

Banyule City Council

Draft Dumped Rubbish and Litter Plan - 2017 - 2021

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draft

MAYOR'S FOREWORD

Banyule is renowned for its open spaces and plentiful parklands, especially along the Plenty and Yarra River corridors. There is also a wide range of sporting and leisure facilities, and shopping centres with their own distinctive personality. Overall, Banyule is a clean place to live but, similar to many other areas in Melbourne, we experience the frustrations of dumped rubbish and litter, something we, along with the wider community, want to stop.

Litter and rubbish harms the environment and can harm people. It makes places look bad and therefore makes our experience of those places less pleasant. Recyclable items that are dumped may never be recovered for recycling, instead going straight to landfill. Cleaning up dumped rubbish and litter takes a significant amount of Council resources that could be better spent elsewhere.

There is an extensive body of evidence demonstrating that litter and dumped rubbish attracts more of the same, while clean areas stay clean. Areas where litter and dumped rubbish are common, especially if combined with poorly maintained infrastructure and graffiti, can make people feel unsafe and reluctant to use public spaces.

It is important that everyone knows why littering and dumping rubbish is wrong and that there are consequences, including fines and prosecution. However, it is equally important to make sure everyone knows how to correctly dispose of unwanted items, particularly household belongings.

Research also tells us how important it is to build a culture of shared responsibility for our public spaces where littering and rubbish dumping are rejected. This is supported by providing people with a variety of ways they can take action, including via smart phone reporting apps.

We also need to create a sense where people feel they may be detected if they do dump or litter, and to know that if they are detected they will be investigated and fined or prosecuted.

We have developed this *Draft Banyule Dumped Rubbish and Litter Plan* based on the latest research and data, by consulting across Council, and importantly with residents to find out their thoughts, opinions and ideas about helping us decrease litter and dumped rubbish in Banyule. We also consulted other organisations, particularly those that own land in Banyule, such as the Office of Housing, VicTrack, VicRoads and Parks Victoria.

I am now pleased to release this draft plan for broad community consultation. The submissions we receive from the community will help us refine the plan prior to it returning to Council for final approval, release and implementation.

Cr Tom Melican
Mayor

EXECUTIVE SUMMARY

OUR VISION

Banyule will be a cleaner, more liveable city with a culture rejecting rubbish dumping and littering.

Maintaining a clean city involves preventing litter in the first place, providing a range of services such as street bins for people to dispose of their waste when they are on the go, street sweeping to keep the streets clean and cleaning up dumped rubbish and litter when it occurs.

Providing these services requires significant amounts of Council staff time and budget. We want to focus more on prevention and less on cleaning up so we have developed a draft dumped rubbish and litter plan for broad consultation.

The four-year draft plan includes an action plan that will be key to achieving our vision for Banyule to be a cleaner, more liveable city with a culture rejecting rubbish dumping and littering. The actions are based on the principle of shared responsibility within Council and between businesses, land managers, industry and the community to prevent dumped rubbish and litter.

The scope of the draft plan is Council's dumped rubbish and litter services that are grouped into four areas – prevention, management, clean up and advocacy. Household garbage, recycling and organics collections and the Waste Recovery Centre operations are part of Council's Waste Management Plan 2014-19 and are outside the scope of this draft plan.

In Victoria, the definition of litter is in the *Environment Protection Act 1970* (EP Act) and is provided in full in Section 1.4. Littering is the act of inappropriately 'depositing' waste, which is defined in the EP Act as *the act of parting with the possession of the litter*. Under the Act, councils generally deal with smaller scale littering by individuals and small businesses and the Environment Protection Authority (EPA) deals with large scale dumping by business and industry.

Litter and dumped rubbish can result in environmental damage, be harmful to humans, animal and aquatic life, and cause flooding when drains get blocked. They can also result in negative impacts on the amenity of public places and open spaces, the loss of recyclable items and use funding that could be better spent elsewhere.

Research shows that littered areas attract more litter while clean areas tend to stay clean. Observational research has also found 'people of all ages and backgrounds litter', there is no one type of litterer and that people's behaviour can vary depending on the type of item they want to dispose of or where they are¹. A person who never litters anything else might throw away an apple core (which is littering) because they think it will break down or an animal or bird might eat it. Young people have been observed to litter more in groups and older people when they are by themselves.

These findings mean there is no one program to stop littering and dumping and programs need to be developed to address the motivations of the people littering for the different types of litter and also the specific locations.

The cost of providing street bins and maintaining a clean city through street sweeping and cleaning up illegally dumped rubbish is conservatively estimated to be just over \$2 million in 2014-15. The largest cost is providing street bins followed by street cleaning, which does collect litter but

¹ *Litter-ology: understanding littering and the secrets to clean places*, Spehr, K. and Curnow, R., Environment Books, Frankston, 2015

predominantly collects organic matter. Cleaning up dumped rubbish is conservatively estimated to cost \$500,000 a year. However it is also important to remember, as discussed above, that there are many non-financial costs of dumped rubbish and litter.

Council has undertaken extensive internal and external analysis to develop the draft plan that included:

- > research and analysis of available Council data
- > internal and external consultation
- > a community survey.

We have considered the national, state and Banyule Council policy framework and the best practice litter prevention model and available evidence-based programs, particularly those developed for shared Victorian problems by the Victorian Litter Action Alliance. The draft plan sits under Council's Banyule Planet: Environmental Sustainability Policy and Strategy strategic direction to avoid waste generation.

An important phase in developing the draft plan was consulting with the 12 Council business units or areas that are involved in dumped rubbish and litter in some way. Council staff possess a diverse and rich knowledge, usually developed over many years, of the problems and what works and offered new ideas of how to prevent and reduce dumped rubbish and litter.

The external consultation, particularly with organisations that manage land within the municipality such as Office of Housing, VicTrack, VicRoads and Parks Victoria, has considered the current prevention and management practices of those organisations as well as establishing processes to work more effectively together to prevent and clean up dumped rubbish and litter.

The analysis identified six dumping and litter behaviours of concern in Banyule:

- > Dumping unwanted belongings on nature strips and in open spaces with low natural surveillance.
- > Dumping materials after receiving payment for legal disposal, such as mulch dumped by a business paid to take it away.
- > Players and spectators littering at sporting events at Banyule facilities.
- > Littering food packaging including drink containers and other recyclable items.
- > Not picking up dog poo.
- > Taking shopping trolleys away from stores and then abandoning them.

Three strategic directions have been developed to address these behaviours and work towards achieving the vision:

1. Implement best practice programs and services to reduce dumped rubbish and litter.
2. Build a culture of shared responsibility that rejects dumped rubbish and litter.
3. Advocate for external measures to reduce dumped rubbish and litter.

A four-year action plan addressing the three strategic directions has been developed. It provides a clear direction for a coordinated cross-Council approach to prevent and reduce rubbish dumping and littering in the first instance, investigate rubbish dumping as much as possible, provide guidance for the community to take action and, when all else fails, to clean up.

1 Introduction

1.1 Why a plan is needed

Banyule City Council is renowned for its open spaces and plentiful parklands, especially along the Plenty and Yarra River valleys. There is a wide range of sporting ovals and courts and shopping centres each with their own distinctive personality. While overall our residential streets, shopping centres, parks and open spaces and roads are generally clean, dumped rubbish and litter are a problem in Banyule.

Cleaning up dumped rubbish and litter takes up a significant amount of Council resources that could always be better spent elsewhere. We want to stop dumping and littering at its source by focusing on prevention and reducing the need to clean up.

1.2 Purpose of the plan

The purpose of the plan is to provide a four-year plan to prevent litter and dumped rubbish in the first place, as well as identify areas to improve management and clean up services.

The Action Plan provides the roadmap to achieve progress of the objectives. Monitoring and evaluation will occur annually to measure progress and allow the opportunity to alter the plan if an action is not working or needs refinement. It will also allow for flexibility to accommodate any Council, state or national policy or program changes.

1.3 Scope

Dealing with dumped rubbish and litter is not confined to Council's Waste and Cleansing Unit. At least 11 other separate areas are involved with varying levels of responsibility, activity, expertise and knowledge. Particular units have a specific focus, such as Municipal Laws to investigate and enforce litter laws, Environmental Sustainability to protect and manage biodiversity and waterways and Strategic and Economic Development to manage shopping centres.

Table 1 lists the range of dumped rubbish and litter prevention, management, clean up and advocacy activities undertaken by Council. They are all included in the scope of this plan.

Services outside the scope of this plan include household garbage, recycling and organics collections and the Waste Recovery Centre operations, which are part of Council's *Waste Management Plan 2014-19*.

Table 1 Council's dumped rubbish and litter activities

Focus	Activities	Costs
Prevention	<ul style="list-style-type: none"> ongoing litter education and prevention program schools education program including supporting ResourceSmart schools in Banyule working with schools to prevent littering advertising on waste and recycling trucks Rethink Centre tours and the Litter Sisters performances water quality program biodiversity program sustainable events program calls to action to the community and businesses enforcement activities Council policies and local laws for outdoor cafes and building sites 	Controlled
Management	<ul style="list-style-type: none"> public bins in streets and parks street sweeping to remove litter (and leaf and other organic matter) litter traps to capture litter and organic matter to prevent pollution of waterways investigation and enforcement – surveillance, investigation, warnings, notices, fines, prosecutions free booked hard waste collections customer service requests and system data collection system managing spills from household collections 	Controlled
Clean up	<ul style="list-style-type: none"> dumped rubbish removal roadside litter clean up community clean ups, such as Clean Up Australia Day 	Uncontrolled
Advocacy	<ul style="list-style-type: none"> for reinvestment of the landfill levy for statewide programs to reduce dumped rubbish and litter 	Controlled

1.4 What is litter?

Under the Victorian *Environment Protection Act 1970* (EP Act) *litter includes any solid or liquid domestic or commercial waste, refuse, debris or rubbish and, without limiting the generality of the above, includes any waste glass, metal, plastic, paper, fabric, wood, food, soil, sand, concrete or rocks, abandoned vehicles, abandoned vehicle parts and garden remnants and clippings, but does not include any gases, dust or smoke or any waste that is produced or emitted during, or as a result of, any of the normal operations of the mining, building or manufacturing industry or of any primary industry.* The Act covers both private and public land.

Littering is the act of inappropriately 'depositing' waste, which is defined in the EP Act as *the act of parting with the possession of the litter*. There is no separate definition for illegal dumping in the Act as the definition covers small to large items. There are other offences under section 27A(2) and section 45 or other parts of the Act, which do not constitute littering offences, but more serious environmental offences whose administration is the responsibility of the Environment Protection Authority (EPA)². Sometimes it can be difficult to know whose responsibility it is to manage specific

² 2014 Victoria litter enforcement toolkit, Publication number 1142.2, EPA Victoria, 2014.

incidents of illegal dumping. Figure 1 provides a model for Council and EPA responsibility based on the scale of littering and the likely offender. Council would consult EPA to determine who is responsible for larger scale and commercial incidents.

Figure 1 Litter and illegal dumping perpetrators and responsibilities under the Environment Protection Act 1970



Source: Victorian Department of Environment and Primary Industries (sourced in 2014 Victoria litter enforcement toolkit)

The EP Act also includes offences concerning material that may become litter (Division 3) such as advertising mail put in mailboxes when there is a 'no advertising mail' notice, leaflets on vehicles and bill posting.

1.5 Why litter is a problem

The impacts of litter are diverse and include:

- > Environmental such as degradation of land and waterways and harm to animal and aquatic life.
- > Amenity of public spaces as it makes areas look unattractive and uncared for and may impact on the way people feel about the spaces and whether they choose to spend time there.
- > Resource loss where items that could otherwise be recycled are littered and stay in the environment sometimes for long periods of time and when cleaned up are often landfilled.
- > Hazards to human health.
- > Blocked drains that can result in unnecessary flooding.
- > Using funding that could be provided to Council environmental or other services.

Research shows:

- > Litter attracts litter.
- > Clean areas stay clean.
- > Littered areas, especially combined with poorly maintained infrastructure such as seating and garden beds and graffiti, tend to make people feel unsafe and reluctant to use public spaces.
- > Building a shared culture of responsibility for our public spaces where littering and rubbish dumping is rejected helps achieve clean areas.
- > It is important to ensure everyone knows why littering and rubbish dumping is wrong and what are the consequences, such as fines and prosecution.
- > It is important to ensure that everyone knows about the correct ways to dispose of unwanted items, particularly unwanted household belongings.

- > Creating a sense of surveillance where people experience the feeling that they may be detected deters litterers and dumpers.
- > Creating an understanding that dumping will be investigated and enforced and promoting this deters litterers and dumpers.
- > Providing people with a variety of safe ways to take action contributes to the shared culture of responsibility.

1.6 Why people litter

Social researchers Community Change have undertaken extensive research for many years on littering behaviours³ including observing what people do and then interviewing them about their behaviours. People who were observed littering and admitted to it rationalised their behaviour with statements like, 'I'm keeping someone in a job'; 'they're paid to clean it up'; 'there's no bin nearby' (often when there's a bin within five metres)⁴.

Spehr and Curnow highlight that from the thousands of observations of people in public places two-thirds do the right thing and put their waste in a bin.

They found 'people of all ages and backgrounds litter', there is no one type of litterer and that people's behaviour can vary depending on the type of item they want to dispose of or where they are. For example young people are often cited as being major culprits but their research found that people under 25 were more likely to litter in groups than when alone and conversely older people are more likely to litter on their own than in groups.

Spehr and Curnow's work identified 11 types of 'negative disposal behaviours'. 'Wedging' is when someone pushes their waste into a hole or gap, 'brimming' is putting the cigarette butt on the brim of the bin but not fully extinguishing it, '90%ing' when most of the waste goes in the bin but something might fall on the ground and isn't picked up or people don't consider the item to be litter such as a cigarette butt or an apple core.

The research highlights that to stop littering and dumping it is important to understand the motivations of the people littering, remembering that a one-size fits all approach will not solve the problems, because motivations differ for the different types of litter and also the specific locations. Stopping littering requires actions that target the motivations.

1.7 The costs of litter

As discussed in Section 1.5 *Why litter is a problem*, the impacts of litter are broad and the costs of litter are not simply financial. While the impacts on the environment and waterways, the amenity of public places and resource loss are harder to measure, the cost of preventing, managing and cleaning up litter can be quantified.

However, like many other councils, Banyule's data collection system's limitations cannot accurately quantify the amount of litter and rubbish dumped or the full cost to manage and clean it up.

It is conservatively estimated that providing street bins and maintaining a clean city through street sweeping and cleaning up illegally dumped rubbish cost just over \$2 million in 2014-15. (This is discussed further in Section 3.3.)

³ *Litter-ology: understanding littering and the secrets to clean places*, Spehr, K. and Curnow, R., Environment Books, Frankston, 2015

⁴ Ibid

1.8 How the draft plan has been developed

The draft plan has been developed over several months in 2016 and has included a number of phases shown in Table 2. It has included extensive data analysis, internal and external consultation including a community survey, development of the draft plan for internal review prior to being released for broad community consultation.

