for contravention of anti-litter laws, particularly for fly tipping;
- b. we should invite the Industry Committee on Packaging and the Environment, and retailing interest, (including the Take-Away Food Federation, and the Brewers Society) to set up a study of how their members could adapt their practices further to reduce potential litter;
- c. we should prepare and put out to consultation, proposals to empower local authorities to require anyone whose activities are recurrent sources of litter to adopt specified means of handling their waste on the "polluter pays" principle - particularly such businesses and fast food outlets.

In the longer term we also need to think seriously about the quality of design in urban areas, particularly since this has an effect on the way people feel about their environment and their willingness to protect it. My Department is discussing with the Royal Fine Arts Commission how we can encourage greater awareness of the need for high standards here.

MR FLESHER

27 March 1986

LITTER

The Prime Minister was expecting a set of proposals from DoE by Easter. DoE have prepared some plans but have sent them to other Departments.

Litter is being taken as part of a new employment scheme - to clean up Inner Cities.



HARTLEY BOOTH



10 DOWNING STREET

She Vadelward is
sending me a report on
where they have got to.
We can then decide how to
proceed. MBIA 17/3

Prime Minister ①

This is a worrying report suggesting devising program with DoE or litter. They must surely involve D/employment and the Home office. If you agree, I will write asking them for a program report.

14 March 1986

MR ADDISON

Mon 14/3

We had letter

LITTER

Have a meeting of the 3 Dept - I will be in the chair. MB

By SV (2023)

I saw Mrs Rumbold this week. DoE plans are circumscribed by the following two restrictions: they have no funds and no legislative slot. Mrs Rumbold is keen to raise funds from the private sector but not surprisingly their forthcoming plans are dismal bricks made without straw. However, they plan to encourage better handling of rubbish; to encourage bio-degradable rubbish and to publish some sort of list that would embarrass bad local authorities. They want to be tough on fly-tipping and might produce an award scheme for the best towns. As for Mr St John Stevas's clutter experiment, this is being pushed off into the long term. The high point of the endeavours of the Departments amount to two things:

1. exhortation of local authorities and
2. schemes under the MSC programme to use young workers to clean up litter coupled with use of the CP to the same end.

I am dissatisfied with progress and am researching further. I am also unhappy that the Department were not keen to involve other Departments in widening their limited horizon.

HARTLEY BOOTH

MR. BOOTH

BEAUTIFIED BRITAIN

Thank you for your note of 7 March. Without knowing more about the work DOE has in hand, it is difficult to offer you much by way of comment. But I take it that, if the Royal Fine Art Commission are involved, we are talking about more than litter and dirty gutters.

My feeling is this. Architecture, aesthetics, planning and the urban structure may leave a lot to be desired. But the focus of this campaign should be elsewhere, viz keeping it clean whatever it happens to be. One might stretch this a little further to putting derelict land to good use, converting bomb sites to urban gardens and so on. But the first priority is litter.

Litter needs somebody to drop it and (ideally) somebody to pick it up. Enforcing the law to prevent the former must require a Home Office input. Dealing with the latter might sensibly call on the energies of those who are unemployed. I know one of the Prime Minister's key concerns is to develop the MSC's input, though one of the difficulties here would be developing a "high quality training scheme" whose main task was to clean the streets.

I can certainly see some advantages in an interdepartmental group looking at this though I should have thought this ought to flow from a remit from H. When a paper goes to H, we shall need to make sure the Prime Minister has a chance to comment before it is discussed.

MARK ADDISON

7 March 1986

EL3AXS

THE BEAUTIFY BRITAIN CAMPAIGN

The present progress is as follows:

1. A Committee under Mr Ponsford at DoE has prepared an initial paper to go to Mrs Rumbold this weekend. I have read this paper. It is on proposals that the Government could put in hand to tackle the problems of litter and urban filth. I am quite impressed with the scale of the proposals, but fear that they do not amount to the type of campaign the Prime Minister had in mind.
2. Mrs Rumbold's Private Office are keen that Norman St John Stevas' suggestions on standards of design, which stem from the Royal Fine Art Commission, should be incorporated in the campaign.

Mrs Rumbold has not yet considered or discussed these proposals with her colleagues. When she has done so, she will send them to H Committee. I am being included early in the process, and will be having talks with Mrs Rumbold on the afternoon of 12 March. I will report again afterwards, but must ask for any comments that you may have so that I can include them in the plans for the DoE. I shall propose to Mrs Rumbold that she might consider convening a cross-Ministry Committee. If the Beautification of Britain Campaign is to attract the public imagination, and be as effective as the Prime Minister might like, we must involve more than DoE.



HARTLEY BOOTH



10 DOWNING STREET

From the Private Secretary

4 March 1986

LITTER IN ST. JAMES' PARK

Thank you for your letter of 3 March. The Prime Minister has noted your Department's efforts to tackle the litter problem in the Park on the one hand and to improve productivity on the other, and she looks forward to seeing your Secretary of State's proposals on the wider issue of litter shortly.

(Mark Addison)

Miss Sue Vandervord,
Department of the Environment

BM

PRIME MINISTER

LITTER IN ST. JAMES' PARK

You asked Mr Baker at your meeting to discuss Value for Money about the problem of litter in St. James' Park. The DOE report is attached. DOE are trying to pursue a policy of cutting staff but improving productivity, and are calling in consultants to advise them. DOE fairly note that litter collection is inevitably staff intensive. You will be looking at the proposals on the wider issue of litter, which the Secretary of State will shortly be coming forward with, to see how he proposes to harness the efforts of the unemployed in this direction.

Important as St. James' Park is, by London standards its litter problem is not a severe one. There is an enormous amount to be done, particularly in areas outside the centre, in tackling the problem of clearing up the rubbish which others leave behind. And we also need to look at the other side of the coin, and encourage the British to behave more like other North Europeans and to refrain from treating public places as areas which it is somebody else's responsibility to keep clean.

For now, you may wish simply to note the DOE efforts to contain staff numbers on the one hand and to tackle the litter problem in the Park on the other, and say you look forward to seeing the Secretary of State's proposals on the wider issue.

Content?

Yes

Julie Bowers

AP Mark Addison
3 March 1986



CLBG

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

3 March 1986

Dear Mark

LITTER IN ST JAMES' PARK

The Prime Minister asked my Secretary of State to look further into the problem of litter in St James' Park following our recent presentation of VFM.

The traditional methods of clearing up litter are manpower intensive. But we have reduced the staff in St James' Park over the last six years by 33%, under our policy of cutting back on civil service numbers.

We have, however, been pursuing a number of ways in which the litter problem may be effectively combatted. In the first place, we have on a trial run a "Gem" compactor, which enables litter from the bins to be collected and compacted on the spot. This enables the litter collection vehicle to make fewer trips, increasing its productivity and the rate of collection. We have been looking at the experimental use of a "Wander" hose, which was designed for industrial use outside, and is meant to be capable of sucking in a variety of pieces of litter.

At the height of the summer season, further wire containers are placed near every bench to increase the number of litter bins and thus ensure that the public have somewhere to deposit litter. These are not particularly attractive, so during winter time we do not wish to have too many containers out, and therefore restrict this to the standard "tulip" litter containers currently there. We are, however, looking into the possibility of either purchasing or having specially designed new and more effective litter containers which could be used throughout the Royal Parks.

The truth, however, is that a really effective litter collection scheme does depend in the final analysis on fairly large numbers of active staff on the ground seven days a week - this is the lesson which commercial operators in, say, the United States have discovered. This poses problems, given the staffing constraints, especially on Saturdays and Sundays. We have, however, commissioned some experienced consultants, to see whether it is possible to improve the productivity of our industrial work force in the Royal Parks. We have some hopes that the results of a thorough investigation by the consultants will enable us to use

the existing hard pressed staff more effectively.

On the wider issue of litter, discussed by Cabinet on 5 December (CC(85)35th), my Secretary of State will be putting proposals to colleagues shortly.

Yours sincerely

Sue Vandervord

MISS SUE VANDERVORD
Private Secretary

file JA

MR. BOOTH

LITTER

You will remember that the Secretary of State for the Environment agreed, after the Conservation lunch, to consider mounting a campaign to tackle the country's litter problem. The possibility of using Community Programme and YTS participants to help in a clean-up exercise was also raised. The Prime Minister referred to the general issue of cleaning up derelict sites at the Sainsbury Group meeting. Finally you may know that litter was raised at Cabinet last week.

I understand from DOE that Mrs Angela Rumbold is taking the lead within the Department on this. I was glad to hear from them that the Home Office will be involved in their discussions. In view of the Prime Minister's interest in the subject, I think it would be helpful if you kept in quite close touch with the Department's work.

MARK ADDISON

11 December 1985

CITY OF WESTMINSTER BILL

briefing for

THE RIGHT HONOURABLE MARGARET THATCHER P.C., M.P.
THE PRIME MINISTER

1. What the Bill Does.
2. Justification for the Bill.
3. Questions Answered.
4. Copy of the Bill.
5. Press Cuttings

City Solicitor
City Hall
Victoria Street
LONDON SW1

WHAT THE BILL DOES

It proposes a system of fixed penalty tickets for offences under the Litter Act 1983 which would otherwise require prosecution or, more likely, go unpunished.

It does not introduce a new offence of dropping litter. This offence is already on the statute book.

The fixed penalty proposed is £10 which compares with a potential £400 for prosecution under the Litter Act.

It proposes that fixed penalty tickets would be issued by the police or by authorised local authority officers who had reasonable grounds for believing that a Litter Act offence had been committed.

It would be an offence to fail to give a name and address to an authorised officer.

Paying a fixed penalty would be an alternative to prosecution.

The choice of paying or going to court would lie with the person receiving the ticket.

Money from fixed penalty tickets would be paid to the City Council which would use it to defray the costs of the system. Any surplus would be spent on environmental improvements.

JUSTIFICATION FOR THE BILL

THE SIZE OF THE PROBLEM

The litter problem is increasing. Each day Westminster's sweepers remove 90 tons of litter dropped by passers-by (this is in addition to the 700 tons of refuse collected from premises each day). In the last 3 years the amount of litter removed has increased by 20%. The majority of visitors to Britain visit the Westminster area and no doubt judge the country by what they see here.

PREVIOUS ATTACKS ON THE PROBLEM

The Cleaner City Campaign was launched in 1980. It included:

- more collections;
- more street sweeping;
- sponsored bins;
- encouraging public participation;
- giving advice and guidance.

Since 1980 over 3,000 extra litter bins have been provided in the city, 500 of them the subject of sponsorship agreements. More recently Trust House Forte have agreed to purchase two mechanical suction sweepers to improve street cleanliness in the West End. Fast food establishments have been encouraged to take responsibility for streets outside their premises.

Recently a further five enforcement officers have been appointed.

THE WAY FORWARD

Despite these efforts the litter problem continues. The Litter Act 1983 has clearly failed to control the problem. Nationwide there has been a singular lack of prosecutions. The police have more important matters to deal with but the lack of enforcement has brought the law into disrepute.

In many ways a criminal conviction for dropping litter is inappropriate since this is more anti-social than criminal behaviour. The fixed penalty system would be a better way of letting the punishment fit the crime, although prosecution would still be available for more serious offences.

A NEW IDEA?

Westminster is not putting forward any revolutionary proposal. This type of procedure is well precedented in Road Traffic Act offences. Parking tickets have been with us now for 20 years and more recently a much wider range of traffic offences has been covered by similar provisions. It is not only in the sphere of traffic offences that fixed penalties exist. Although the powers have not yet been brought into force, Parliament has conferred a power to impose on the spot fines for fare dodgers in the London Regional Transport Act 1984. In addition, in Northern Ireland there are fixed penalty fines for certain offences relating to the control of dogs.

QUESTIONS ANSWERED

Q. What does the Bill do?

- A. It aims to make the enforcement of the existing litter laws in Westminster simpler and more effective.

Q. What is wrong with the existing law?

- A. That there is something wrong with the existing law is evident from the limited number of prosecutions carried out despite an ever increasing problem of litter. The existing legislation is a sledge hammer to crack a nut. If it is used at all its procedures are cumbersome and expensive and if a person is found guilty it results in a criminal record for something which is frequently behaviour best described as anti-social rather than criminal.

Q. What is the likely cost of a prosecution under the Litter Act?

- A. It all depends but the likely cost would be at least £200 for an average fine which is likely to be less than £40.

Q. How would Westminster's proposals work?

- A. A person who leaves litter would be given a fixed penalty ticket giving him a choice of paying a fine of £10 or being prosecuted with a maximum possible fine of £400.

Q. Would you be obliged to pay a fixed penalty fine?

- A. No. If you wanted to you could refuse to pay a fixed penalty fine. However, if you did refuse then you might still be prosecuted under the existing law and face a possible fine of ten times the fixed penalty AND get a criminal record.

Q. Who will issue fixed penalty tickets?

- A. Either the police or authorised local authority employees who will be able to issue the notices just as police and traffic wardens do already for parking tickets.

Q. Is this a revolutionary arrangement?

- A. No. An equivalent arrangement has been in existence for 20 years for illegal car parking and recently similar provision has been made in respect of a wide range of road traffic offences. It should be noted that the fixed penalty arrangements under the Transport Act 1982 are much more draconian than anything which Westminster is proposing in that for road traffic offences you can receive a criminal conviction without the matter necessarily going to court at all.

Q. Why does Westminster need this Bill?

A. Westminster has local, regional and national importance for shopping and tourism. It is the heart of the Capital and should be a showpiece for the United Kingdom.

Q. Have any other local authorities sought similar powers?

A. Not yet but a number of them including Manchester have expressed great interest in the proposals that Westminster's put forward.

Q. How would the Bill make the enforcement of the law simpler?

A. It would not involve prosecution for a criminal offence. No additional burden would be imposed on the already overcrowded courts because the administration of the system would be undertaken by the City Council.

Q. How would law enforcement become more effective?

A. Because the manpower resources involved would be principally directed to warning offenders and issuing fixed penalty tickets, rather than in undertaking prosecutions. Prosecutions are not only relatively expensive but also waste much enforcement time in court appearances etc.

Q. Won't the Bill be very expensive to enforce?

A. No. The City Council has a multi-purpose inspectorate which enables one officer to take responsibility for a wide range of tasks. The manpower implications and the costs of operation would therefore be relatively small. The collection of fines would be undertaken by the City Treasurer who already administers excess parking charges from parking meters.

Q. Won't people simply ignore fixed penalty tickets that are issued?

A. Some may but if they do they run the risk of maximum fines of £400 under the litter laws which already exist rather than taking a fixed penalty of £10. This difficulty has been experienced with parking tickets but it has not been thought desirable to abandon that system.

Q. Why is this law needed now?

A. The litter problem is increasing. Westminster's dustmen remove 212,000 tons of rubbish in 1985/86. Each day 800 tons of rubbish is removed from the City and 90 tons of this represents litter which is just simply dropped in the streets by passers-by.

Q. Doesn't this proposal offend civil liberties requiring as it does the giving of names and addresses by members of the public?

A. No. If the existing law - the Litter Act 1983 - is to be enforced then it is necessary to know the identity of the person believed to have offended. The only way to do this is by asking.

Q. Isn't Westminster taking on a new role?

A. No. Parliament has already given powers to Local Authorities in Section 1 of the Litter Act 1983 to enforce the litter laws.

Q. Isn't this sort of job best left to the police?

A. Parliament has decided that the job should be both for the police and local authorities. The demands on police time are great and it is sensible for local authorities to have responsibility for the less serious criminal offences such as dropping litter.

Q. Won't we see injustice and tyranny with Town Hall bureaucrats issuing penalty tickets at random?

A. Before being "authorised" to issue penalty tickets Westminster Enforcement Officers will be thoroughly trained. Since many of them are ex-police officers they already have much experience of dealing with the public.

Q. Isn't it possible that accidental dropping of a piece of paper or dropping of a small sweet wrapper could result in a penalty ticket being issued?

A. The Enforcement Officers would always ask a person they believed to have dropped litter to pick it up. Only if there was a refusal would a ticket be issued. The law is already very clear that an offence cannot be committed if you deposit litter but then immediately clear it up.

Q. Won't a lot of children be issued with tickets?

A. No. The law already imposes restrictions on the prosecution of children under 14. Even if a ticket was issued in mistaken circumstances the whole matter would be reconsidered by lawyers before a prosecution was instituted and if this fail-safe device did not operate there would still be independent consideration of the matter by the courts.

Q. Hasn't the Council leapt to the conclusion that fixed penalties are the answer before trying other measures?

A. No. The Council has tried a variety of initiatives culminating in the Cleaner City Campaign which has been in operation for 6 years. Many aspects of that campaign including the Sponsored Litter Bin are now being imitated by other authorities.