Table 2 Process for developing the plan

Phase	Details
Data analysis	<ul style="list-style-type: none"> in-depth analysis of Council data collection and analysis of anecdotal data
Internal consultation	<ul style="list-style-type: none"> Waste and Cleansing Waste Education Rethink Centre Municipal Laws Customer Service Parks and Gardens Bushlands Environmental Services Leisure and Recreation Strategic and Economic Development Community and Social Planning 3081 Project
External consultation	<ul style="list-style-type: none"> Department of Human Services Office of Housing Banyule Multicultural Advisory Committee Banyule Environment Advisory Committee Public land managers: Parks Victoria, Melbourne Water, VicRoads, VicTrack shopping centre managers and traders sporting clubs
Community survey	<ul style="list-style-type: none"> community survey mailed to 2,500 households on line survey promoted to the community
Data collection	<ul style="list-style-type: none"> sporting ground audits
Cross-Council planning workshop	<ul style="list-style-type: none"> involving all the Council units initially consulted
Draft plan	<ul style="list-style-type: none"> internal review
Consultation	<ul style="list-style-type: none"> release for community review feedback considered and incorporated
Final plan	<ul style="list-style-type: none"> approved by Council
Implementation	<ul style="list-style-type: none"> implement the action plan
Monitoring and evaluation	<ul style="list-style-type: none"> monitor and evaluate delivery of the action plan report back to the community on progress

← we are here

The data analysis and results of the internal and external consultation provided:

- > a picture of current Council services (Section 3.2 and Appendix 1)
- > the issues and areas for action (Section 5)
- > the Action Plan (Section 6).

The national, state and Council policy framework and strategic context (Section 2) and the analysis provided the foundations for our vision and strategic directions (Section 4).

1.9 What the community told us

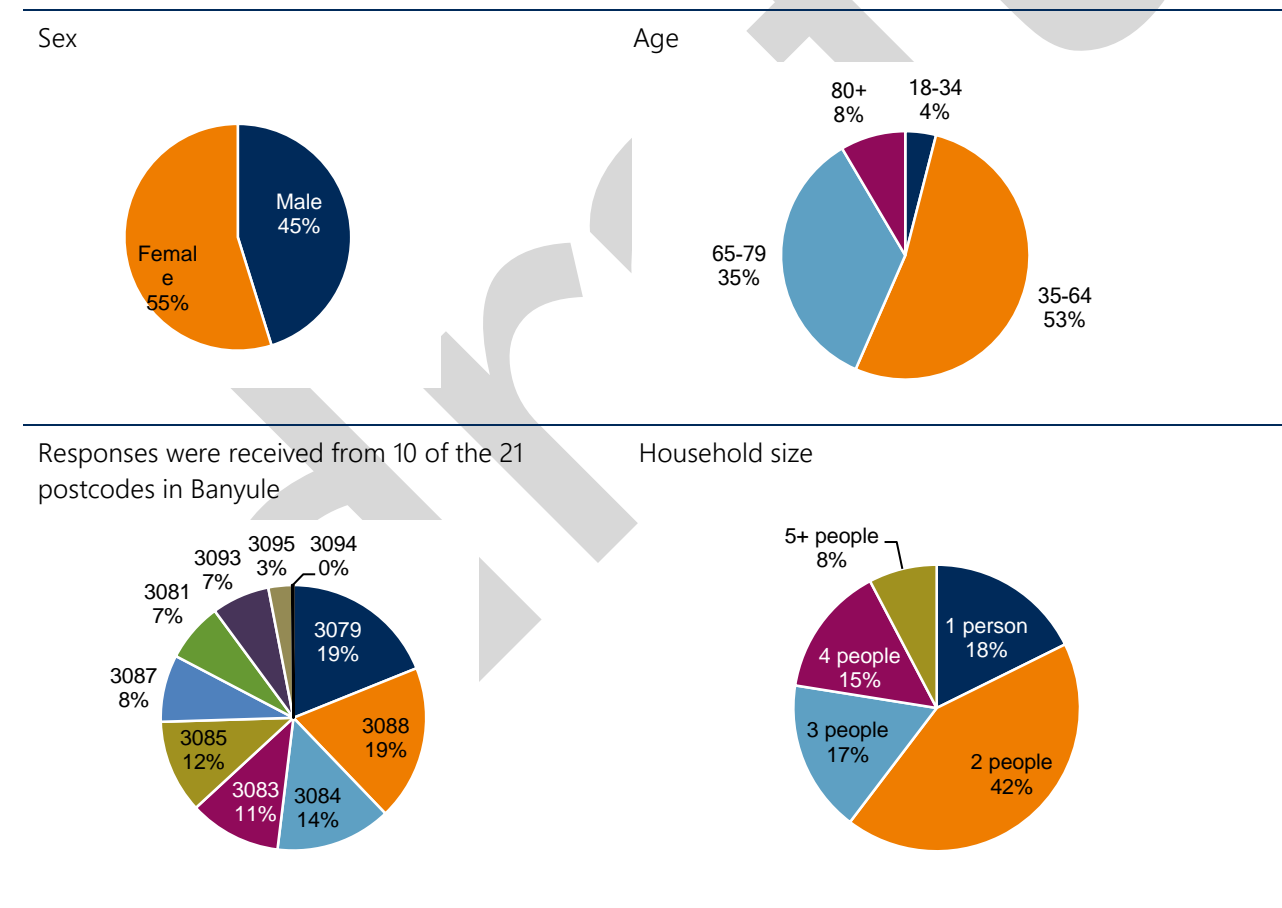
As part of developing the draft plan a community survey was developed and mailed to 2,561 randomly selected ratepayers for completion between 29 February and 18 March 2016. Late surveys were accepted and analysed.

The response rate of 627 surveys was about 25%, above industry standards for this type of survey.

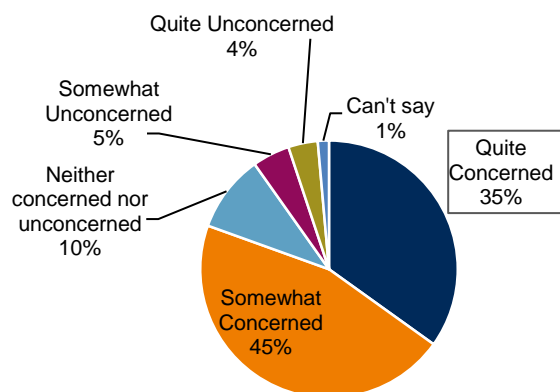
Overall, respondents were very concerned about dumped rubbish and litter, actively disposed of waste responsibly and picked up litter and supported enforcement and prosecution by Council.

Figure 2 presents a summary of the results.

Figure 2 Summary of the community survey results



Level of concern



Most common concerns

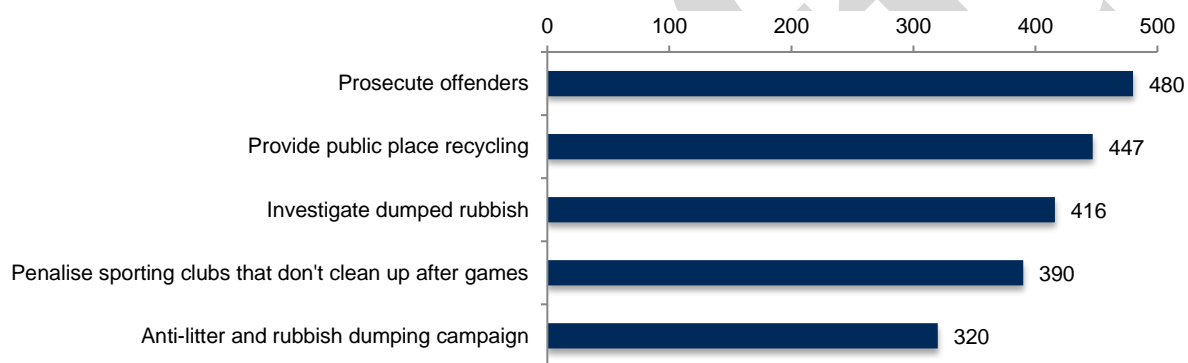
Concerns:

- specific locations
- dumping
- waterways
- railway lines and stations
- dog poo.

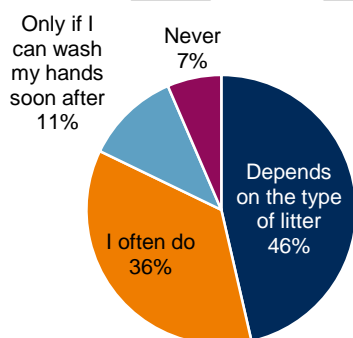
Types:

- 56% fast food packaging
- 45% household goods on the nature strip
- 37% dumped rubbish (presumably in other locations)
- 35% dog poo
- 29% cigarette butts.

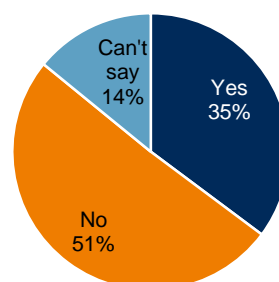
Council should:



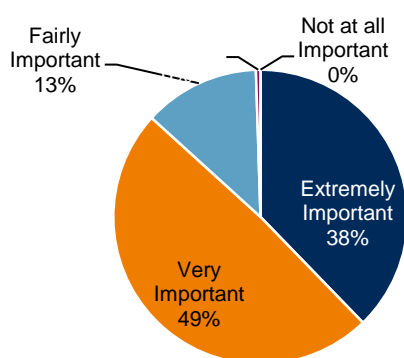
Would you pick up a piece of litter?



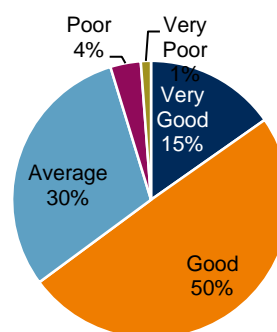
Would you be willing to pay extra for Council to run programs



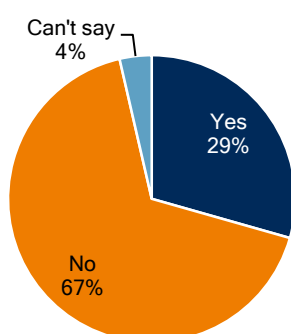
How important is the appearance of public areas



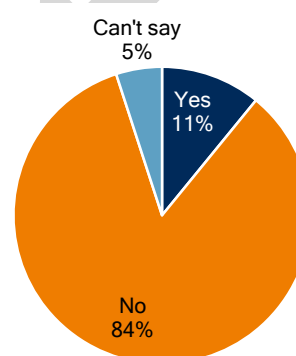
How do you rate Council's performance of appearance of public areas



Do you make reports to Council?

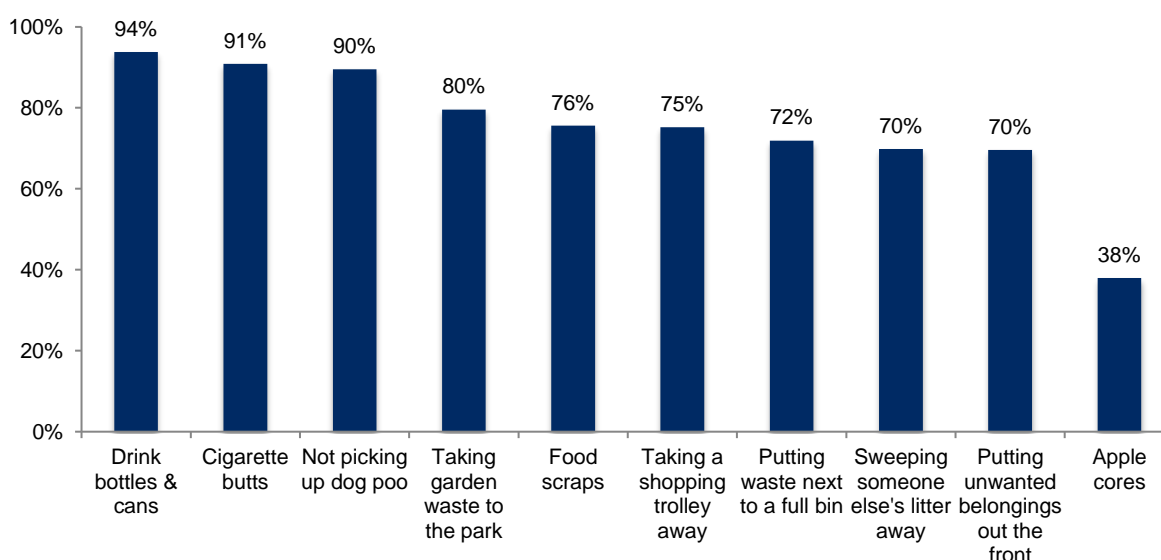


Do you make reports to the EPA litter reporting service?



What is littering?

Respondents were provided with a list of 10 behaviours/items and asked to agree or disagree if they involved littering. Although all behaviours are classified as littering not everyone thought they were.



Satisfaction with specific services

- > 61% were satisfied with litter, street sweeping and cleanliness of shopping strips, 15% were unsatisfied and 21% were neither.
- > 38% were satisfied with the time taken to remove dumped rubbish, 35% were unsatisfied and 27% were neither.

A SNAPSHOT OF THE COMMUNITY SURVEY RESULTS

- 9 out of 10 residents think litter makes neighbourhoods look bad
- 9 out of 10 residents think litter harms the environment
- 9 out of 10 residents know dropping cigarette butts is littering
- 9 out of 10 residents know not picking up dog poo is littering
- 9 out of 10 people believe council should prosecute litterers and dumpers
- 9 out of 10 residents pick up litter when they see it
- 8 out of 10 people hold onto their waste until they find a bin, even if it is all the way home
- 8 out of 10 residents know taking your garden waste to the park is littering
- 7 out of 10 residents know putting your unwanted belongings out the front is littering
- 6 out of 10 residents think it is legal to throw away an apple core

A HIGHLY ENGAGED COMMUNITY

Based on the survey, the majority of Banyule residents are concerned about litter and its impacts, are highly motivated to do the right thing and pick up litter when they see it. A much smaller proportion reported issues to council and an even smaller number reported littering from vehicles to the EPA – many noting they were unaware of this service.

Council can build on this concern and motivation and engage the community to take further action such as reporting litter and dumped rubbish to Council so it can be addressed and to report littering from vehicles to the EPA so offenders can be fined.

2 Policy framework and strategic context

The draft plan has considered the national, state and Council policy frameworks as part of its development. This section outlines the policy frameworks and strategic context relevant to the draft dumped rubbish and litter plan.

2.1 Litter and the *National Waste Policy*

In 2009 all Australian environment ministers agreed to the *National Waste Policy: Less Waste, More Resources* that set Australia's waste management and resource recovery directions to 2020.

Litter fits into this policy under *product stewardship to better manage packaging to improve the use of resources, reduce the environmental impact of packaging design, enhance away from home recycling and reduce litter*.

2.1.1 National approaches to managing packaging waste and litter reduction

A key area of discussion nationally for some time has been whether the introduction of a national container deposit scheme (CDS) will reduce litter and recover recyclable packaging at greater levels than other initiatives. The discussion and investigation has continued through changes of the Federal Government.

In July 2010, Australian environment ministers agreed to a Packaging Impacts Decision Regulation Impacts Statement (RIS) process to investigate a number of national approaches, including introducing a national CDS in various forms, to managing packaging waste and reduce litter. The process included a consultation RIS, followed by a decision RIS⁵ to analyse a range of options that was then assessed by the Office of Best Practice Regulation. However, agreement could not be reached and in December 2014 a decision was made to continue the existing arrangements, which include the Australian Packaging Covenant (see Section 2.1.2)⁶.

Container deposit schemes

The decision RIS included three CDSs. South Australia introduced a scheme in the 1970s primarily to control container litter⁷. A 5 cent deposit was paid when purchasing specific beverages that was refunded when the empty bottle was returned. CDSs are often cited as the panacea to reduce litter and increase recycling of beverage containers.

The Northern Territory introduced a scheme in 2011. As at September 2016, the:

- > NSW government has committed to introduce a scheme on 1 July 2017
- > Queensland government announced in July 2016 that it would introduce a scheme in 2018
- > the Western Australian government announced in August 2016 that it would introduce a scheme in mid-2018
- > ACT may follow/join NSW.