Q. What will be done with any surplus monies raised from fixed penalties?

A. The Bill requires any surplus after the costs of enforcement have been met to be used in enhancing the environment or amenity of the City.

City of Westminster

ARRANGEMENT OF SECTIONS

Section

1. Short title.
2. Interpretation.
3. Offence to which this Act applies.
4. Procedure
5. Payment of fixed penalty.
6. Amount of fixed penalty.
7. References in proceedings to notices and fixed penalties under this Act.
8. Fixed penalty notice.
9. Powers of officers.

SCHEDULE—Notice of opportunity to pay fixed penalty.

A
BILL

To make further provision for the enforcement of the Litter Act 1983 in the City of Westminster. A.D. 1986.

WHEREAS—

- (1) The City of Westminster (hereinafter called “the city”) is a London borough under the management and local government of the lord mayor and citizens of the city:
- 5 (2) The city has local, regional, national and international importance for shopping and tourism:
- (3) It is expedient to provide for the improved enforcement of the Litter Act 1983 within the city: 1983 c. 35.
- (4) It is expedient that the other provisions in this Act should be enacted:
- 10 (5) The purposes of this Act cannot be effected without the authority of Parliament:
- (6) In relation to the promotion of the Bill for this Act the requirements of section 239 of the Local Government Act 1972 have been observed: 1972 c. 70.

May it therefore please Your Majesty that it may be enacted, and be it enacted, by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

- Short title. 1. This Act may be cited as the City of Westminster Act 1987. 5
- Interpretation. 2. In this Act—
 “authorised officer” means an officer of the council authorised by the council in writing to act in relation to the provisions of this Act;
 “the city” means the City of Westminster;
 “the council” means the council of the city. 10
- Offence to which this Act applies. 1983 c. 35. 3. This Act shall apply to an offence under section 1 of the Litter Act 1983.
- Procedure. 4.—(1) Where a constable or an authorised officer finds a person on any occasion and has reason to believe that on that occasion he is committing or has committed an offence to which this Act applies in the city he may give that person a notice in writing offering the opportunity of the discharge of any liability to conviction of that offence by payment of a fixed penalty under section 5 (Payment of fixed penalty) of this Act. 15
 (2) A person to whom a notice is given under this section in respect of an offence shall not be liable to be convicted of that offence if the fixed penalty is paid in accordance with the said section 5 before the expiration of 14 days following the date of the notice or such longer period, if any, as may be specified in the notice. 20
 (3) Where a person is given a notice under this section in respect of an offence proceedings shall not be taken against any person for that offence until the end of the period of 14 days following the date of the notice or such longer period, if any, as may have been specified in the notice. 25
 (4) A notice under this section shall be in the form prescribed by section 8 (Fixed penalty notice) of this Act and shall give such particulars of the circumstances alleged to constitute the offence as are necessary for giving reasonable information of the offence and shall state— 30
 (a) the period during which, by virtue of subsection (3) above, proceedings will not be taken for the offence;
 (b) the amount of the fixed penalty; and
 (c) the person to whom and the address at which the fixed penalty may be paid. 35
 (5) In this section “proceedings” means any criminal proceedings in respect of the act constituting the offence specified in the notice under this section, and “convicted” shall be construed in like manner.
- Payment of fixed penalty. 5.—(1) Payment of a fixed penalty shall be made to or at the office of the city treasurer. 40
 (2) Sums paid by way of a fixed penalty for any offence to which this Act applies shall be applied by the council—
 (a) to meeting the expenses of the council in implementing the provisions of this Act; or
 (b) to enhancing the environment or the amenity of any part or parts of its area. 45

- 5 (3) In any proceedings a certificate that payment of a fixed penalty was or was not made by a date specified in the certificate to or at the office of the city treasurer shall, if the certificate purports to bear the signature of the city treasurer, be sufficient evidence of the facts stated unless the contrary is proved. In this subsection the word "signature" includes a facsimile of a signature by whatever process reproduced.
6. The fixed penalty for an offence to which this Act applies shall be an amount equal to one tenth of level 2 on the standard scale. Amount of fixed penalty.
- 10 7. In any proceedings for an offence to which this Act applies, no reference shall be made to the giving of any notice under this Act, or to the payment or non-payment of a fixed penalty under this Act, unless in the course of the proceedings or in some document which is before the court in connection with the proceedings reference has been made by or on behalf of the accused to the giving of such a notice, or, as the case may be, to such a payment or non-payment. References in proceedings to notices and fixed penalties under this Act.
- 15 8.—(1) A notice under section 4 (Procedure) of this Act offering the opportunity, by payment of a fixed penalty, of the discharge of any liability to conviction of an offence to which this Act applies shall be as specified in the form set out in the Schedule to this Act. Fixed penalty notice.
- 20 (2) A notice specifying an alleged offence shall contain a reference to section 1 of the Litter Act 1983. 1983 c. 35.
- 25 9.—(1) An authorised officer on production, if required, of his credentials, may where he has reasonable grounds to believe that an offence to which this Act applies is being committed or has been committed, request the name and address of any person who, in his opinion, is committing or has committed the offence. Powers of officers.
- (2) Any person who, on being asked for his name and address under this section, does not give them shall be guilty of an offence and shall be liable on summary conviction to a fine not exceeding level 1 on the standard scale.

SCHEDULE

NOTICE OF OPPORTUNITY TO PAY FIXED PENALTY

PART I

City of Westminster Act 1987

Serial No. 5

To:

Address:

.....

.....

You were seen at/in 10

on at in circumstances giving me reason to believe that an offence, details of which are given below, was being committed or had been committed.

Signature Authorised Officer
Westminster City Council 15

If before the end of days from (date) the sum of £ being the fixed penalty for the offence is paid to the City Treasurer at proceedings will not be taken for the offence and any liability to conviction of the offence will be discharged. Payment may be made in person or by post. Cheques, postal orders or money orders should be made payable to the Westminster City Council. If cash is being sent this should be by registered post. In the case of payment made by post, sufficient time must be allowed to ensure that the payment is received by the City Treasurer within the time specified for payment. 20

Part II of this notice must accompany the payment to the City Treasurer or alternatively the serial number of the notice must be quoted. If the fixed penalty is not paid you will be liable to legal proceedings. 25

PART II

Serial No. of notice

To the City Treasurer, Westminster City Council,

..... 30

(insert address of City Treasurer)

I enclose the sum of £ as payment of the fixed penalty for the offence mentioned in Part I of this notice.

Name (in block capitals)

Address (in block capitals)..... 35

.....

CITY OF WESTMINSTER

A

BILL

To make further provision for the enforcement of the Litter Act 1983 in the City of Westminster.

SESSION 1986-87

G. M. IVES, ESQ.,
P.O. Box 240,
Westminster City Hall,
Victoria Street,
Westminster SW1E 6QP,
City Solicitor.

SHARPE, PRITCHARD & CO.,
Queen Annes Chambers,
3 Dean Farrar Street,
Westminster,
London SW1H 9JX,
Parliamentary Agents.

This land of litter that shames us all

The law that is far too weak

THE Prime Minister's clean-up call gave a boost yesterday to the never-ending battle against litterbugs.

Watchdog groups welcomed her outburst and believe it could stir the country to do something about the filth that disgraces our streets.

But some campaigners say the law is not tough enough.

They want litterbugs to be fined on the spot, as on the Continent and in Australia.

Kenneth Oldfield, spokesman for Keep Britain Tidy, which employs 1,700 police people in community programmes,

said: "Our No 1 task is to change the public's attitude. Other countries don't have litter problems either because of stricter laws or national pride."

"We have to change the couldn't-care-less attitude that affects many parts of Britain."

The maximum fine for dropping litter is £400, but it is rarely imposed in the few cases that come to court.

Police say they have neither the time nor the manpower to act as litter wardens.

Britain has become a dirty joke

CONGRATULATIONS to comedian Dave Allen who goes up to people chucking rubbish in the streets and says: 'Please, put it in the bin.'

And I suggest we all pluck enough courage to follow his example before we find ourselves living in the tattiest country in Europe.

Every lay-by is festooned with beer cans, every rural wood overflowing with trash, and our city streets are shaming.

It's symptomatic of something far deeper than mere laziness and sluggishness.

It's all part of the 'Sod you, mate, I know my rights, it's a free country innit?' syndrome.

Well it isn't free for the despoilers to wreck and ruin and it's about time we said so—loudly, persuasively and every day.



Dave Allen: tidy

The Branson clean-up brigade go into action

By Angella Johnson

The first members of Mr Richard Branson's clean-up-Britain brigade were out in Trafalgar Square yesterday for the first run of a project aimed at making the famous London landmark a brighter and friendlier place for visitors.

They will be among 20 young unemployed Londoners, hoping to bring a little colour to the square when they move in to act as "VIP Hosts" to hundreds of tourists on October 21.

Wearing bright red jumpsuits and armed with information leaflets about the

square and London, the youngsters aim to act as friendly tourist guides while at the same time helping to encourage people to keep the area clean.

Yesterday the first "VIP Hosts" came informally dressed with their mops and buckets to give the square a cursory clean up in preparation for the big day.

The project is organized by Community Services Volunteers, one of several agencies and groups taking part in UK 2,000, the Government sponsored environmental scheme headed by Mr Branson, the millionaire airline owner.

Caught Stead in the act 4/6/86

I ENTIRELY agree with the Prime Minister's expression of horror at the filth she saw on the streets when looking out of her car window during her journey from Heathrow to Downing Street.

However, neither the Government nor the local councils are at fault. The blame lies fairly and squarely on the members of the public, adult and children, who over the past few years have been befouling our highways and byeways with their rubbish without a word of censure or even mild criticism being directed at them.

Successful prosecutions and fines would help, but I wonder how many people are actually caught in the act and then charged? Jack Conrad, Wentworth Close, Finchley.

Time to get tough with the litter louts

Declaring war on London's litter menace

LONDONERS could face on-the-spot fines for dropping rubbish with a ban on give-away newspapers and other hand-out in public places.

The London Boroughs Association, in a move to make the polluter pay, wants new laws to end the distribution of free literature outside Tube stations and other busy points, leaflets left on car windscreens and more controls on take-away food shops.

In a separate move, Westminster City Council, which takes in Central London and has the capital's biggest rubbish problem, wants legislation to bring in instant fixed penalties for litter-makers.

Standard Reporter

Westminster has called in Parliamentary Agents to consider drafting a new Bill with powers to license take-away food shops, waste contractors and to require adequate rubbish-storing areas on premises.

Legislation

The association is now consulting other local authority bodies and the Environment Department on new laws. Eventually, Westminster's proposals could be taken into a new Bill.

The LBA legislation has been urged by Kensington and Chelsea, which has just spent

£250,000 improving street sweeping in some of its busiest areas—Kensington High Street, South Kensington, Gloucester Road and Notting Hill Gate.

Mr Simon Randall, association housing and works committee chairman said: "An Environmental Amenities Act has been recommended to bring existing and proposed legislation together to make enforcement on the basis that the polluter pays."

Litter and commercial rubbish—untied bags left outside shops for collection—are one of the worst environmental problems London faces, he said.

Anti-litter legislation was planned by the GLC in its last General Powers Bill but never went ahead.

Mrs Elizabeth Hoodless, executive director of CSV, said: "The idea for this particular project came after I had visited Trafalgar Square with my young son on several occasions. We found the place particularly hostile and alienating, devoid of signposts, a tourist information centre or policemen."

"The only people to give visitors directions or advise where to go for help are the bird seed sellers or official photographers."

When the project starts, appropriately on Trafalgar Day, Mrs Hoodless hopes it will humanize the square, making it a friendlier place to visit.

Mr Lesley Walters, who has been selling seeds to feed the pigeons in the square for over 20 years, says he answers thousands of queries each week.

"Mostly they want to know how to get buses and where Buckingham Palace or the Tower of London is. But the majority of questions are about how to get to the toilets, which are in the Underground station."

The youngsters will not only be expected to act as tourist guides, they will also be helping to keep the square clean. They will be on duty from morning to dusk with personal radios linking them to the London Convention and Visitors' Bureau and will be able to call up the police for help if necessary.

The Manpower Services Commission is funding the campaign and youngsters taking part are to be paid £69 per week.

Other projects being considered for UK 2,000 include a National Junk Day, a scheme to clean up beaches, tidying up Lambeth Palace and opening it to the public, and turning Tynemouth station in the North East into a visitors' centre.

'Grubby' Britain a tourist turn-off

by TERRY TYLDESLEY

BRITAIN is dirty, ill-mannered and a real turn-off for foreign visitors, it was claimed yesterday.

Among those under fire were "frosty" museum attendants, "surlly" waiters and waitresses, taxi drivers obsessed with tips, and clock-watching pub landlords.

Former English Tourist Board chairman Michael Montague, said: "We urgently need a whole new national attitude to personal charm and public cleanliness."

Speaking at a tourism and leisure conference in Stoke-on-Trent, he said: "We need tourists very badly and for years I have been drawing attention to the problem of severity, hospitality and general grubbiness."

"Tourist attractions are awash with litter and city streets are lined with black plastic rubbish sacks."

Polite

Foreign visitors to Britain have nearly doubled since 1973, bringing in over £3.5 billion and creating 50,000 new jobs a year.

But Mr Montague said: "I am not satisfied that we aspire to the higher standards of service or cleanliness. Anyone who has been to the United States will appreciate this point."

"I am not suggesting we institutionalise the catchphrase 'have a nice day' but we could be more polite and pleasant, and more professional."

An English Tourist Board official said: "There's always room for improvement. Until recently the industry has been regarded as second-class, so people are not happy working in it."

"But in a recent survey by the London visitors service, 85 percent of those interviewed thought the city was a friendly place."

● A leading economist and former Treasury adviser called for a massive increase in charges at Britain's major toll bridges and tunnels.

Professor Ray Rees, head of economics at University College, Cardiff, claimed increases of up to 2,500 percent would reduce congestion and wear.

LET'S CLEAN

UP DIRTY

BRITAIN!

Even the Act is—er, rubbish

by James Hughes-Onslow

A COPY of the Litter Act, 1983, has fallen into my hands — and a fine load of waste paper it is, too.

Originally introduced in 1958 and amended in 1971, the Act totals 22 pages, most of them trying to define rubbish and what constitutes a public place—things we all know when we see them—but offering no useful suggestions on what to do about the problem.

Litter experts recall that in 1958 there was no litter worth mentioning, which is probably why the Act is worded like an arcane academic exercise.

They point out that Britain is a much more untidy place with a litter Act than it was without one.

The maximum fine for dropping litter in the street is £200, although in practice penalties for first offences are unlikely to exceed £20 in magistrate's courts. Bringing an action would be more expensive than it is worth.

In fact, the law seems designed to make fools of anyone who tries to improve the environment.

To obtain a conviction the policeman has to ask for the litterbug's name and address—dropping litter is not an arrestable offence—and the chances are that the offender is a tourist who will be safely at home by the time the case comes to court.

Even local offenders can refuse to identify themselves if they do not wish to cooperate.

Police who try to enforce the law against more serious offenders, restaurants that leave piles of rubbish in the streets in insecure bags, face even greater difficulties.

Who is responsible? The waiter who does the thankless task or the manager of the establishment?

By a curious anomaly which makes it an offence to allow dogs to foul footpaths, it is perfectly all right to take your dog in a mews where it can do what it likes on your least favourite person's front doorstep.

In the good old days when Jeremy Thorpe was Liberal leader, he used to embarrass litterbugs by tapping them on the shoulder and asking them politely if they knew they had dropped something.

Until Lady Porter's plan for on-the-spot fines comes in, this is about as much power as the police have.



Maggie... war on trash

Minister of Litter to lead Maggie's battle

By TREVOR KAVANAGH

PREMIER Margaret Thatcher declared war on Britain's "appalling" litter problem last night.

The sight of scruffy London prompted her to appoint a Minister for Litter after flying back from her trip to neat and tidy Israel.

The 15 miles of roads from Heathrow to London were cluttered with scrap paper and discarded drink cans.

Mrs Thatcher told aides she planned to contact new Environment Secretary Nicholas Ridley as soon as she got back to Downing Street.

And his deputy, John Patten, is expected to get the job of cleaning up Britain.

Clean-up

The Prime Minister launched her paper chase after telling colleagues: "This gives visitors a terrible first impression."

● MRS THATCHER returned with plans for a secret Arab-Israeli peace deal, by-passing the terrorist PLO.

And she pledged she would not abandon her search for peace even if the PLO launched reprisal attacks against Britain.

The Sun Says—Page Six

PREVIEW

Going for a clean sweep of London

THE swarms of visitors who pack central London each day leave a giant calling card — 800 tons of rubbish.

And for the boys of the City of Westminster cleansing department, who are responsible for tidying up many of the capital's landmarks and shopping streets, the piles of bottles, cans and rotting food scraps are a giant headache.