The Victorian government has indicated it supports [modelling by the Council of Australian Governments \(COAG\)](#), which indicated a CDS could prove expensive⁸. It has also indicated that it is interested in the outcomes resulting from NSW introducing a CDS. Therefore, at this stage Victoria does not intend to introduce a CDS.

⁵ <http://www.environment.gov.au/protection/nepc/publications/packaging-impacts-decision-ris>, accessed 12 October 2016

⁶ <http://www.environment.gov.au/protection/nepc/packaging-impacts> accessed 2 August 2016

⁷ Environment Protection Authority South Australia, 2000, Container Deposit Legislation: Economic and Environmental Impacts, report prepared by Phillip Hudson Consulting, Adelaide

⁸ <http://www.brisbanetimes.com.au/victoria/lisa-neville-against-cashforcontainers-recycling-scheme-in-victoria-20150106-12j14t> accessed 2 August 2016

Possible impacts for Council

If a CDS was introduced in Victoria this would be likely to reduce the amount of beverage container litter and could reduce litter management costs, for example reduced street sweeping in some areas. Possible negative impacts for litter include people intentionally leaving containers in streets or parks for scavengers to collect and redeem the deposit and litter resulting from scavenging through street, household recycling and private bins to find containers. The impact on kerbside recycling also needs to be considered.

2.1.2 Australian Packaging Covenant

The [Australian Packaging Covenant](#) (APC) is an agreement between companies in the supply chain and all levels of government to reduce the environmental impacts of consumer packaging by encouraging improvements in packaging design, higher recycling rates and better stewardship of packaging, so less litter. It commenced as the National Packaging Covenant in 1999.

In May 2016 the Federal Environment Minister confirmed the APC would be enhanced and re-launched in January 2017 following work with Australian environment ministers, the jurisdictions and industry.

The APC runs a grants program funded jointly by industry and government. The 2015-16 round has closed. Litter reduction was one of the three priority project areas. Many Victorian councils and waste and resource recovery groups have obtained APC funding to install public place recycling and deliver packaging litter prevention programs.

APC signatories must have action plans that include actions to address litter. For example, McDonald's litter actions include daily litter patrols near stores and education on tray mats (see Profile).

Profile: McDonald's Clean Streets program

The McDonald's Clean Streets program sets a standard for McDonald's stores and surrounds and if individuals, councils or other land managers were concerned at littering around the stores they could contact the McDonald's store or the person responsible, the National Sustainability Manager, to request that action is taken to reduce and remove the litter.

[McDonald's Our Clean Streets](#) program includes initiatives designed to keep the area around restaurants tidy and clean. The key to this is the Litter Patrol program that is a structured and regular task for crew members who pick up litter from within the restaurant grounds and in neighbouring streets.

The implementation of Litter Patrols is company policy. Litter Patrols must be carried out one block in each direction around the restaurant in accordance with the Litter Patrol Plan developed by the Restaurant Safety Team. Litter Patrol is now part of the Shift Management Tool to ensure a manager delegates a patrol both in each morning and afternoon shift.¹

Within the Clean Streets program McDonald's use packaging, restaurant tray mats and car park signage to remind customers not to litter.

In McDonald's 2013-15 (most recent available) Australian Packaging Covenant Action Plan the CEO stated the company had enhanced and re-launched its restaurant litter patrol program, and drove increased awareness of the impacts of inappropriately discarded waste with its 90,000 staff.

McDonald's currently requires two daily Litter Patrols for restaurants with extended trading hours.

KPI 8 – Reduction in the number of packaging items in the litter stream

Action	Responsibility	Baseline data	Performance Target
Maintain restaurant litter patrol frequency and compliance	National Sustainability Manager	From July 2010, litter patrols increased from one to two daily, for restaurants with	100% of restaurants completing patrols at

extended trading hours
and who have a safe
environment to do so

required frequency
(Where safe to do so)

Sources:

MacDonald's Australia Limited Australian Packaging Covenant Action Plan 2013 to 2015

http://www.packagingcovenant.org.au/data/ActionPlans/McDonalds_Australia_Limited_AP.pdf accessed 12 August 2014

¹ McDonald's Australian Packaging Covenant Action Plan Annual Report 2015

http://www.packagingcovenant.org.au/data/AnnualReports2015/McDonalds%20Australia%20Limited_AR_2015.pdf
accessed 2 August 2016

2.2 State government

2.2.1 Legislation

The main piece of Victorian legislation used by councils dealing with litter is *Part VIIA Section 45—Litter and material that may become litter* of the EP Act (see Section 1.4 for the definition of litter). Litter offences fall into summary offences where penalty notices can be issued and some matters can be prosecuted in court.

Table 3 lists the current fines for offences under Section 45 of the EP Act.

Table 3 Fines under the Environment Protection Act 1970

Small and large unlit items	Burning items
This includes unlit cigarette butts, paper wrappers, fast food packaging, drink containers and cigarette packets.	This includes but isn't limited to items such as lit cigarettes and matches.
\$311 ¹	\$622

Source: EPA website <http://www.epa.vic.gov.au/get-involved/report-litter>, accessed 28 July 2016

¹ The Victorian Government has a policy of automatically indexing certain fees and fines for inflation each year on 1 July, so that the value of those fees and fines is maintained. These are the amounts valid on 1 July 2016.

More serious offences relating to *industrial waste* are in Section 27A of the EP Act and can only be enforced by EPA. These are indictable offences and require a brief of evidence for prosecution and penalties may exceed \$750,000. EPA's Illegal Dumping Strikeforce investigates and prosecutes industrial dumping which is any waste:

- > arising from commercial, industrial, or trade activities or from laboratories
- > containing substances or materials which are potentially harmful to human beings or equipment.

The Strikeforce's current priorities are:

- > construction and demolition generators
- > Prescribed Industrial Waste transport
- > skip bins
- > stockpiling of tyres.

If councils identify dumped industrial waste they need to contact the EPA.

2.2.1.1 Victorian landfill levy

A landfill levy is one of a number of economic instruments designed to deliver environmental outcomes, in this case to discourage waste to landfill by incentivising resource recovery.

A levy for waste deposited to landfill in Victoria was established under the EP Act in 2002. The levy has been hypothecated to resource recovery and other environmentally beneficial programs and projects

and funds environmental government organisations such as EPA, Sustainability Victoria and waste and resource recovery groups.

A levy must be paid on each tonne of waste disposed to landfill. Table 4 shows the schedule of levies from 2002 until 2016. The levy increased sharply from 1 July 2011. From 1 July 2015 the levy increases by the annual government charge. Between 2014-24, the regulations allow a differential landfill levy to be introduced to target strategic materials such as untreated organic materials in landfill. To date this has not been introduced.

Table 4 Metropolitan landfill levy per tonne, 2002-15

Year	Municipal	Industrial
2002-03	4.00	5.00
2003-04	5.00	7.00
2004-05	6.00	9.00
2005-06	7.00	11.00
2006-07	8.00	13.00
2007-08	9.00	15.00
2011-12	44.00	44.00
2012-13	48.40	48.40
2013-14	53.20	53.20
2014-15	58.50	58.50
2015-16	60.52	60.52

¹ From 1 July 2015 the landfill levy is based on fee units, as set out in Schedule DA of the *Environment Protection Act 1970*. The Victorian Government has a policy of automatically indexing certain fees and fines for inflation each year on 1 July, so that the value of those fees and fines is maintained. These are the amounts valid on 1 July 2016.

2.2.1.2 Victorian Waste Education Strategy

Sustainability Victoria released the *Victorian Community and Business Waste Education Strategy* (waste education strategy) in August 2016. The strategy provides a 10-year vision and five-year action plan to provide a consistent and coordinated approach to waste and resource recovery education in Victoria.

Of six strategic directions, the fourth is to 'reduce litter and illegal dumping', which provides the strategic framework for the Victorian Litter Plan⁹. Three actions have been established for this strategic direction:

The principle of shared responsibility

The *Environment Protection Act 1970* enshrines the principle of shared responsibility, which means that the protection of the environment is a responsibility shared by all levels of government, industry, business and the people of Victoria.

As with any law, all individuals, government agencies and businesses have a legal responsibility to comply with the Act and any applicable local laws. This includes a responsibility to clean and remove waste from the land under their control and to ensure that litter does not result from business operations or individual actions.

Responsibility for enforcement of the litter provisions of the Environment Protection Act is shared between a range of agencies, including local government, EPA, Victoria Police and public land management authorities.

⁹ <http://www.sustainability.vic.gov.au/services-and-advice/local-government/victorian-litter-plan>

Action 1 Local planning for litter prevention	Action 2 Illegal dumping of household waste	Action 3 Illegal dumping of industrial waste
<ul style="list-style-type: none"> • Develop regional litter plans, supported by Sustainability Victoria • Litter Report Card • Litter Innovation Fund • Build, promote and enhance the Victorian Litter Action Alliance and its resources • Take action on Victoria's key statewide litter issues 	<ul style="list-style-type: none"> • Continue to promote the Local Litter Measurement Tool to collect robust data • Train local government officers in enforcement and surveillance techniques to hold offenders accountable for their actions • Take action on domestic dumping 	<ul style="list-style-type: none"> • Inform and educate waste generators in the construction and demolition sector on their obligations for waste transport and disposal • Increase compliance with Prescribed Industrial Waste transport laws through increased education and enforcement • Promote knowledge and standards for appropriate disposal of waste • Increase awareness of the fire risks of tyre stockpiling • Promote and publicise enforcement action to maintain a credible threat of enforcement

The strategy and the Victorian Litter Plan are led by Sustainability Victoria and delivered in partnership with Victorian Government waste and resource recovery portfolio partners and members of the Victorian Litter Action Alliance (VLAA).

2.2.1.2.1 VICTORIAN LITTER PLAN

The \$1 million Victorian Litter Plan was announced by the Victorian Government in October 2015. It aims to engage Victorian litter managers in targeted, measurable and evidence-based litter prevention activities. It comprises four programs.

1. Victoria's Litter Report Card 2016

A project to research, collate and analyse current litter and illegal dumping data from across Victoria. The Litter Report Card identifies Victoria's top five litter issues, providing evidence for future investment.

Research was conducted to collate and analyse current litter and illegal dumping data from across Victoria into a single Litter Report Card. A range of organisations provided input to the report card, including localised and specialised groups, regional bodies, statewide authorities and national organisations. The data was analysed using a multi-criteria analysis tool to identify the top five statewide priority litter issues for Victoria. These are:

1. litter in coastal areas and waterways
2. illegal dumping
3. roadside litter
4. cigarette butts litter
5. plastic and microplastic litter.

The Litter Report Card will be used to inform future investment and provides an evidence base for future monitoring of Victoria's litter and illegal dumping issues.

2. Victorian Litter Innovation Fund

A \$700,000 package offering two rounds of grants of up to \$20,000 for local government, business, community groups, and other organisations to trial innovative solutions to prevent litter and illegal dumping.

3. Interventions on key statewide litter issues

Sustainability Victoria will work with land managers and other stakeholders working in litter prevention, clean up and management to co-design and leverage projects and programs to address Victoria's top five litter issues.

4. Litter Hotspots Program

Litter Hotspots Program (Round 3), part of the Victorian Government's *A Cleaner Yarra River and Port Phillip Bay – A Plan of Action*, is a grants program to tackle litter issues in the Yarra and Port Phillip Bay catchment and is delivered by the Metropolitan Waste and Resource Recovery Group (MWRRG).

Metropolitan litter plan

An action in the waste education strategy is for waste and resource recovery groups to develop regional litter plans, supported by Sustainability Victoria. MWRRG will take the lead in developing the metropolitan regional plan but there has been no announcement about the timing.

Local Litter Measurement Tool

VLAA is developing the Local Litter Measurement Tool (LLMT) into an app to allow real time illegal dumping entries in the field connected to a database. The app was being tested by some councils and is expected to be available in late 2016.

2.2.2 Victorian Litter Action Alliance

VLAA is the peak body for litter management and prevention in Victoria. Established in 2000, VLAA provides a coordinated approach to preventing litter across the state and local government, industry and community sectors.

VLAA provides a statewide forum for:

- > fostering input and communicating statewide activities
- > identifying priorities
- > coordinating action plans to identify opportunities for leveraging greater outcomes from programs and activities
- > promoting joint activities
- > capability building through sharing information, experiences and delivery of training
- > monitoring trends in littering
- > identifying and reacting to new and emerging litter issues.

VLAA has developed a number of evidence-based litter prevention toolkits on illegal dumping, dog poo and roadside litter, to save councils time when tackling shared problems.

It has also developed the LLMT for councils and land managers to efficiently measure litter and dumping to support appropriate interventions and evaluate programs.

2.2.2.1 Best practice litter prevention

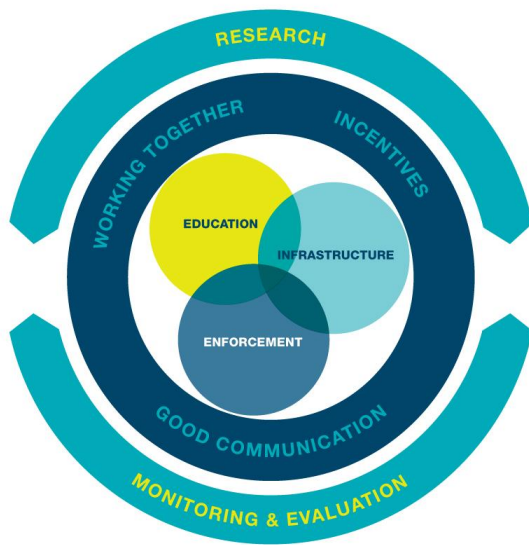
VLAA promotes the best practice litter prevention model (Figure 3) where programs must include the three key elements of:

- > education to tell people what they are doing is wrong and how to do the right thing
- > infrastructure to provide people with the tools to do the right thing
- > enforcement to provide consequences when the other measures fail.

These three key elements must be supported by comprehensive communication, working together and incentives to encourage and reward people. To ensure maximum effectiveness, a program needs

to be based on evidence and research and a monitoring and evaluation plan needs to be developed when the program is developed.

Figure 3 Best practice litter prevention model



2.2.3 Metropolitan Waste and Resource Recovery Group

The MWRRG supports Melbourne's 31 metropolitan councils to work with their communities to minimise waste and maximise resource recovery. It facilitates a number of networks including the Councils Litter Environment Action Network (CLEAN) – a network that explores litter issues and approaches.

As stated in 2.2.1.2, the waste education strategy requires waste and resource recovery regions to develop regional litter plans, supported by Sustainability Victoria. MWRRG will develop the metropolitan litter plan but the timing for this is unknown.

2.3 Council policy

The draft dumped rubbish and litter plan is consistent with Council's City Plan 2013-17 that contains five interlinked objectives:

- People – community strengthening and support
- Planet – environmental sustainability
- Place – sustainable amenity and built environment
- Participation – community involvement in community life
- Performance – use our resources wisely.

The draft plan falls directly under Banyule *Planet: Environmental Sustainability Policy and Strategy 2013-17* that provides the framework for achieving environmental sustainability in Banyule. Its objective is to conduct Council activities in a sustainable manner and practice sound stewardship of the natural environment to ensure its diversity, protection and enhancement.

'Planet' has five key directions:

- > Protecting and enhancing our natural environment.
- > Conserving water and improving stormwater quality.
- > Delivering action on climate change.
- > Avoiding waste generation.
- > Encouraging environmental stewardship.