Jane Oliver, producer of tonight's documentary *The Boys from the Smelly Stuff* (BBC1, 9.40pm), which features Westminster's dustmen, says making the film opened her eyes.

"It's a war against the dirty British public," she says. "People don't realise the problems

by RUSSELL NEWMARK

dustmen face, or have a clue what happens to their rubbish."

The film was shot in July, when the dustmen were meeting one of their biggest challenges — the Royal Wedding. The capital was packed with tourists, but bins had been removed and public toilets closed for security reasons. And, of course, there was the Household Cavalry.

The film also looks at the fate of our garbage. For instance, a wrapper dropped in Trafalgar Square will be shipped along the Thames to Essex, where it will be used in the creation of parkland.

A GREENER, CLEANER CITY

THE WESTMINSTER INITIATIVE

A REPORT TO THE POLICY AND
RESOURCES COMMITTEE

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THE WESTMINSTER INITIATIVE

A RADICAL PLAN FOR IMPROVING THE ENVIRONMENT IN THE HEART OF LONDON

Introduction

It is time to turn the tide. Westminster – our City – the heart of London, home for 176,000 people and the centre of Britain's Capital, is in danger of being overwhelmed by rubbish, noise, congestion and the relentless decay of our environment.

We must not allow this to happen.

That is why Westminster City Council – already an acknowledged pioneer in environmental improvement – must launch a major drive to raise the quality of life in the City and secure its future as an enjoyable place to live, work and visit. It should be the largest, most imaginative and radical programme ever conceived by any local authority. Thanks to an outstanding record of efficient management and the control of costs, we can re-allocate significant resources to such a programme. All the suggestions in this plan can be achieved within existing budgets and by an extension of our existing programme for commercial sponsorship.

That is why I propose that we now launch a major year long campaign. Called the Westminster Initiative, the City Council should:

- Form a 5,000 strong Citizen's Clean Up Campaign
- Achieve 150 specific environmental improvements
- Declare a "Westminster Litter Free Zone Day"
- Urge businesses to assume greater responsibility to clean their own frontages
- Press Government to introduce new powers and stiffer penalties in the fight against environmental pollutants
- Work with transport and tourist industries to reduce litter and environmental damage
- Pioneer new Codes of Practice with business, government, police and public utilities.

We all want Westminster to be clean, lively and safe – a showcase for Britain, an example of what can be done by an innovative Council, backed by a partnership of commerce, voluntary organisations and active citizens.

That is why the City Council must launch the Initiative. And why we must make it work.

THE CITY I WANT TO SEE - A CITY TO ENJOY

Cities are busy, vibrant, exciting places. Westminster offers more attractions than most. It is the artistic centre of the UK. The largest business centre in Britain. The seat of Government and Royalty. We have the highest number of listed buildings in Britain, the busiest streets and three of London's most used rail terminals. More than a million people pour into the City every day. Workers, shoppers, tourists, enough to outnumber our resident population nearly four times over

But it is also our home. And our residents want what everyone seeks from their home. Pleasant surroundings, a clean and attractive environment, somewhere to rest, an escape from stress, a sense of pride and ownership.

Enormous progress has been made in the last few years.

Since 1981 we have pioneered sponsored litter bins, produced anti-litter educational packs for schools and enacted the first fixed-penalty anti-litter Act. We have won awards from the Tidy Britain Group, held City-Watch Tours, launched Zone Improvement Teams, cracked down on squatters, Soho pornographers and dope pushers. Again and again, we have led the way.

But more still needs to be done.

Our elderly want a City with pleasant parks and places to sit, safe at night, well provided with well-lit streets, pavements in good repair and the ability to cross the road easily.

Parents want a City in which they can happily bring up their children, which encourages the next generation to have respect for public property, an awareness of "owning" their environment and a determination to protect it. They want a City which helps their children grow to responsible adulthood, which isn't mean or dirty, but gracious and brimming with self-respect.

Business wants a City which functions smoothly and is compatible with the rigours of a modern and expanding economy. Offices, retailers and hoteliers want a City that is welcoming. Tourists want a memorable holiday. Government would like a showcase for foreign visitors and ambassadors. Employees need a good and effective City environment.

We all know the kind of City we want, the dreams we have, the way we wish it was.

The Westminster Initiative must make those dreams a reality.

THE TASKS WE FACE

Life in the heart of London is not only exciting and vibrant. Our "Building Stable Communities" programme has dramatically improved levels of home ownership, revived local communities and put residents – our customers – first.

But sadly, City life can also be tough, dirty, dispiriting. Because so many people come into Westminster every day many local residents feel overwhelmed. The sheer numbers of visitors who arrive daily, and cram our few square miles place enormous strains (and costs) on our resources.

Some of the results are horrendous.

Every year, a pile of rubbish, sufficient to fill Trafalgar Square to the height of Nelson's Column five times over is swept from our streets. Graffiti and flyposting disfigure the local environment. Parts of the City have a shortage of green spaces, of trees, flowers and brightness. There are more than a million vehicle movements a day in the City – one car to every foot of road. Last year alone, the six organisations that have a legal right to dig holes in our pavements and streets, for example, British Telecom and the London Electricity Board, hit Westminster 25,000 times, causing jams, inconvenience and safety hazards. Builders' rubble and heavy vehicles using residential streets as rat runs, compound the menace.

Noise is another growing problem; traffic noise; building noise; anti-social noise from inconsiderate neighbours, people whose determination to have a good time for themselves means they disregard the interests of anyone else.

Building noise is a special nuisance. As a construction boom grips the Capital, local residents suffer the agony of early morning drilling, weekend disturbance, drifting clouds of dust, unauthorised scaffolding and skips slung across pavements.

Quite rightly, many residents feel that their City is being taken away from them.

Vandalism, crime, the frustrations of trying to find somewhere to park and non-stop traffic pollution add to mounting stress, alienate residents from their environment, provoke anti-social behaviour and corrode the quality of life for many people who live in the heart of London.

Tapping Goodwill

There are many other aspects of the problem. But it is not enough simply to describe what is wrong. There is also a cause. And a solution.

Children are rarely taught the dimensions of citizenship in school. The knowledge that someone else will always tidy up the mess might itself even encourage a "it's not my responsibility" attitude. The lack of national example or appropriate legislation, the difficulties of enforcing present Laws – meaningless fines that are so small as to not even constitute a slap on the wrist – do little to shape a responsible culture. The influx of millions of visitors who don't "own" the City, who have no direct stake in the City and who would never dream of treating their own neighbourhoods like they treat Westminster, aggravates the problem. Some people just don't care. Some businesses don't care. Sheer loutishness is the only description for such behaviour.

Some issues are also larger than Westminster City Council alone can tackle. They require national action and a national change of attitude.

Recent traditions in local government haven't helped either. Instead of concentrating on basic services, some local authorities have been obsessed with often eccentric causes. Huge bureaucracies have grown up at Town Halls, which have ignored residents and sought to rule by decree, rather than encourage an active partnership with those that care.

Enormous funds of goodwill and enthusiasm have gone untapped, because opportunities don't exist, invitations are not issued, co-operation not sought. Residents and businesses who do care frequently don't know how to.

But it doesn't have to be like this. Change can be achieved. The tide can be turned.

And that is the aim of my proposal.

THE WAY AHEAD

MAKING THE INITIATIVE WORK

There is no single way to make Westminster a better place to live. Hence the reason why I propose a four pronged approach and 150 specific proposals for action.

Obviously, not everything we do will produce instant results in the next 12 months. Investing in the education of our children is a case in point. But, even so, we must always try our best to achieve the most.

The City Council cannot do the job alone. That is why the keystone of my proposal is partnership and its cornerstones a four point plan which enlarges our resources and enables others to support our effort. Making the Initiative work depends upon the success of:

- An ever stronger partnership between the Council, residents, voluntary organisations and local business.
- Launching new initiatives, some in-house, some in co-operation with others.
- Extending our present performance, expanding resources and the quality of service the Council provides.

And finally

- A programme for Government, an agenda for cultural change, recommendations for new Laws, new powers, stiffer penalties, greater enforcement, a determination to make our Cities a home which all can enjoy.

But how?

THE PARTNERSHIP – A CITIZENS' CLEAN-UP CAMPAIGN

Westminster is uniquely endowed. We are a City bursting with talent, invention, wealth and active citizens. People want to help. People care desperately. So does the Council.

I want every part of the City to play its part.

That is why I propose pioneering the first Citizens Clean Up Campaign in the United Kingdom. Throughout 1989 we should convene 50 local meetings in different parts of the City and undertake widespread consultation with individual residents and community groups. We must build a campaign from the grass roots upwards.

The aims of such a campaign will be to:

- form a partnership of residents and the City Council in a joint drive to improve the environment;
- identify environmental issues that we can improve together.

The City Council should launch a free membership scheme of the Clean Up Campaign and provide posters and other publicity material for its success. Report sheets and a practical guide to improving the local environment must be widely distributed, describing what powers the City Council has, what can be done about environmental problems, which hotlines to ring, who is in charge of the Citizens Clean Up Campaign and how residents can play an active role.

The City Council should also:

- Set a target of 5,000 Clean Up Campaign supporters
- Provide Hotlines and a permanent Clean-up Campaign office in City Hall.
- Regularly consult with Clean Up Campaign supporters:
- Produce special issues of the Ratepayer Reporter
- Provide complaint sheets and publicity material to Clean Up Campaign Supporters.
- Provide a free Clean Up Guide Handbook to every supporter.
- Seek corporate membership and sponsorship for such a campaign
- Form a Citizens' Clean-up Campaign Supporters Committee
- Provide educational material for schools and other public bodies
- Publicise the campaign widely among transport companies, local employers, inward tourist agencies and hoteliers
- Launch a campaign in co-operation with major employers and retailers to encourage their staff and customers to respect Westminster as a home for 176,000 residents
- Work with Clean-up Campaign supporters to lobby Government.
- Sponsor Clean-up Campaign awards throughout the City.

NEW INITIATIVES

Nor is the launch of the Citizens' Clean-up Campaign the only innovation I propose.

We must also launch a comprehensive 'Responsible Citizenship' effort in the schools.

In 1990 the City Council will assume control of Education. Working with parents, governors, teachers and pupils themselves, we should seek to create widespread environmental awareness amongst the young. We need to inspire our next generation. We must do exactly that.

We should also be launching a Better Buildings Campaign, a major drive for clean air by reducing the use of lead-based petrol and urging every licensed restaurant with more than 30 seats to provide no-smoking sections. There should be a City Wide Anti-Litter Day, new Codes of Practice for contractors and public utilities, joint initiatives with other public bodies, new moves for Brighter Buildings and a number of proposals for the attention of Central Government.

Working in partnership with citizens and businesses to attract sponsorship, we should also tap the creativity of local residents. There are undoubtedly ideas that can be added to this list. We must involve everyone who cares.

EXPANDING OUR PRESENT PERFORMANCE

Every year, more resources should be switched into environmental care. Efficiencies, savings and redeployment of funds at City Hall could make a major contribution. All the City Council's environmental improvement schemes must be expanded, better coordinated, better organised, more effective.

The City Council should:

- Create strengthened enforcement units to drive the Initiative forward
- Improve street lighting.
- Provide 2,000 extra parking spaces.
- Aim to form two new ZIP Teams
- Convert all its vehicles to lead-free petrol.
- Evict noisy and violent tenants from our Estates.
- Explore new curbs on anti-social noise.
- Step up the rolling programme of pavement repairs, especially targeted for the benefit of the elderly and infirm.

AN AGENDA FOR GOVERNMENT

No matter how hard we try, we cannot solve every problem on our own. Many of the irritants of City Life, traffic lights that don't work, the chaos of unruly demonstrations, rising street crime, fears of safety on the underground are not within Westminster City Council's power to solve. Sometimes it doesn't always matter what we think. We don't have the power to do anything about it.

That is why an integral part of my proposals is a 7 point plan to lobby government and other public bodies.

The City Council should:

- Urge Government to declare a national Litter Free Day.
- Campaign for the raising of the fixed penalty litter fine.
- Press Government to enact Cleaner Buildings Legislation.
- Press the police to enforce legislation concerning kerbcrawling, abandoned vehicles, illegally parked coaches, illegal parking in Respark zones.
- Press Government to outlaw construction work during anti-social hours in residential areas.
- Lobby for the removal of Crown Protection from hospitals and other public bodies which release emissions into the atmosphere
- Press the Department of Transport to undertake a joint review with the City Council of Street Sign Posting and Routing within the City.

We want tougher penalties, new penalties, greater powers, an enlarged ability to improve our own city. During the lifetime of the Initiative we should lobby, campaign, press, argue and seek to persuade government to help us improve behaviour. We believe the time is right. We know that the Government is keen to help. I believe a partnership with Government is essential. And possible.

ACTION PLAN

The Action Plan.

- Greening the City
- The War on Litter
- Brighter Buildings
- Attractive Streets
- Improving Parking
- Sorting out the Pothole Menace
- Protecting the Pavement
- Cleaner Air
- Reducing Noise
- Considerate Builders
- Curbing Graffiti
- Swatting Flyposting
- Re-Cycling Waste

GREENING THE CITY

We must not allow our City to become a stark contradiction between private affluence and public squalor. The whole of the City is our home. The streets we walk, the buildings we see, the air we breathe.

In the last few years we have made a determined effort to ensure that Westminster is a brighter, cleaner and more beautiful City.

Now, Westminster must also:

- Plant 500 trees in 1989.
- Provide advice to residents and property owners about which trees, shrubs and flowers flourish in a City environment.
- Contribute to tree planting in Westminster Squares.
- Provide grants and seek sponsorships for hanging baskets in Westminster's streets.
- Seek sponsorship for flower displays in Westminster's parks and gardens.
- Organise a City-wide competition for the best kept street in every area.
- Help residents brighten and improve their areas by promoting flower boxes, hanging baskets.
- Launch a derelict land clean-up.
- Press the police to evict alcoholics from public parks and gardens.

THE WAR ON LITTER

No Council has done more than Westminster to fight the growing menace of Litter. Since 1980 we have organised Cleaner City Campaigns, pioneered sponsored litter bins, worked with a variety of other organisations and promoted our own fixed penalty Litter Act.

Yet, despite our well reported successes, much of London remains a disgrace. Litter and rubbish threaten to ruin the Capital. Some boroughs have a shameful record. And despite providing more litter bins per square mile than any other part of the UK, even we are still in danger of becoming engulfed in the throwaway irresponsibility of a consumer society. Some litter is indifferently dropped by tourists, workers and residents. Yet more is dumped by businesses. Free magazines are left in unopened bundles, giveaway leaflets scattered outside tube stations, fast-food packaging flung away, drink cans kicked into the gutter.

The sheer quantity of the rubbish is enormous. More than a 1,000 tonnes are collected every day. A team of more than 300 people and 100 vehicles weave through our streets trying to get on top of a problem that is showing a 4% growth every year.

It is impossible for the City just to go on paying for more street sweepers and refuse collectors. Indeed, the more we continue to pick rubbish up, the more it seems to incite others to drop it. We need a national shift in attitude. People must care. Putting litter in rubbish bins ought to be instinctive.

Businesses can help in lots of ways. Do we need all the packaging we receive? Could more property owners provide litter bins and aid the clean-up campaign?

Westminster should thus:

- Declare a 'Litter-Free Zone Day'.
- Set up a City-Wide Litter Task Force to enforce the Westminster Litter Law and the general provisions of the 1983 Act.
- Urge the Government to declare a national 'Litter-Free Zone Day' as an integral part of a major nationwide anti-litter campaign.
- Press the Government to orchestrate national anti-litter public broadcasts and education campaign.
- Work with Government and the Tidy Britain Group to provide anti-litter campaign material.
- Encourage the participation of schools in anti-litter projects.
- Award prizes to schools for the best anti-litter innovations.
- Actively involve residents and commercial businesses throughout the City in cleaning up their neighbourhoods.
- Sponsor local radio public information broadcasts about litter.
- Support other local authorities who want to adopt the Westminster Fixed Penalty Litter Law.
- Campaign for the raising of the £10 Anti-Litter Law fine.
- Press every commercial property owner to provide small litter bins outside their properties and assume the responsibility for emptying them.
- Initiate consultation concerning whether owners and occupiers should be responsible for cleaning up outside their property.
- Draw up codes of practice with fast-food outlets to combat litter in the vicinity of their premises.