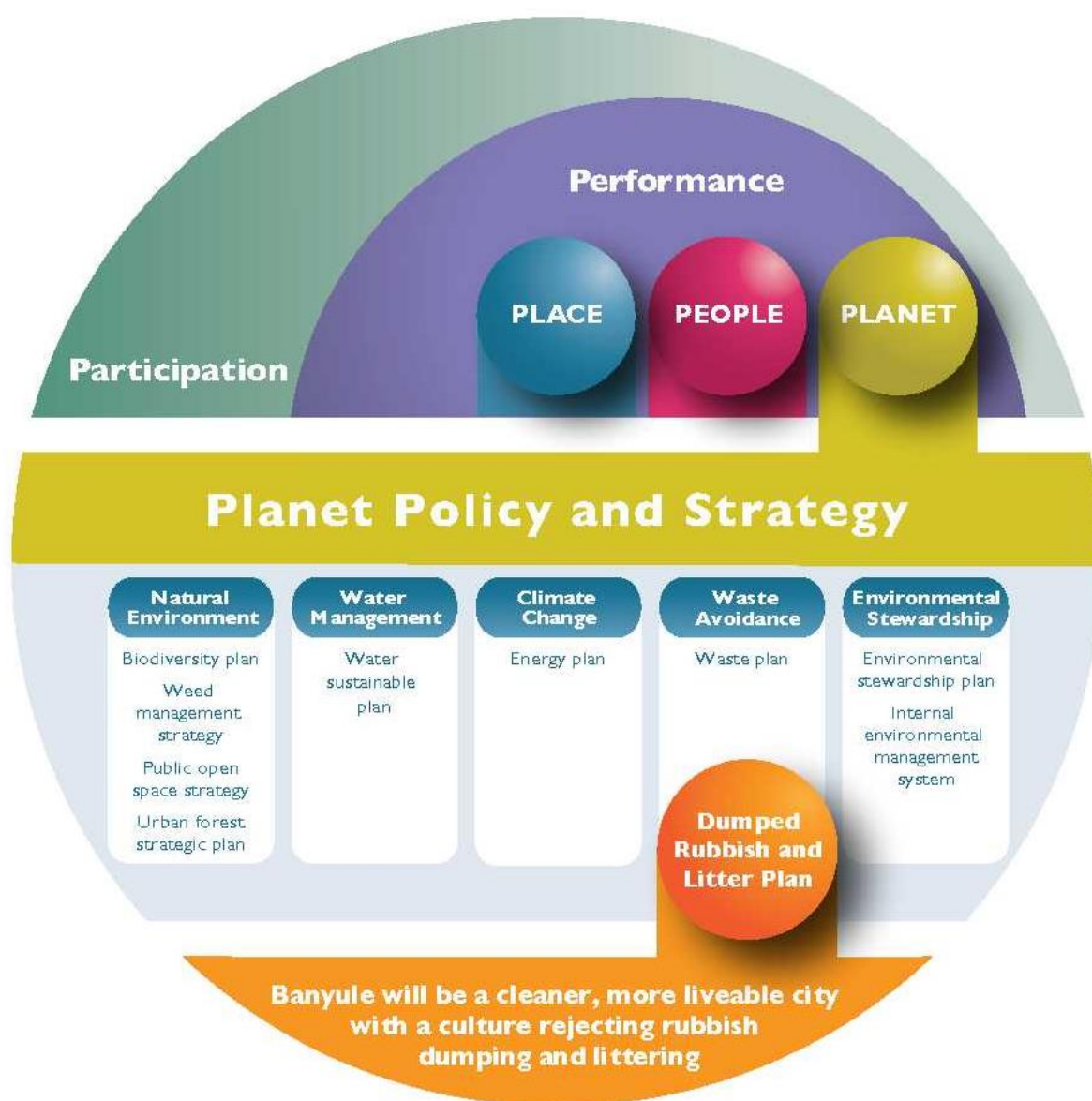
Dumped rubbish and litter falls under key direction 4, *avoiding waste generation* where it is noted:

Litter imposes significant costs on the community, threatens wildlife and reduces amenity which can impact on economic prosperity. Clean environments lead to a better quality of life for people with less detrimental environmental impact, less crime and less anti-social behaviour. Council has an obligation to comply with and enforce anti-litter legislation.

Litter management is briefly addressed in the *Banyule Waste Management Plan 2014-19*. The draft Dumped rubbish and litter plan sits under the Waste Management Plan.

Figure 4 shows the relationship of the draft rubbish and litter plan to Council's policies and plans.

Figure 4 How the Dumped Rubbish and Litter Plan fits into the Planet Policy and Strategy

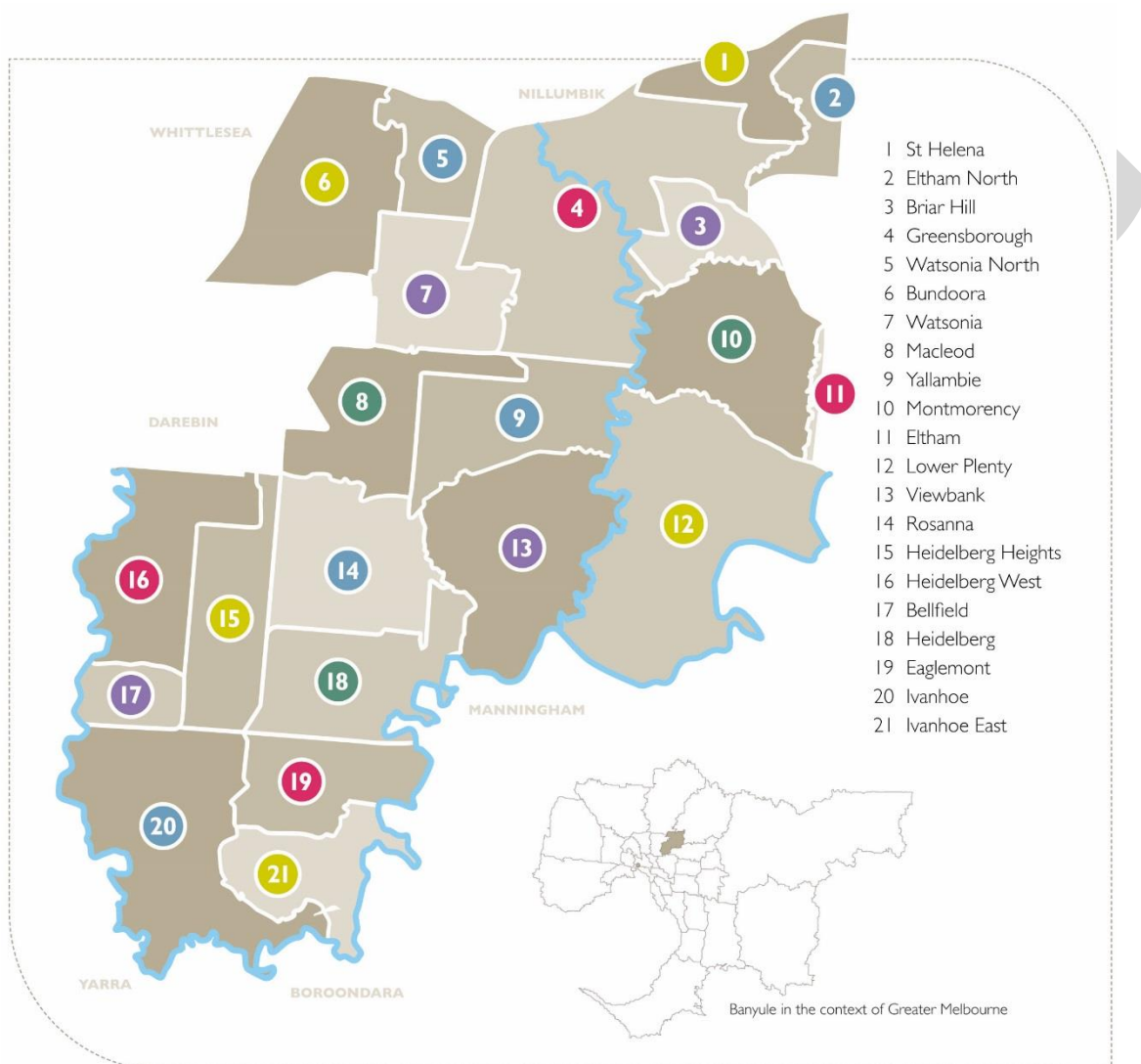


3 Setting the stage

3.1 People and place

Banyule is located between 7 and 21 kilometres north-east of central Melbourne and is made up of 21 suburbs (Figure 5). The City covers an area of approximately 63 square kilometres. The Yarra River runs along the City's south border while the west is defined by Darebin Creek. Banyule is located on the lands of the Wurundjeri and Council recognises the Wurundjeri as the traditional custodians of the lands and waters upon which Banyule is located. Council is committed to protecting Aboriginal heritage sites and over 50 sites have been identified in Banyule. Most are beside major waterways like Darebin Creek and the Yarra and Plenty Rivers.

Figure 5 Map of Banyule's suburbs



Banyule is renowned for its open spaces and plentiful parklands, especially along the Yarra and Plenty River valleys. There are 466 hectares of council-owned open space in Banyule, as well as substantial areas of parkland managed by Parks Victoria. These provide a wealth of recreational, environmental and tourism opportunities for the region.

Banyule has a diverse community of over 128,000 people¹⁰ from over 140 countries. A significant number of residents have European ancestry, and there is an increasing population of people with Asian and African ancestry. This diverse population brings a cultural richness to the community.

Banyule is primarily a residential area and retaining the character of individual neighbourhoods is important to the local community. While separate houses dominate, increasing numbers of semi-detached houses, townhouses and units are being built. Over two thirds of homes are privately owned or being purchased, with most of the rest being rented.

Banyule has a number of commercial centres, some significant industrial areas and a number of large hospitals.

3.2 Current dumped rubbish and litter services

3.2.1 Data sources and limitations

In developing the draft plan we have undertaken extensive analysis of available data. This has included internal Council data, some of which is submitted to Sustainability Victoria each year for its *Victorian Local Government Annual Survey*. It also includes:

- > Internal data sets:
 - Council's customer request management (CRM) system
 - Municipal Laws investigations, notices and fines issued and prosecutions
 - reports made to Community Safety
 - outcomes of the 2015 Youth Summit
 - consideration of dumped rubbish and litter information in the 2012 Waste services resident survey
 - Annual Community Satisfaction Surveys.
- > External data sets
 - dumped rubbish and litter community survey
 - litter reports made to the EPA's litter reporting service
 - Banyule Environment Advisory Committee
 - Banyule Multicultural Advisory Committee
 - survey of shopping centre managers and traders
 - land managers including Parks Victoria, Melbourne Water, VicRoads and VicTrack.

Data limitations

Recording accurate data on the quantities of materials collected and the cost to dispose of it presents challenges for many councils as some activities, such as picking up dumped rubbish, might occur as part of another service making it difficult to track. For example Parks and Gardens officers empty park bins and, where safe manual handling permits, clean up any dumped rubbish they find. But the quantity of dumped rubbish is not weighed separately when disposed of at the Waste Recovery Centre, often because there are occupational health and safety issues to separate it again or time pressures due to the number of vehicles requiring access to the disposal point.

A recently introduced Council protocol now requires incidents of dumped rubbish to be reported through Council's CRM so at least the number, if not the quantity, of incidents can be tracked. (Figure 17 in Appendix 1 shows the increase in number of reports resulting from this change.)

The data constraints making it difficult to determine the exact costs are likely to hide the full extent and impacts of problems. This in turn makes it challenging to develop a successful proposal seeking

¹⁰ <http://forecast.id.com.au/banyule> accessed 30 September 2016

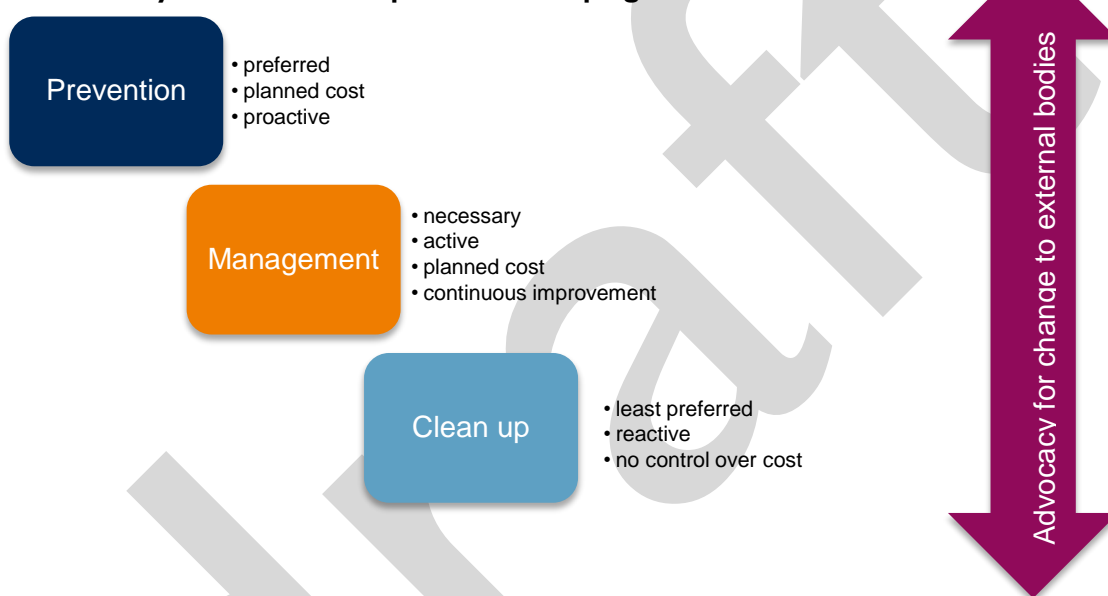
funding to address and reduce specific problems. Councils across Victoria experience similar challenges relying on indicative and anecdotal rather than robust data.

Given these constraints that make it difficult to accurately capture both the amount of time spent on and the cost of cleaning up dumped rubbish and litter right across Council, the data and costs included in the draft plan are considered to be a conservative estimate of the true cost.

3.2.2 Dumped rubbish and litter services

Table 1 in Section 1.3 *Scope*, lists the range of prevention, management, clean up and advocacy activities undertaken by Council. Figure 6 shows *prevention* is the most preferred approach as it aims to stop rubbish dumping and littering in the first place. *Management* includes those services necessary for a clean city but where efficiencies might be made. *Clean up* is the least preferred category of activity as Council has much less control over the amount of resources that will be needed to clean up. *Advocacy* is used to influence matters outside of Council's direct control, like statewide programs or funding availability.

Figure 6 Hierarchy of most to least preferred dumping and litter actions



As part of the internal consultation, Council officers involved in dumped rubbish and littering were asked to rate both the *importance of* and *amount of time* spent on litter in their role. Generally the importance was rated as high across many units, while the time spent for most was low. This highlights that achieving a clean city is a responsibility shared across all of Council and not one business unit.

This section summarises Council's services in the four areas with more detailed information available in Appendix 1.

3.2.3 Prevention

Council has a long history of providing an ongoing litter education and prevention program.

3.2.3.1 Purpose

Services to educate the community about the impacts of dumped rubbish and litter and the correct ways to dispose of their waste.

3.2.3.2 Services

As well as promoting anti-dumping and litter messages through activities at festivals and other Council events, the following programs are part of Council's suite of prevention activities. Figure 7 shows some examples of these programs.