- Prosecute free-leaflet and magazine giveaway distributors at underground stations and other major thoroughfares who do nothing to subsequently tidy the mess they cause.
- Broaden the campaign for the use of refuse compactors.
- Encourage businesses with compactors to share their use with others.
- Attach requirements for compactors to all new planning permissions and introduce compactors throughout Council-owned property.
- Pioneer the introduction of large commercial bins or compactors in selected areas.
- Prosecute commercial premises that dump refuse in inadequate containers on the streets or deliberately leave it in the street at the wrong time.
- Launch a joint sponsored research project into packaging with universities, in particular, to discover substitutes to packaging products manufactured with ozone layer destroying CFC's.
- Add a further 100 sponsored litter bins in the City during 1989. Consult closely with commercial property owners and tenants about innovative design.
- Jointly work with rail stations, coach stations and others to provide anti-litter material for visitors to the City
- Provide anti litter education material to employers, hoteliers, retailers, theatres, cinemas.
- Publish a consumers guide to the fight against litter.

BRIGHTER BUILDINGS

Architecture has often been described as our only public art. Moreover, it is also the backdrop of our City. It is where we live, work, what we see, how we react to space and shadow. It is our skyline, the 'feel' of our City – upwards, suburban, modern or classical. Moreover, Westminster has the highest number of listed buildings in the UK – 12,000 and handles 7,000 planning applications per year.

Grimy, run-down, worn, dirty buildings sap morale, depress neighbourhoods and convey a very real and physical sense of decay.

Other Cities in Europe have been successful in improving the look of their historic or important buildings. So must we.

Westminster should thus:

- Encourage sponsorship of awards for better architecture.
- Contact every major property company and property owners association within the City to set up a special working party, designed to improve the appearance of buildings.
- Ensure that satellite dishes do not spoil the design of buildings.
- Launch a major campaign to persuade property owners to clean up buildings in Westminster.
- Specify designated 'Brighter Building Area Zones' where facade cleaning is designated a priority.
- Allocate resources for cleaning up historic buildings, monuments and statues.
- Contribute, through grant-aid, towards such cleanings.
- Press Government to enact appropriate legislation to make property owners clean the outside of their buildings at least every ten years.
- Issue advice in conjunction with bodies such as English Heritage and the Society for Protection of Ancient Buildings about the best way to clean historic buildings and subsequently ensure that high standards of workmanship are maintained.

ATTRACTIVE STREETS

It's not only litter which mars our streets and sullies our environment.

There are other social nuisances.

Inconsiderate dog owners who allow their pets to foul the footpath, everyday grime from vehicles and dust, illegal traders who hi-jack the streets.

With 211 miles of roads and 390 miles of footway to keep clean, the City Council faces a Herculean task.

But Westminster must:

- Ensure continuing high standards of street cleaning.
- Introduce high-pressure pavement washers.
- Sponsor a design competition for better street furniture, lights, seats. We must return to the tradition of good design and excellent craftsmanship.
- Step up action against unauthorised estate agents' boards.
- Promote the use of pooper-scoopers and provide special dog mess disposal receptacles.
- Seek the introduction of low-cost pooper-scooters.
- Remove abandoned vehicles promptly.
- Press the police to enforce anti kerbcrawling laws.
- Work with the police to combat illegal street trading.
- Improve street lighting in areas of high crime.
- Press the Department of Transport to improve street signs and routing in the City.
- Use the Citizens' Clean-Up Campaign to report fly-tipping.
- Press Government to introduce a licensing system to curb fly-tipping.

IMPROVING PARKING

Approximately a million vehicle movements use Westminster's 210 miles of streets every day. Nothing is more frustrating for our residents than being unable to park in their own City. Pressures for space and spiralling land and development costs have inevitably reduced off-street parking opportunities. It is estimated that Westminster has fewer off-street parking places per head of road user than any other Central London Borough.

Westminster City Council already provides 17317 reserved parking places through its ResPark Scheme.

In the next 12 months we must:

- Extend this total by up to 2,000 new ResPark on-street places in 1989/90, restricted to named users on the the Electoral Register.
- Use our own traffic wardens to enforce parking regulations in reserved zones.
- Intensify the drive against abuses of ResPark, prosecuting those who make false claims in an attempt to defraud the City Council of parking permits.
- Set up a hotline for residents to notify the Council when tourist coaches park in residential areas and thereafter make special arrangements with the Metropolitan Police to clamp such coaches.
- In partnership with the Citizens Clean-up Campaign and other resident groups, step up the enforcement of traffic bans in residential areas.
- Extend discussions with local citizens' groups for the installation of sleeping policemen.
- Maintain the lobby against new coach stations in Paddington and Victoria which would considerably add to traffic and illegal parking problems in the Paddington and Victoria areas and ensure that the proposed high-speed Heathrow/Paddington rail link does not blight the local area.
- Review parking charges and fines in Central London.
- Improve the use of off-street parking garages.
- Provide additional help to residents in removing vehicles which inconsiderately block exit and entrance drives.

SORTING OUT THE POTHOLE MENACE

Last year, the six so called Public Utilities – British Telecom, British Gas, The Electricity Board, Mercury Communications, Westminster Cable and the Water Board – dug an estimated 25,000 trenches in Westminster's streets. Nothing is more absurd than seeing a succession of such utilities following one another, digging and redigging the same hole and repeatedly making temporary and unsatisfactory repairs.

Such excavations create numerous hazards. They weaken the fabric of our roads and pavements and pose a distinct risk for pedestrians and road users, especially the visually-impaired and cyclists. Traffic hold ups, congestion, inconvenience, noise and the sheer waste of public resources make the present arrangements for digging up our streets, a constant source of frustration and annoyance – a farce with few laughs.

The City Council does not have all the powers it needs. Nor is there a single solution.

But, Westminster must:

- Set up a computer register for works by Public Utilities in Westminster.
- Demand that Utilities comply with the system, liaise between each other via the network and not add to traffic congestion by concentrating work simultaneously in the same area.
- Specify the time period for the works. Insist that Utilities deposit a substantial financial sum with the City Council, from which agreed penalty fines can be deducted if this target is not adhered to.
- Campaign for new legislation to require the utilities, and not Westminster ratepayers, to pay for the structural long-term repair of highways and pavements.
- Press for utilities to notify local residents when work is going to be carried out, apologise for any inconvenience, mark all sites and keep such sites neat, tidy and safe at all times.
- Set up a special enforcement unit to prosecute Public Utilities who damage the environment and provide advice to residents injured by insufficiently guarded or inadequately marked public utility workings.
- Take immediate action in the Courts if Utilities do not comply with standards which protect the public.
- Work with local universities, engineering colleges and the Utilities to pioneer the greater use of narrow trench construction methods which cause far less environmental damage.
- Press the Utilities to properly fund research into the development of new construction methods, which reduce the social costs and damage to our streets.
- Object to regulatory bodies such as the Cable Authority and Oftel if utilities disregard their obligations to the community.
- Press for changes in the law to make statutory undertakers wholly responsible for the full costs of any reconstructions of the foundations of the highway, the cost of restoring the highway to its original standard and a contribution to the long-term damage caused by their works.

- Set up a new Highway Zone Improvement Team to include Inspectors to check Utility workings – inspecting sites before work, after, before back-filling, during reinstatement, on completion and before the end of the guarantee period.
- Press the Department of Environment to set up a pilot scheme for Westminster, based upon the recommendations of the 1985 Horne Report, which suggested:

- (i) that the costs of Public Utility excavation should be fully borne by the Utility Companies;
- (ii) that Highway Authorities should have greater powers of inspection;
- (iii) that new national specifications should be drawn up to cover materials, standards of work and performance; and finally
- (iv) that all street work sites should be properly signed and guarded and notified to local residents in advance.

Legislation will be needed to enact these recommendations. The City Council will press the Department of Transport to sponsor these reforms.

PROTECTING THE PAVEMENT

The City Council maintains 460 miles of pavements. Each mile of pavement costs £9,300 a year. Yet, despite the expense, our pavements are systematically being broken and damaged. Public Utilities dig them up, cause obstructions, divert residents into the roadside, cause disturbing problems for the visually-impaired and handicapped and invariably carry out poor standards of temporary repair.

Building companies treat our pavements as extensions of their own sites, causing litter and damage, and again, often scatter residents into the path of moving traffic.

Heavy lorries and irresponsible private car owners park on pavements, contributing to the cumulative damage.

As a result, residents trip, fall and are sometimes injured, shoes are scuffed or broken, walking is harder, our pathways are visually unattractive. Money which could be spent on providing other services has to be recycled for pavement repair.

Particularly galling, is the damage done to Westminster's premier pavements where, in an effort to retain the character and dignity of an historic City, expensive York paving is used, only for Utilities or building companies to damage them within weeks.