Service name	Description	2014-15 facts
Schools education program	<ul style="list-style-type: none"> • Support to schools seeking solutions to prevent and reduce litter at or around their school. • Can also provide broader environmental and sustainability messages to students. 	<ul style="list-style-type: none"> • 200 students
Waste Wise Van	<ul style="list-style-type: none"> • An interactive 'Waste Wise Van' for school visits to teach students from prep to year 8 about waste minimisation activities and litter at school and home. • The van is equipped with the: <ul style="list-style-type: none"> • Wall of Waste – to explore the history of the waste. • Environmental Waste Service – to find out about Banyule Waste Services. • Environmental Wheel – to learn the reasons why we should protect the environment. • Wastemakers – to discover the wasteful habits of one family. • Waste Wise Shop – to return to grandma's day and discover her secrets and then compare today's shopping activities. • Recycle Wall – to explore the pathways of recycling. • The Waste Wise Caravan is a great drawcard and mobile advertisement for waste minimisation, regardless of whether it is used in a school, at a community festival or just parked in a local shopping centre. The exterior of the van is decorated in bold and colourful designs depicting the positive messages of children composting, recycling and collecting litter. 	<ul style="list-style-type: none"> • 930 school students
Community groups and sporting club education	<ul style="list-style-type: none"> • Educating community groups and sporting clubs seeking solutions to prevent and reduce litter at or around their grounds or location. • Can also provide broader environmental and sustainability messages. • Waste Wise Education Van for special events such as festivals or local shopping centre. 	<ul style="list-style-type: none"> • Anti-litter program at Cartledge, Reserve, Ivanhoe.
DHS Properties	<ul style="list-style-type: none"> • Bell / Bardia Walk-up Flats – New waste systems 	<ul style="list-style-type: none"> • 2015

Rethink Centre	<ul style="list-style-type: none"> • Tours and an environmental education program suitable for all age groups. • Caters for up to 120 visitors per session. • Is part of a working industrial site devoted to state of the art waste management. • Offers a selection of multi-media based presenter-led experiential activities exploring the waste minimisation hierarchy of avoid, reduce, reuse, recycle, and the part these actions play in achieving environmental sustainability. Can be held in the centre or at external events. • The marvellous <i>Material Girls</i> and the scintillating <i>Litter Sisters</i> can also be engaged for events outside the centre. 	<ul style="list-style-type: none"> • 3515 visitors
Waste truck educational signage	<ul style="list-style-type: none"> • Council waste trucks have become 'mobile advertising billboards' to educate the community that litter in the streets travels through the stormwater system in waterways and harms aquatic life. 	<ul style="list-style-type: none"> • Two trucks with different messages (see Figure 8).
Local laws and permit/licence conditions to prevent litter and stormwater pollution	<ul style="list-style-type: none"> • Local law covering building sites to prevent litter and stormwater pollution. • Outdoor dining conditions to prevent the escape of litter. • Sporting club licence requirements to leave grounds litter free. 	<ul style="list-style-type: none"> • Issued 64 \$1000 infringements for <i>Spoils on Roads</i> (local law). • No breaches of outdoor dining.
Other Council programs	<ul style="list-style-type: none"> • Council's water quality (previously Waterwatch) program. • Biodiversity program. • Sustainable events program. 	
Free hard waste collections	<ul style="list-style-type: none"> • Council provides two free hard waste collections each year to residents to correctly dispose of their waste. • Collection of one cubic metre, about a trailer load, of permitted items. • Provides a highly visible booking sticker to be displayed. • This service contributes to preventing dumped rubbish. 	<ul style="list-style-type: none"> • Over 21,000 bookings. • Over 1700 tonnes collected.

Figure 7 Examples of Council's prevention programs

Banyule Waste Wise Education Van



The Rethink Centre's Material Girls and Litter Sisters



Anti-litter messages on Council trucks



3.2.3.3 Analysis of future needs

- > Council needs to increase its focus on prevention activities to prevent and reduce dumped rubbish and litter.
- > Include key performance indicators to measure the outcomes of prevention activities wherever possible.

PROFILE: EXTERNAL LITTER PREVENTION FUNDING

Council has received \$20,000 of funding from the Victorian Government's Litter Innovation Fund to implement the Bell Street Mall Litter Prevention Project to reduce storm water pollution of Darebin Creek. The project will develop partnerships with the Bell Street Mall Traders' Association, Melbourne Polytechnic (formally NMIT), St Pius X School and the Darebin Creek Management Committee.

The project will:

- Educate Bell Street Mall traders from diverse cultural backgrounds about effective litter management by translating messages into something that they understand and connect with in their local area.
- Pilot a multi-lingual litter prevention campaign targeting traders and customers from diverse cultural backgrounds.
- Engage primary school students in innovative, hands-on litter prevention education that results in a community art outcome.
- Install cigarette bins in the Mall to reduce litter.
- Develop effective enforcement activities to prevent littering and dumping.
- Involve local young people to conduct DJs sessions using music to connect TAFE students that are hard to target with litter messages.

3.2.4 Management

3.2.4.1 Purpose

Council provides a range of services to manage the correct disposal of waste and prevent negative environmental impacts such as stormwater pollution. Services include providing public bins, sweeping the streets, litter traps and enforcement.

3.2.4.2 Services

Service name	Description	2014-15 facts
Public bins	<ul style="list-style-type: none"> • Council installs, empties and maintains bins in streets and parks. • Bins are emptied daily in shopping strips. • There is a limited seven day service targeting areas of high need that is monitored regularly to make changes as needed. • When bins are emptied staff also sweep and collect litter in the vicinity of the bins and clean and maintain the bin liners. 	<ul style="list-style-type: none"> • Annual cost was nearly \$790,000. • Provided nearly 330 bins in streets and parks. • Provided 24 dog waste bins with dog poo bag dispensers. • Public bins collected nearly 530 tonnes of waste (not including dog waste bins). • Annual cost per bin including disposal costs was \$2402. • Annual cost per tonne was \$1492. • Tonnes collected has been reasonably consistent between 2011-12 and 2014-15.
Street sweeping	<ul style="list-style-type: none"> • Street sweeping collects litter and organic matter such as silt and leaves – the majority is estimated to be organic matter. • All kerbs, channels and sealed pavements on Council controlled roads, car parks and constructed right-of-ways are swept. • Frequency: <ul style="list-style-type: none"> • Commercial streets and industrial roads every three weeks. • Main roads every two weeks. • Residential streets every five weeks. • Major shopping centres twice a week. • Autumn leaves are collected every two weeks during the season for about eight weeks. 	<ul style="list-style-type: none"> • Annual cost was over \$715,000.
Litter traps	<ul style="list-style-type: none"> • Litter baskets installed in stormwater drains capture litter and organic material to prevent it entering the stormwater system and polluting waterways. • Council cleans stormwater pits and drains to protect waterways and prevent flooding and potential damage to property or persons. 	<ul style="list-style-type: none"> • Annual cost was over \$25,000. • Provided 11 in-line or gross pollutant traps (GPTs). • Provided 204 litter baskets in side entry pits.
Enforcement	<ul style="list-style-type: none"> • Council's Municipal Laws Unit investigates reports of dumped rubbish and littering and issues fines and notices. 	<ul style="list-style-type: none"> • Investigated 439 dumped rubbish incidents.

- A new local law to control *Spoils on Roads* from construction sites increased the penalty from \$200 to \$1000.
- Issued 108 fines, down from a peak of 328 in 2012-13.
- Successfully prosecuted 13 offenders.
- Issued 64 \$1000 infringements for *Spoils on Roads* (local law).

Profile: Council working with the Salvos to stop dumping at their Watsonia store

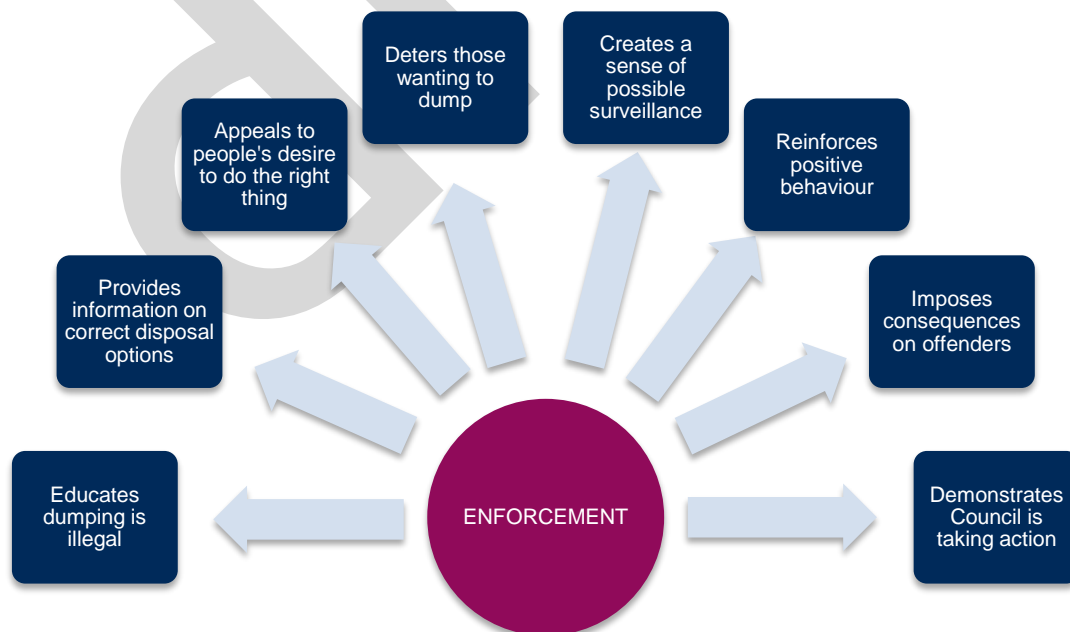
In 2010-11 the Salvos had been experiencing a major increase in dumping of goods that were basically rubbish and could not be sold in their stores. Instead of raising money for their social programs through selling donated goods a significant amount of funding was required to dispose of the rubbish to landfill and large amounts of staff time were required to sort through and clean up the materials.

Working in partnership with Council, a camera was installed to identify vehicle registration numbers of offenders so they could be fined. The surveillance was supported by signage and education that dumping goods out of hours was illegal. This partnership resulted in a sharp reduction of dumping incidents after a peak of 309 fines in 2012-13.

Enforcement – more than just fining offenders

Enforcement is included in the management section as the major focus of Council's enforcement activities are triggered in response to dumped rubbish or litter. However enforcement activities are unique due to the multiple functions served across prevention, management and clean up. Figure 8 lists these functions.

Figure 8 The multiple functions of enforcement activity



3.2.4.3 Analysis of future needs

- > The annual cost per public bin has been increasing since 2012-13 while the annual cost per tonne has been relatively consistent since 2010-11 suggesting the need for further analysis.

- > Investigate opportunities for public bin efficiencies through new technologies such as solar compacting bins and bin fill sensors to reduce the frequency of bin emptying, taking into account seasons and odour.
- > A service review of street sweeping to be conducted in 2016 and plans to install GPSs in the mechanical street sweepers offers opportunities to compile more rigorous data and analyse the impact of climatic changes on the frequency of street cleaning and investigate possible efficiencies such as a change in the existing cycles.
- > Visible and active enforcement at the Watsonia Salvos stores highlights the effectiveness of enforcement activities that could be increased across the municipality.
- > Council could consider establishing its own litter reporting service, like some other metropolitan councils, to issue fines and collect the revenue to put back into Banyule's activities.

3.2.5 Cleaning up

3.2.5.1 Purpose

The purpose of these services is to clean up dumped rubbish and litter.

3.2.5.2 Services

Council's cleaning up activities range from taking reports of dumped rubbish from the community, investigating and cleaning up dumped rubbish and supporting Clean Up Australia Day and other community clean ups.

Street sweeping could also be considered a clean up as well as management activity.

While clean up days are an 'end of pipe' solution, and a shift to prevention is preferred, it is still important to engage the community in clean up events. This promotes a culture of shared responsibility for a clean environment.

Many 'friends of' groups' regularly hold planting and conservation days that can include cleaning up litter from the banks of and in waterways. They provide good links to work together to reduce dumped rubbish and litter.

It should be noted that litter in waterways is most likely from litter in streets and open spaces that is washed into the stormwater system and into waterways rather than dumped directly into waterways.

Service name	Description	2014-15 facts
Customer Request Management (CRM) system	<ul style="list-style-type: none"> The main council reporting system where all community and staff reports are recorded for action. 	<ul style="list-style-type: none"> Nearly 3,200 reports. 80% of reports were for dumped rubbish. 13% were local laws requests.
Investigating dumped rubbish reports	<ul style="list-style-type: none"> Municipal Laws officers investigate dumped rubbish. Officers might tape material with 'illegally dumped rubbish under investigation' barrier tape (Figure 10). Issue notices and fines where possible. 	<ul style="list-style-type: none"> (Outcomes listed in Section 3.2.4 <i>Management</i>.)
Cleaning up dumped rubbish	<ul style="list-style-type: none"> Dumped household goods on nature strips. Dumped rubbish in parks, open spaces and near waterways with low natural surveillance. 	<ul style="list-style-type: none"> 2570 requests. 1765 tonnes disposed.

	<ul style="list-style-type: none"> Dumped commercial waste like mulch from trees where a business has been paid to remove it. 	<ul style="list-style-type: none"> Conservative estimate¹¹ of around \$500,000 to clean up dumped rubbish.
Dumped rubbish on land owned by others	<ul style="list-style-type: none"> Council reports dumping to the land owner which might be Office of Housing, VicTrack, VicRoads, Parks Victoria and Melbourne Water. 	<ul style="list-style-type: none"> Establishing a reporting system with land owners.
Clean Up Australia Day ¹	<ul style="list-style-type: none"> Council has a long history of supporting Clean Up Australia Day and other community clean up events that occur periodically. 	<ul style="list-style-type: none"> Six Clean Up Australia Day sites.

¹ Clean Up Australia Day and other community clean ups, while categorised as clean up, also provide broader litter prevention educational messages

3.2.5.3 Analysis of future needs

- > Increase visible investigation and enforcement of dumped rubbish.
- > Promote Council's free booked hard waste collections to prevent dumping of household goods on nature strips.
- > Work with land owners, particularly Office of Housing, to ensure tenants are aware of the laws and the free booked collections.
- > Continue to support community clean up days to promote shared responsibility but try to focus on preventing the need for clean up days.

3.2.6 Advocacy

3.2.6.1 Purpose

Council advocates to influence matters outside of Council's direct control, like statewide programs or funding availability.

3.2.6.2 Services

Council may advocate on its own or see advocacy by relevant peak bodies or representative groups to responsible authorities to develop, implement and provide funding for programs to reduce dumped rubbish and litter. It is particularly interested in advocating for the re-allocation of the landfill levy to councils to deliver programs to reduce dumped rubbish and litter.

Banyule and other councils are aware that currently there is around \$0.5 billion of the levy that has not been allocated and will continue advocating for this levy to be reinvested in waste, resource recovery and litter programs.

Advocacy topic	Description
Evidence-based programs to reduce dumping and littering	<ul style="list-style-type: none"> Continue advocacy for significant metropolitan-wide or statewide programs targeting shared council priorities to be developed and/or delivered.
Funding	<ul style="list-style-type: none"> Continue advocacy for significant funding for councils to deliver programs to reduce dumped rubbish and litter.

¹¹ Data limitations discussed in Section 4.2.1

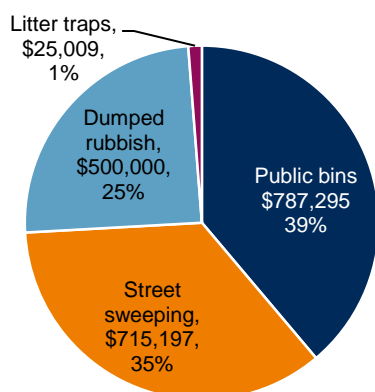
3.3 Council expenditure

The cost of providing street bins and maintaining a clean city through street sweeping and cleaning up illegally dumped rubbish is conservatively estimated (noting the data limitations explained in Section 3.2.1) to be just over \$2 million in 2014-15. Figure 9 shows the breakdown of costs based on over \$1.5 million from the Waste and Cleansing Unit's budget plus a conservative estimate of \$500,000 for the cost of cleaning up dumped rubbish. That estimate is based on a crew of two officers and a truck collecting dumped rubbish throughout the year and includes the cost of disposal. The largest cost is providing street bins followed by street cleaning, which does collect litter but predominantly collects organic matter.

The expenditure does not include the cost of the following activities:

- > Customer Services enquiries and reports
- > Municipal Laws officers' investigations
- > Parks and Gardens time and disposal costs
- > Outreach community and schools education program
- > Rethink Centre
- > Environmental Sustainability officers working to protect waterways from pollution including litter
- > Communications officers promotion of Council's services
- > Leisure and Recreation officers working with sporting clubs licensees
- > Youth and Community Partnerships officers working with the community and taking some reports
- > 3081 Project working with the Heidelberg, Heidelberg West and Bellfield communities
- > Animal Management officers dealing with dog waste.

Figure 9 Council expenditure on dumped rubbish and litter services, 2014-15



3.3.1.1 Analysis of future needs

- > Current data collection does not provide an accurate picture of the extent or cost of the problems.
- > Improving data collection is vital to measure and manage the problems.

3.4 Non-Council dumped rubbish and litter activity

3.4.1 EPA litter reporting service

Service name	Description	2015 facts
EPA's public litter reporting service, established in 2002	<ul style="list-style-type: none"> Members of the public can report people who throw litter from a Victorian-registered motor vehicle to EPA Victoria. Can report online, with the app or download a reporting form to send into the EPA. 	<ul style="list-style-type: none"> Over 20,000 offences in Victoria are reported every year. Over 85% of fines issued are for lit and unlit cigarette butts thrown from vehicles. Food packaging, drink containers and poorly secured rubbish are also among the reports received.
EPA public litter reporting service in Banyule	EPA provided information about the litter reporting service in Banyule.	<ul style="list-style-type: none"> There are 414 unique reporters from Banyule who have reported at least once since 2013. 824 reports were made by people that live in Banyule. 332 Banyule residents were reported. 392 reported offences occurred in Banyule. 211 offences were deposit of burning litter (\$606). 128 offences were for deposit of small item of litter (\$303). 53 offences were for deposit litter (\$303).

3.4.1.1 Analysis of future needs

- > More litter fines are issued for offences in Banyule through EPA's litter reporting service, from reports made by ordinary people, than by Council's trained officers.
- > The EPA litter report line data and the number of CRM reports made to council demonstrate that some members of the community take action to report offences. This is an area to encourage in the plan to support Council's activities, build on the concept that taking action on dumped rubbish and litter is a shared responsibility and to build a culture rejecting the negative behaviours of littering and rubbish dumping.



4 Banyule's dumped rubbish and litter issues and areas for action

This section examines Banyule's dumped rubbish and litter issues and areas for action identified through the research, consultation and analysis.

The issues are not unique to Banyule and it is critical to address them to prevent negative impacts on our environment, community, health, wellbeing and budget.

4.1 Dumped rubbish

As discussed in Section 3.3 *Council expenditure*, dumped rubbish is a significant problem for Council and cleaning it up is conservatively estimated to cost Council \$500,000 a year.

Dumped rubbish is a constant source of irritation and annoyance to Council and all of the community that do the right thing. Everyone (except dumpers) wants a clean community. Council is under pressure to clean up dumped rubbish as quickly as possible, but by continually cleaning it up without any visible consequences for dumpers it just reinforces the belief that it is Council's job to clean up.

- 7 out of 10 residents know putting your unwanted belongings out the front is littering but 3 out of 10 residents thought it was okay
- 9 out of 10 residents think dumped rubbish and litter makes neighbourhoods look bad
- 2 out of 10 residents thought it was okay to take household garden waste to the park

Source: Banyule dumped rubbish and litter community survey, 2016

4.1.1 Dumping locations, offenders and motivations

Different types of rubbish dumping have different motivations. People putting their household belongings on the nature strip might think that someone else wants them or that it is okay to do that as they've seen other people do the same and Council comes and collects it.

Council provides each resident two free booked hard waste collections annually. It is unknown whether household dumpers are unaware of this or dump materials not accepted by this service.

In contrast to household dumping on nature strips, examples of highly intentional behaviour where the offender clearly knows dumping is illegal include:

- > The person who loads up their car and drives to a secluded location, possibly at night, to dump materials.
- > The tradie who takes his waste from the building site and dumps it on the way home or in the bins in the park.
- > The business that accepts money to take away garden waste or general rubbish and then dumps it to pocket extra profit from the disposal cost paid by the customers.

All three types of dumping occur in Banyule. These people are generally aware that dumping is 'wrong' and take major steps not to be detected. They may feel they have a 'right' to leave it for Council to clean up as they believe disposal costs are too high and "it's Council's job anyway". They may believe that even if caught the fines are not very big compared to what it would have cost to dispose of their waste, particularly if they dump repeatedly.

Each type of dumping requires a different program to target the motivations of the dumper. EPA's Illegal Dumping Strikeforce might need to be involved in large quantities of dumping by businesses because, under the EP Act, only the EPA can investigate and prosecute offences relating to industrial

waste. These commercial offences attract very severe penalties that may exceed \$750,000 (see Section 2.21 *Legislation*).

The major dumping locations identified in Banyule are nature strips and secluded open spaces with low natural surveillance, particularly those with easy access such as no gates and bollards.

Figure 10 shows three incidents of rubbish dumping in Banyule in February 2016.

Figure 10 Dumped rubbish in a Banyule car park and around charity bins in a station car park and extreme dumping of household goods onto the nature strip



4.1.1.1 Length of time before dumped rubbish and hard waste is collected

The length of time taken to remove dumped rubbish was raised as an issue in the community survey. There were also concerns expressed about the length of time taken to remove booked hard waste and of other residents putting their waste out without a booking.

However one of the issues for the booked hard waste collections is that residents place the materials out too early. Residents are informed and sent a text message stating materials can be placed on the nature strip with the sticker applied five days before the collection date. It is not uncommon for residents to place it out and then make a booking or place it out on the day they have booked the collection. This does not allow for all of the actions, such as sending the sticker, to occur. Council revised its Local Law in 2015 to make this enforceable.

Council is proud of its free booked hard waste collection and believes that it is possibly the most efficient in metropolitan Melbourne.

4.1.1.2 Public housing factors

The proportion of people residing in social housing across Banyule is over 40%, higher than the metropolitan average. The highest concentration is in West Heidelberg. A very small proportion (under 5%) of social housing is short term or transient accommodation.

Social housing in West Heidelberg was built for the athlete's village for the 1956 Olympic Games and converted to social housing after the Games. The current Olympia Housing Initiative is a self-funded project to replace outdated and unsuitable housing in Heidelberg West, Heidelberg Heights and Bellfield. Properties are sold or redeveloped, with revenue from sales in the private market redirected towards the costs of developing new homes in the area. The tenants return to modern, energy efficient homes.

West Heidelberg experiences a high concentration of Banyule's dumped rubbish and abandoned shopping trolleys. There are multiple challenges, including language barriers, to ensure residents are aware of the free booked hard waste collections and that dumping and littering is illegal. There is also evidence that dumpers travel from outside the suburb to West Heidelberg to dump their rubbish.

Some social housing residents have multiple issues that impact on their daily lives which sometimes makes it difficult to provide the right information to them at the right time.

Social housing tenants are also from very diverse backgrounds that can present other challenges (see 5.2).

Issues

- Large amount of open spaces.
- Secluded areas with no natural surveillance making dumping easy.
- Household goods on nature strips.
- Businesses dumping materials they have been paid to dispose of legally.

Areas for action

- The Office of Housing, as the land manager and landlord, has a major role to play in preventing and managing litter, overflowing rubbish bins and dumped rubbish on its land and also from escaping its land. Council is working closely with the Office of Housing's regional office to support it to meet its responsibilities and reduce litter and dumped rubbish on its land.
- Improve systems – reporting (internal and external) to reduce the time before collection.
- Review the investigation service standard.
- Continue to educate residents not to place hard waste out more than five days before the pick up date.
- Implement highly visible 'illegal dumping under investigation' actions to educate the community.
- Reduce the pick up time for booked hard waste collections to reduce the amount of time the items sit there to avoid other households placing their waste on nature strips.
- Council staff to letterbox households with unbooked hard waste on nature strips to inform them they must book a collection.

PROFILE: DUMPED RUBBISH – A PROBLEM SHARED BY MOST COUNCILS

A July 2016 Metropolitan Local Government Waste Forum survey¹² on dumped rubbish of metropolitan councils found that, similar to Banyule, accurate data on amounts and cost to clean up is limited for the same reasons as Banyule.

Inconsistent and insufficient data makes it difficult to accurately measure and assess the extent and scale of illegal dumping.

Twenty-three of the 31 metropolitan councils estimated costs ranged between \$40,000 to \$2 million per year, with the majority of responses falling within a range of \$250,000 to \$500,000 per year. Extrapolating those figures across the 31 metropolitan councils, if an average of:

- > \$350,000 was assumed, the total cost for metropolitan Melbourne would be nearly \$11 million each year
- > \$250,000 was assumed, it would be nearly \$8 million
- > \$500,000 was assumed, (more like Banyule's conservative estimate) it would be \$15.5 million.

If each council then allocated around \$100,000 a year to preventing dumping then it is reasonable to assume that clean up savings would be inevitable over time and that would demonstrate that councils that allocate funding to prevention see the results through reduced dumping.

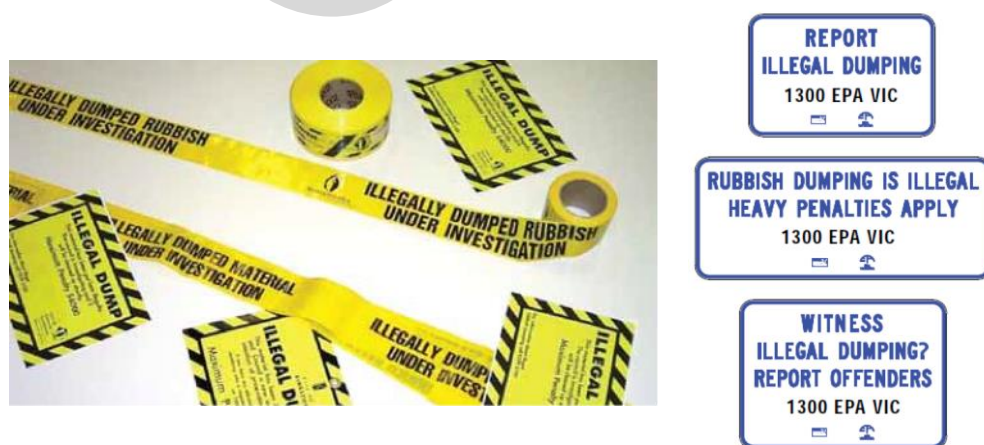
The major barriers identified in the survey in dealing with dumping included:

- > difficulty in obtaining evidence for successful convictions
- > insufficient staff resources and training for both compliance and education
- > limited preventative infrastructure (e.g. cameras, lighting) and surveillance monitoring at priority dumping sites
- > costs of collection, clean up and disposal
- > insufficient budget to allocate to litter prevention and illegal dumping.

One of the key recommendations was to build councils' capacity to adopt consistent data collection methodologies, such as VLAA's Local Litter Measurement Tool to report accurately on the costs, frequency and quantity of illegally dumped rubbish.

VLAA has developed a number of evidence-based illegal dumping toolkits that can be implemented by councils, saving time in developing individual programs. Figure 11 shows illegal dumping tape and signage recommended by VLAA.

Figure 11 Illegal dumping tape and signage recommended by the Victorian Litter Action Alliance



¹² Metropolitan Local Government Waste Forum Illegal dumping discussion paper, unpublished, August 2016

PROFILE: NEW SOUTH WALES ENVIRONMENT PROTECTION AUTHORITY RESEARCH INTO DUMPING

New South Wales EPA has conducted extensive research¹³ into dumping that included identifying four steps to tackle illegal dumping.

- 1. Increase awareness** – Provide targeted information on disposal options to those who want to do the right thing (owners and long-term renters), but this alone is unlikely to change the behaviour of others.
- 2. Influence and change attitudes** – This is a long-term goal to change perceptions that dumping is acceptable. Need to stress that dumping is not socially acceptable and build social/peer pressure to influence behaviour.
- 3. Make it easy to dispose of things** – Facilities and options need to be easily available and convenient. The issue of service cost may have to be addressed for lower income groups. Again this is only likely to work for those with a propensity to do the right thing.
- 4. Enforce/reinforce community stance** – Highlight that dumping is illegal through a system of penalties and fines, which are well publicised. There were significant differences in awareness of disposal facilities, knowledge of available options, and general attitudes towards illegal dumping among the main target groups. As such, while there may be common components in any educational campaign, targeted approaches may be required to effectively reach each group.

4.2 Diverse communities

The Banyule community is culturally and linguistically diverse (CALD).

Council needs to consider the cultural and language differences in the community when planning and providing waste management services and information to ensure that everyone understands their civic and legal responsibilities.

Issues

- Lack of knowledge of the free booked hard waste collections.
- Limited information and education materials in language for CALD communities.
- Difficulty of educating tenants that may move from one municipality to another over time.
- Difficulty reaching and educating people who may have multiple issues in their daily lives.

Areas for action

- Develop and deliver a comprehensive education program for CALD communities.
- Ensure that all education and communication materials developed can be understood by CALD communities.

¹³ *Illegal dumping research report*, Environment Protection Authority New South Wales, July 2015

4.3 Dog poo

Dog poo left on nature strips and in parks and reserves was an issue raised in the community survey, including bagged dog poo that was not binned.

Issues

- Unbagged and bagged dog poo was reported to be left in parks and on nature strips and front yards.

Areas for action

- Collect data to confirm if this is an issue.
- Implement VLAA'S dog poo prevention program.
- Reach dog owners directly and through dog clubs.
- Consider installing signage.
- Ensure animal management officers run blitzes.

4.4 Abandoned shopping trolleys

Abandoned shopping trolleys litter Banyule's parks, open spaces and neighbourhoods and end up in waterways. Some people might not have a car to do their shopping or walk to the shopping centre and end up buying more than they had planned and 'borrow' a trolley to transport shopping home. Unfortunately all too often the shopping trolley is not returned to the store and is dumped.

Areas for action

- Educate residents that dumping trolleys is illegal.
- Promote Trolley Tracker, Snap, Send Solve and Coles apps to report abandoned shopping trolleys.
- Liaise with Trolley Tracker to work with the stores.

4.5 Lack of understanding of what is litter

In the community survey a number of residents were incorrect in their assessment of what is litter and could be exposing themselves to fines.

Issues

The community survey found:

- 62% thought it was okay to litter an apple core (these people are exposed to being fined if witnessed throwing apple cores, from a vehicle in particular)
- 30% thought it was okay to put your unwanted belongings out the front
- 25% thought it was okay to take the shopping trolley away
- 20% thought it was okay to dump your garden waste in the park.

Areas for action

- These are all areas to tackle in a strategic communications campaign aiming to educate people of the facts and change behaviours.

4.6 Low levels of investigation and enforcement

We know that best practice litter prevention must include enforcement activities and this is an area where Council can do more. There are over 400 ordinary Banyule residents registered to report littering from vehicles with the EPA. The actions of ordinary people have resulted in the issuing of more litter fines than Council's trained officers.

There is strong community support for enforcement investigations, fines and prosecutions.