Westminster must thus:

- Use the Highway Zone Improvement Team and Citizens Clean-up Groups to maintain a central Register of broken paving stones.
- Set up a special management Repair Team with an increased rolling programme, especially targeted towards areas with high densities of elderly and infirm residents.
- Sue Public Utilities who leave pavements in an unsafe condition.
- Prosecute and sue delivery companies which damage pavements.
- Campaign for tough fines against motorists who park on the pavement. People must be deterred. Small fines will not have this effect.
- Plan specific campaigns against on-pavement parking in those areas where the problem is especially acute.

- Press for the introduction of training standards for pavement and road layers.
- Extend the number of dropped kerbs in the City, pioneer the use of tactile materials at crossings for the aid of the visually handicapped and work with voluntary organisations to devise other initiatives.

CLEANER AIR

Thirty years ago, life in Westminster was dramatically improved by the introduction of Smokeless Zones and controls on pollutants in the atmosphere. In 1953, the great 'Smog' claimed many lives. Now such terrors are simply past memories.

But new dangers are looming. And so we need new measures to combat pollution.

The causes of atmospheric pollution are many. Lead in petrol exhaust, waste emissions from hospitals, aeroplane discharges and industrial processes are to blame.

The City Council must thus:

- Convert all of its vehicles to lead-free petrol and thereafter only use lead-free petrol vehicles.
- Recommend that all contractors for the Council use lead-free petrol.
- Devise a campaign for the promotion of lead-free petrol within the City.
- Tighten inspection and enforcement of smoke emissions from industrial premises.
- Lobby for the removal of Crown Protection from hospitals and other public bodies which release emissions into the atmosphere.
- Give advice to residents about aerosols and other atmospheric pollutants.
- Encourage licensed restaurants seating 30 or more to provide no smoking facilities.

REDUCING NOISE

Few nuisances are more tormenting than constant noise. It has been identified as a major cause of stress. It demeans people's lives and in many cases, causes them to move home, change jobs and resent their environment.

There are many causes of noise; traffic, building sites, inconsiderate neighbours. But it can be reduced. Westminster could be quieter.

The City Council must thus:

- Press Government to introduce curbs on construction work hours in residential areas.
- Press for mufflers to be fitted to pile drivers and other noisy construction equipment.
- Introduce sound bafflers in particularly affected areas
- Press the Police to enforce the law on silencers for motorbikes.
- Prosecute shops and commercial premises who annoy residents by the playing of loud music.
- Step up the campaign against noisy parties and inconsiderate neighbours. Last year we responded to 1,000 complaints. Now, we must expand the Party Patrol and establish a hotline number for residents. New technology should be employed in the war against noise.
- Press for tougher penalties where neighbours deliberately harrass others by unreasonable noise.
- Evict noisy and violent tenants from our estates.

CONSIDERATE BUILDERS

Westminster is an enterprise City. The Council actively encourages the refurbishment of older buildings, the provision of new housing and the growth of office and service industries in designated zones.

It has been estimated that more than 200 major building projects are taking place in the City during any one day. These range from enormous, large-scale redevelopments to significant flat conversions and internal refurbishment works.

Such building works often cause distress and inconvenience to local residents. Noise and dust are particularly infuriating, especially when building work is undertaken outside normal working hours and at weekends. In 1988, the City Council received more than 1,000 complaints about noisy building works.

Inconsiderate building contractors often use our roads and pavements as extensions of their sites, thus worsening the environment and causing severe problems for pedestrians and other road users. The Law is frequently flouted. And not every abuse is reported.

Westminster City Council must thus:

- Introduce a strict, 'Considerate Contractor' scheme.
- Require every contractor to provide a telephone number to the Council, where responsible Managers can be contacted 24 hours a day.
- Insist that every contractor who works for the City Council subscribes to the scheme.
- Establish a Building Sites Zone Improvement Team to advise building contractors on environmental health requirements and methods to mitigate noise and dust.
- Install a hotline at City hall for members of the Citizen Clean Up Campaigns to report inconsiderate building contractors.
- Actively prosecute builders who flout the law.
- Insist that building contractors obtain the appropriate licences required for hoardings, safe scaffoldings, skips etc and prosecute those who do not.
- Campaign for tougher penalties against builders who defy the Law.
- Launch a Code of Practice, committing contractors to ten objectives:
 - (i) The need to be considerate to other road users, neighbouring occupiers, businesses and residences.
 - (ii) The need to pay special attention to the particular needs of the disabled, elderly and infirm.
 - (iii) The need to take pride in the condition and appearance of sites.
 - (iv) The need to continually review the conditions of sites and public areas surrounding them.
 - (v) The need to ensure safe working practices, both for passing pedestrians and employees.
 - (vi) The need to keep noise and dust to a minimum.
 - (vii) The need to maintain hoardings, scaffolding, barriers and lights in a good condition. The City Council will prosecute if these rules are not complied with.
 - (viii) The need to publicise and keep residents and businesses advised of who they can go to help and action that can be taken against dirty and noisy building sites.
 - (ix) The need to ensure that sub-contractors and suppliers adopt similar attitudes.

- (x) The need for contractors to be responsible for the behaviour of their employees. The City Council is determined to stamp out unruly abuse, noisy radios, ensure that adjacent areas are clean of litter and materials and insist that contractors co-ordinate traffic movements, deliveries and skip removals, with due care and consideration for other road users.

CURBING GRAFFITI

Graffiti is a growing nuisance. Frequently obscene, it despoils our environment in a variety of different ways. Sometimes, it's simply used as a means of cheap advertising or for political sloganising. On occasions, it's drunken vandalism or teenage gang bravado. Whatever the reason, our residents have to live with it and our ratepayers forced to pay the clean up costs.

Westminster City Council must thus:

- Press the Courts to make vandals pay for the cost and personally clean up any graffiti.
- Press for amendments to the Law to make parents responsible for clearing up graffiti by under-aged children.
- Launch a pilot scheme to install video cameras and other electronic security devices where such measures might catch offenders.
- Enroll the help of Citizens Clean-Up Committees.
- Issue information packs about the cost and unpleasantness of graffiti to schools and other opinion-formers.
- Promote joint measures with local utilities, such as British Rail and London Underground and representatives of the police and security industry.

SWATTING FLYPOSTING

Flyposting is another nuisance. Occasionally bright and informative, the posters soon drag down a neighbourhood, as they become torn, grubby, defaced and reduced to strips of tatter. Once the event they publicise passes they linger as a symbol of decay and neglect. Of course, some flyposting is welcomed by certain residents. Last-minute advertisements for sports and cultural events, together with the fads of the young spring to mind. The City Council is not a spoilsport. Westminster cannot only be prim and tidy. Zest and energy extract a price.

But Westminster City Council will:

- Press for larger fines and penalties for illegal flyposting.
- Prosecute the organisers of events so flyposted and object to licences eg. entertainment where appropriate, of persistent offenders.

RECYCLING WASTE

Industrial societies generate sharp contradictions. Millions of pounds are spent on attractive packaging which, when thrown away, quickly becomes the exact opposite.

A decent City is also a responsible City.

Westminster clears 300,000 tonnes of waste a year, 90% of which is subsequently used in land filling. But rather than simply bury our waste, we could use much of it in socially useful ways. Recycling initiatives could be self-financing and fund other important environmental gains.

Westminster must thus:

- Launch a campaign for sponsorship of glass recycling and waste paper bailing.
- Promote greater awareness of the environmental and social benefits of recycling through the use of compactors and other resources.
- Explore ways of helping business premises to separate recycling materials from other rubbish.
- Extend membership of the Bottle Bus scheme.
- Aid efforts to promote a positive attitude towards recycling in schools.
- Practice what we preach by achieving new bench-marks in recycling techniques within City Hall, including switching to recycled paper.
- Work with the local community to identify suitable sites for bottle banks.
- Increase the number of bottle banks.
- Introduce a recycling award to those commercial premises which achieve specified targets.
- Support European Glass Recycling Week.
- Pioneer the opening of the first recycling centre in Central London and explore new ways of promoting the recycling, not only of glass, but also of paper, aluminium, batteries.
- Work with public utilities and other departments of Government to strengthen the recycling initiative.

CONCLUSION

This Initiative could be a new first for local government. It addresses the real issues that our residents care about. It promises much because much needs to be done.

Westminster is not only our home. We are also proud of our City. This Initiative would make it a better place to live and work. It is value-for-money in every sense of the word.

Hopefully, where Westminster strides today, others will soon follow. Improving the environment ought to be above Party politics.

This proposal is a major drive to improve our City.

It must succeed.