Support for investigation and prosecution

9 out of 10 residents believe Council should prosecute litterers and dumpers

Source: Banyule dumped rubbish and litter community survey, 2016

Areas for action

- Investigate ways to increase Council's enforcement activities.
- Deliver VLAA's illegal dumping prevention programs.
- Investigate a Council-run litter reporting service so Council can collect the revenue to fund enforcement.

4.7 Working effectively across council

There are 12 Council business units or areas involved in dumped rubbish and litter activities. There are opportunities to achieve increased efficiencies through a coordinated approach to continue to provide services in a financially constrained environment.

Organisations that have been successful in dealing with dumped waste and litter indicate that reduction of the problem should be a priority for all persons within an organisation, and that this needs to be driven at all levels: from elected representatives to chief executive officers, managers, supervisors and staff working in the field.

Cheryl Batagol, Chairman, Environment Protection Authority Victoria,
2014 Victoria litter enforcement toolkit

Area for action

- Establish a cross-council Dumped rubbish and litter taskforce to take responsibility for implementing and reporting back on the plan.

4.8 An engaged and concerned community

Based on the community survey results, Banyule residents are very engaged and concerned about dumped rubbish and litter. Eighty per cent were concerned about litter in Banyule and strongly supported Council taking action against offenders.

Areas for action

- Provide 'call to action' opportunities to the community so they can support Council's work and take action, such as promoting the EPA litter reporting service, Trolley Tracker and reporting to Council.

- Use social norming messages, such as *9 out of 10 residents know dropping cigarette butts is littering* to encourage people to join the majority.
- Build a culture of shared responsibility that rejects dumping and litter.

4.9 Priorities

Table 5 lists Banyule's dumped rubbish and litter priorities based on the discussion in this section that has been drawn from the research, consultation and analysis.

The table demonstrates the complexity of issues for dumped rubbish and littering – that they involve a behaviour, category of offender, types of locations, items dumped or littered and the possible motivations or thinking behind the behaviours. Due to this complexity there is no one solution for all types of litter or dumped rubbish and specific programs are required for particular priorities.

Table 5 Dumped rubbish and litter priorities

Behaviour	Offender/s	Location	Item/s	Possible thinking
Dumping unwanted belongings	Households	<ul style="list-style-type: none"> • on nature strips • in parks and reserves with low natural surveillance • at charity stores 	<ul style="list-style-type: none"> • household goods • garden waste • household garbage 	<ul style="list-style-type: none"> • someone might want them • Council's responsibility to pick up • I don't care
Dumping materials after receiving payment for legal disposal	Businesses	<ul style="list-style-type: none"> • in parks and reserves with low natural surveillance • secluded areas • charity stores • can end up in waterways 	<ul style="list-style-type: none"> • garden waste • mulch • household or commercial garbage • household furniture 	<ul style="list-style-type: none"> • I (the business) can pocket more profit by dumping • I don't want to pay the disposal cost
Players and spectators littering at sporting events at Banyule facilities	Players Spectators Clubs not meeting licence requirements to leave the grounds clean	<ul style="list-style-type: none"> • on and around the ground • around the canteen • around bins • in bins 	<ul style="list-style-type: none"> • drink containers, straws and bottle tops • food wrapping • confectionery and chip wrappers • tape from players • butts and cigarette packets • players depositing their hard/business waste for free in the club's bins for Council to take away 	<ul style="list-style-type: none"> • the kids are paid to pick up the rubbish and recyclable items • why isn't there recycling • not enough bins • it's just a bit of tape • it's only a cigarette butt, it'll break down
Littering food packaging	People on the go	<ul style="list-style-type: none"> • roadsides • shopping strips • roads 	<ul style="list-style-type: none"> • food packaging • drink containers 	<ul style="list-style-type: none"> • no bins • Council/VicRoads should clean up

Behaviour	Offender/s	Location	Item/s	Possible thinking
including drink containers and other recyclable items		<ul style="list-style-type: none"> parks can end up in waterways 	<ul style="list-style-type: none"> confectionery wrappers chip and snack wrappers 	<ul style="list-style-type: none"> I don't care it's just a little bit I'm leaving the scraps for the birds scraps will decompose we should be able to recycle in public, like at home if I leave it near the bin it will be recycled it is illegal to consume alcohol in public places so I'm getting rid of it as soon as I've emptied it someone collecting aluminium cans will pick it up
Not picking up dog poo	Dog owners Dog carers	<ul style="list-style-type: none"> residential streets parks, including bagged open spaces sporting ovals can end up on people's shoes can end up in waterways 	<ul style="list-style-type: none"> unbagged dog poo bagged dog poo 	<ul style="list-style-type: none"> no bins the bin was taken away so I'm protesting I meant to get the bag on the way back it will decompose I can't stand to pick it up
Taking shopping trolleys away from stores and then abandoning them	Shoppers	<ul style="list-style-type: none"> vacant land parks and reserves near homes can end up in waterways around buildings can become a receptacle for rubbish 	<ul style="list-style-type: none"> shopping trolleys containing packaging containing other rubbish 	<ul style="list-style-type: none"> I don't have a car they'll come and pick it up who cares I meant to take it back

5 Our vision and strategic directions

5.1 Dumped rubbish and litter plan vision

Banyule will be a cleaner, more liveable city with a culture rejecting rubbish dumping and littering.

5.2 Strategic directions

The vision is based on the principle of shared responsibility across Council, businesses, land managers, industry and the community. Three strategic directions have been developed to address the priorities.

The strategic directions were developed to move Council's current focus from management and clean up to increase prevention activities supported by management services to reduce dumped rubbish and litter and the ongoing need to clean up.

The three strategic directions are:

1. Implement best practice programs and services to reduce dumped rubbish and litter.
2. Build a culture of shared responsibility that rejects dumped rubbish and litter.
3. Advocate for external measures to reduce dumped rubbish and litter.

6 Banyule dumped rubbish and litter strategic directions and actions

The main focus for the action plan is on activities within Council's *control*. This avoids allocating disproportionate time on areas outside of our control and that might be dealt with differently. For example advocating to the state or federal government on particular issues is important but it is outside of Council's control to effect change. For maximum efficiency time is allocated based on effort for outcomes.

Table 6 provides examples of matters that are within Council's control, those it might seek to influence and some that might be a concern to Council but that Council has little control over¹⁴.

Table 6 Examples of initiatives in the circles of control, influence and concern

Control	Influence	Concern
Council's service standards	Influence through Metropolitan Waste and Resource Recovery Group and the Municipal Association of Victoria: <ul style="list-style-type: none">• container deposit scheme• plastic bag ban	Mattress take back scheme
Customer request management system		Amount of packaging and built in obsolescence of products
Data collection	Advocate for landfill levy reinvestment	
Setting and achieving targets		

¹⁴ Based on the Circles of control and influence in *The Seven Habits of Highly Effective People* by Stephen R. Covey, Simon and Schuster 1992 <http://uthscsa.edu/gme/documents/Circles.pdf> accessed 11 July 2016

6.1 Structure of the plan

The actions are identified under the three strategic directions:

1. Implement best practice programs and services to reduce dumped rubbish and litter.
2. Build a culture of shared responsibility that rejects dumped rubbish and litter.
3. Advocate for external measures to reduce dumped rubbish and litter.

Delivery of actions is prioritised into:

- > short term (1 year)
- > medium term (2-3 years)
- > long term (4 and more years).

The prioritisation of actions has been influenced by a range of factors including:

- > work already underway
- > feasibility of implementation
- > the ability to deliver the best possible community benefits using Council resources.

These actions involve the development of more detailed strategies and plans to strengthen Council's capacity to deliver the benefits of the plan. The action plan will be reviewed annually to monitor and evaluate progress and to update the plan as required. This will be the responsibility of the Dumped Rubbish and Litter Taskforce project sponsor.

6.2 The implementation plan

See separate A3 document

6.3 How we'll measure success

Monitoring and evaluation are essential to understand whether progress is being made towards our goals and to confirm Council is generally headed in the right direction.

For each of the actions, indicators have been identified that Council will monitor over the course of the plan

We can learn from our experiences and adjust our actions accordingly. We will work across Council and with our stakeholders to measure progress and adapt actions as necessary to stay on track.

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ABBREVIATIONS

Abbreviation	Full
APC	Australian Packaging Covenant
CALD	culturally and linguistically diverse
CDS	container deposit scheme
CLEAN	Councils Litter Environment Action Network
Council	Banyule City Council
CRM	customer request management (system)
EPA	Environment Protection Authority Victoria
EP Act	<i>Environment Protection Act 1970</i>
LLMT	Local Litter Measurement Tool
MWRRG	Metropolitan Waste and Resource Recovery Group
RIS	regulation impacts statement
waste education strategy	<i>Victorian Community and Business Waste Education Strategy</i>
VLAA	Victorian Litter Action Alliance

RESOURCES

Victorian Litter Action Alliance www.litter.vic.gov.au

The Victorian Litter Action Alliance (VLAA) is the peak body for litter management and prevention in Victoria. Established in 2000, VLAA provides a coordinated approach to preventing litter across state and local government, industry and community sectors.

VLAA resource	Website link
litterALLY newsletter (you can subscribe)	http://www.litter.vic.gov.au/litterally
Local Litter Measurement Toolkit	http://www.litter.vic.gov.au/litter-prevention-toolkits/local-litter-measurement-toolkit
Best practice model	http://www.litter.vic.gov.au/litter-prevention-toolkits/best-practice-model
Litter prevention program kit	http://www.litter.vic.gov.au/litter-prevention-toolkits/litter-prevention-program-kit
Illegal dumping litter prevention kit	http://www.litter.vic.gov.au/litter-prevention-toolkits/litter-prevention-program-kit/illegal-dumping
Dog poo	http://www.litter.vic.gov.au/litter-prevention-toolkits/litter-prevention-program-kit/dog-poo
Roadside litter	http://www.litter.vic.gov.au/litter-prevention-toolkits/litter-prevention-program-kit/roadside-litter
Public place recycling toolkit	http://www.litter.vic.gov.au/litter-prevention-toolkits/litter-prevention-program-kit/public-place-recycling
Other resources	Website link
City of Greater Dandenong's Better Practice Manual – Dealing with Litter and Illegally Dumped Rubbish	CoGD Better Practice Manual
Developing CCTV guidelines	Guide to Developing CCTV for Public Safety in Victoria Victorian Ombudsman's Guidelines for Developing Closed Circuit Television in Public Places
Enforcing the Environment Protection Act 1970	2014 Victoria litter enforcement toolkit

NSW EPA

The [Illegal Dumping Research Report](#) explores the motivations of people who dump waste illegally, and the influential factors which may bring about a change in behaviour among these groups of people. This research provides a benchmark for monitoring changes in attitudes, behaviours and experiences relating to illegal dumping. Research was conducted with government stakeholders, trade and industry representatives and community members and the results include recommendations on future strategies and interventions to reduce illegal dumping.

Illegal dumping research report <http://www.epa.nsw.gov.au/illegaldumping/research.htm>

APPENDIX I Council dumped rubbish and litter services

Appendix 1 provides additional details where relevant of Council services summarised in Section 3.2 and is organised into:

- > prevention
- > management
- > clean up.

Prevention

Schools education program

A council education officer provides specialist advice on request to schools seeking solutions to prevent and reduce litter at or around their school or to provide broader environmental and sustainability messages to students. The programs targets the whole school and its community.

Banyule's 'Waste Wise Van' was developed to offer school visits to teach students from prep to year 8 about waste minimisation activities at school and home.

The aim is to encourage students to identify their role in environmental issues and to take responsibility for personal waste management through the introduction of the 4 Rs program – rethinking, reducing, reusing and recycling. The objective is for students to learn to respond to their surroundings and personally minimise their impacts.

The Waste Wise Van has interactive stations for the:

- > Wall of Waste – to explore the history of the waste
- > Environmental Waste Service – to find out about the Banyule Waste Service
- > Environmental Wheel – to learn the reasons why we should protect the environment
- > Wastemakers – to discover the wasteful habits of one family
- > Waste Wise Shop – to return to grandma's day and discover her secrets and then compare today's shopping activities
- > Recycle Wall – to explore the pathways of recycling.

Council also offers practical programs to support primary and secondary schools to minimise their waste including all age groups:

- > waste audit and site assessments before and after program implementation
- > waste and litter minimisation action plans for the school
- > teacher information session on ResourceSmart Schools program or how to design and implement a waste strategy.
- > student sessions on waste and litter minimisation
- > ongoing support and monitoring.

Community Education

Council can provide anti-litter programs to shopping areas, festivals, sporting grounds and community groups. Where there are opportunities to seek funding from environmental grants this is actively pursued. Clean-up Australia Day is promoted by providing assistance to at least six clean-ups sites throughout Banyule.

Rethink Centre

[The Rethink Centre](#) education program combines education with entertainment. Program content is performed by a variety of characters and covers a range of socio-environmental issues. The Lota Less Litter Show examines litter prevention actions and the relationship between street litter, the urban stormwater system and marine pollution. Living in a Material World examines consumerism and waste avoidance. As well as raw resource use, material recovery and reprocessing as it relates to used packaging. While other performances used exclusively for festivals highlight the issue of rubbish dumping while encouraging resident participation in booked hard rubbish collections and a better understanding of Council's Waste Recovery Centre services.

Management

Council's direct management services includes providing public bins, sweeping the streets, litter traps and enforcement.

Public bins

Council provides nearly 330 bins in streets and parks and 24 dog waste bins with dog poo bag dispensers. In 2014-15 nearly 530 tonnes of waste was disposed of in the public bins (doesn't include parks dog waste bins). The tonnes disposed of has been reasonably consistent between 2011-12 and 2014-15.

Council updated the public bins in 2007-08 replacing out of date and small bins with larger bins to improve capacity and efficiency in collections and staff health and safety. The tonnes collected from all the bins annually has risen from about 330 tonnes in 2007-08 to about 530 tonnes in 2014-15.

The cost of providing and emptying public bins includes:

- > infrastructure installation
- > maintenance costs
- > trucks
- > staff emptying and cleaning the bins and surrounds
- > the cost of disposal that includes the state government Landfill Levy.

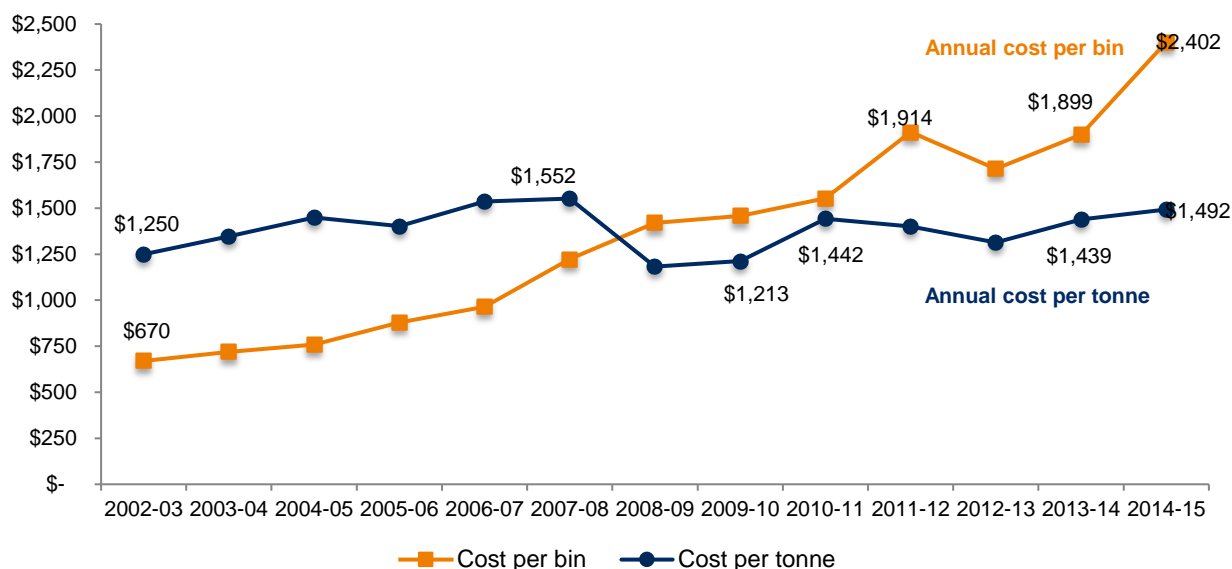
The Landfill Levy rose from \$9 a tonne in 2010-11 to \$44 a tonne in 2011-12 and has risen each year since then to a current¹⁵ cost of \$62.03. The annual service cost for public bins rose from over \$580,000 to \$720,000 for the same period.

Bin emptying occurs daily in shopping strips and Council runs a limited seven day service targeting areas of high need that is monitored regularly to make necessary changes.

Despite Council implementing long term efficiencies such as rationalising public bins through increasing bin size, the annual cost per bin has been increasing since 2012-13 while the annual cost per tonne has been relatively consistent since 2010-11 as shown in Figure 12.

¹⁵ Levy as of 1 July 2016

Figure 12 Comparison of annual public bin cost per tonne and bin, 2002-03—2014-15



Street sweeping

As well as street sweeping Council also cleans spillages and adhesive materials from paved pedestrian areas of nominated shopping centres, and the total paved areas of the Greensborough multi-deck car park.

The, City of Banyule was estimated to have almost 30% of tree cover and rated sixth in metropolitan Melbourne¹⁶. This contributes to the amount of leaf litter in Banyule.

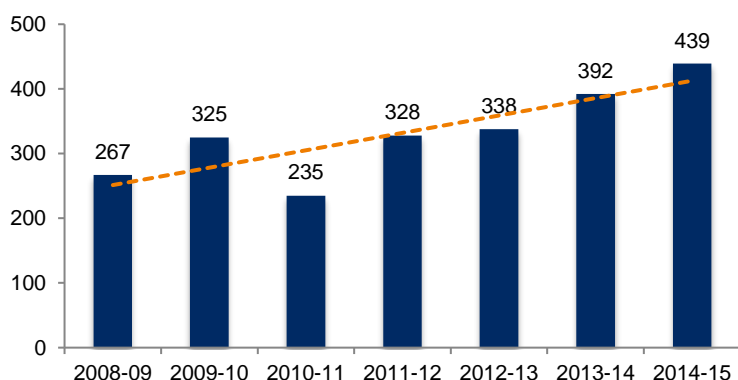
Dumped rubbish and litter enforcement

Enforcement is included in the management section noting, as shown in Figure 12, that it has multiple functions including prevention.

Council's Municipal Laws Unit is responsible for enforcing the litter provisions of the Environment Protection Act. This includes investigating offences, educating people about the correct way to dispose of waste, issuing warnings, notices and fines and prosecuting offenders in court for serious offences.

Figure 13 shows the number of investigations has been rising steadily since 2011-12 and was 439 in 2014-15.

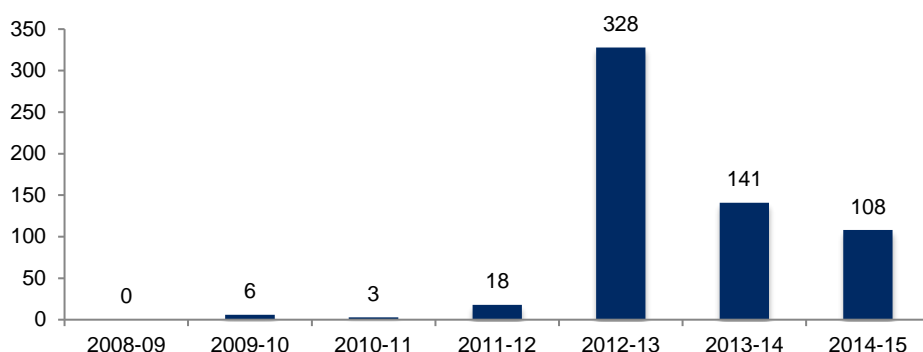
Figure 13 Number of investigations, 2008-09—2014-15



¹⁶ *Benchmarking Australia's Urban Tree Canopy*, Institute for Sustainable Futures, 2014

Figure 14 shows there have been major fluctuations in the number of fines issued between 2008-09 and 2014-15.

Figure 14 Litter fines issued by Banyule's Municipal Laws Unit, 2008-09—2014-15



Issuing fines is one thing, ensuring they are paid is another. Banyule has issued a number of fines that have still not been paid.

The Environment Protection Act also provides for a number of notices that can be used to deal with litter and dumped rubbish. This includes a Litter Abatement Notice and to remove litter on request that include penalties for failure to comply.

In 2013-14 Council successfully prosecuted 9 offenders and 13 in 2014-15.

Council has also issued 64 infringements issued for *Spoils on Roads* since the inception of the new local law in April 2015 when the penalty increased from \$200 to a more severe \$1000 per offence.

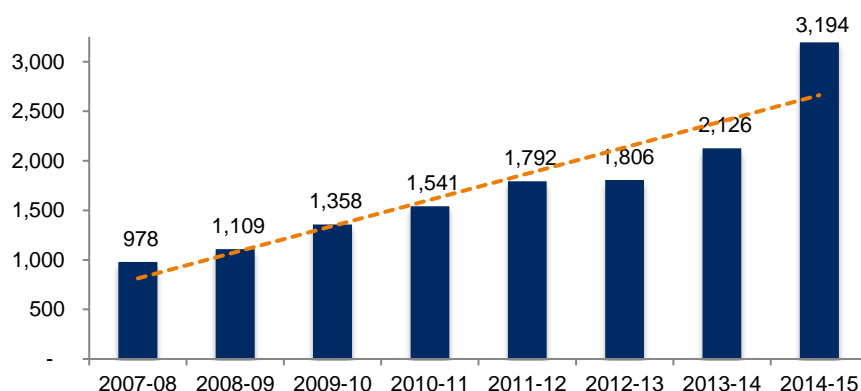
Cleaning up

Dumped rubbish and litter reports

A key tool in Council's management is the CRM system. Customer Services staff accept reports from the public and council officers can also make reports into the system. The CRM is the main council reporting system and has a number of categories supported by keywords to help staff identify the correct category.

Figure 15 shows Customer Service accepted nearly 3,200 reports in 2014-15. The big jump from 2013-14 to 2014-15 can be attributed to a new protocol requiring staff to report dumped rubbish into the system to improve data collection. In 2013-14 there were 1,631 dumped rubbish reports that increased to 2,570 in 2014-15.

Figure 15 Total number of reports for dumped rubbish, litter, bin emptying and dumped shopping trolleys, 2007-08—2014-15



Dumped rubbish is clearly the major subject of reports as seen in Figure 16 that shows the breakdown of the types of reports for 2014-15.

Figure 16 Proportion of CRM reports by category, 2014-15

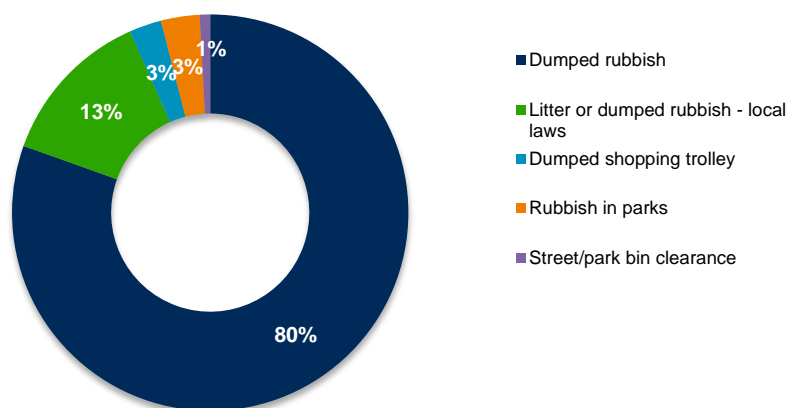


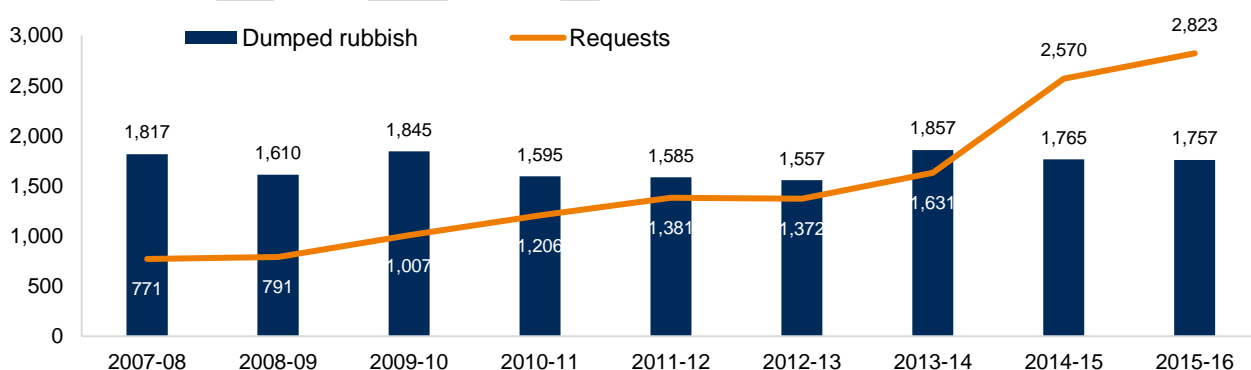
Figure 17 shows the tonnes of dumped rubbish collected annually between 2007-08 and 2015-16 by Council's Waste and Cleansing Unit that is disposed at the Waste Recovery Centre. The tonnes of dumped rubbish fluctuated by 300 tonnes between the high (1,857) and low (1,557) for the period so was reasonably constant. In contrast requests were steadily increasing between 2008-09 and 2013-14 and then jumped by around 700 requests in 2014-15. The jump in requests in 2014-15, and then 2015-16, can be attributed to improved data collection where staff reported incidents through Council's central customer request management system instead of cleaning it up without a report.

Despite the increase in requests the tonnes do not show an associated increase. This highlights two points:

- > An increase in reporting does not necessarily mean an increase in a problem – but it could as quantity data is not fully collected.
- > The data for the tonnes cleaned up does not provide evidence that rubbish dumping in Banyule has increased. If the number of incidents have increased the amounts might have decreased, or people might notice dumped rubbish more often and are less tolerant of it and believe the overall problem has increased.

While this data suggests that the quantity of dumped rubbish is not a growing problem, it should be noted that complete data on dumped rubbish is not currently collected.

Figure 17 Dumped rubbish, tonnes, and number of requests to clean up dumped rubbish, 2007-08—2015-16



Resident free booked hard waste collections

Figure 18 shows the increasing popularity of the free booked collections over time with requests increasing by over 80% between 2007-08 (11,761) and 2015-16 (21,281).

Despite the increase in requests there has been a decline in the number of tonnes collected. This data does not capture the amount of materials rejected as it does not comply with what is accepted. If materials are placed out do not meet the specifications they are left at the property.

Figure 18 Hard waste collections, number of bookings and tonnes collected, 2007-08—2015-16

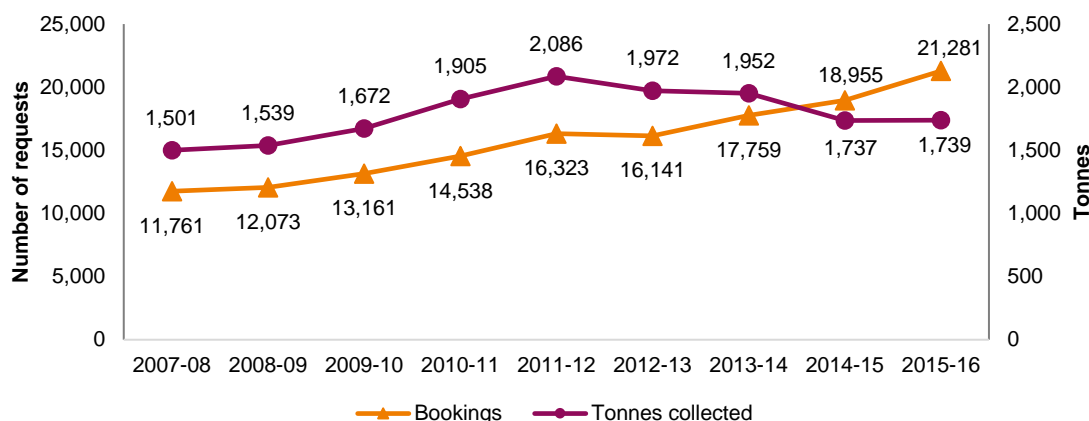
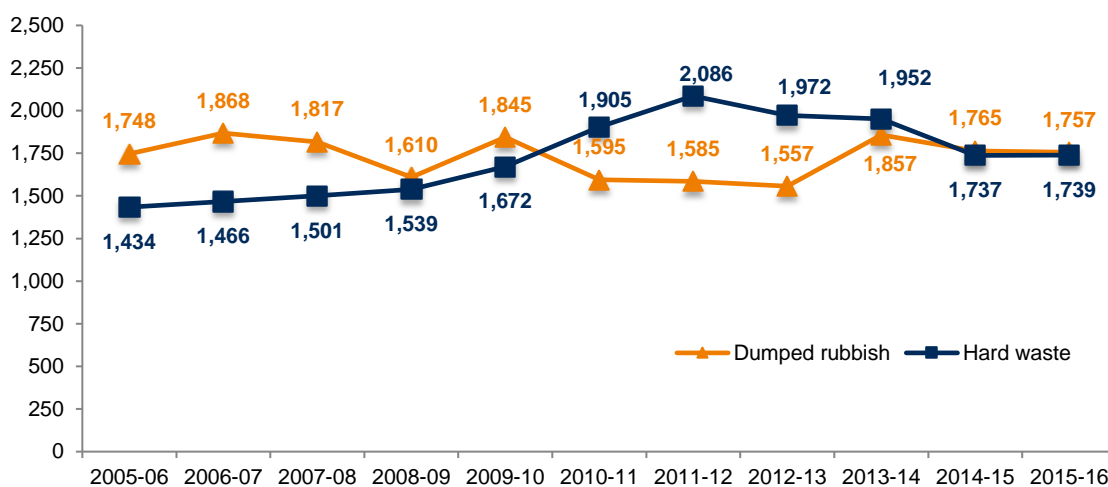


Figure 19 compares the tonnes of dumped rubbish cleaned up and the tonnes of booked hard waste collected. As commented for Figure 17, the tonnes of dumped rubbish collected has been reasonably constant during the period. In 2014-15 and 2015-16 the tonnes of hard waste and dumped rubbish collected have been about the same.

Ideally we would want to see a decline in the tonnes of dumped rubbish (and number of incidents) as hard waste collections increase demonstrating that more people are doing the right thing and less people are doing the wrong thing.


However, as highlighted previously, the data for the tonnes dumped and cleaned up is conservative as it is based on limited information.

Figure 19 Dumped rubbish clean up and hard waste collections, tonnes



Appendix 2 EPA litter report service

<http://www.epa.vic.gov.au/get-involved/report-litter>



Environment
Protection
Authority Victoria

Call EPA 24 hours a day.
1300 372 842 or 1300 EPA VIC

search epa.vic.gov.au

Your environmentGet involvedOur workFor business and industryAbout us

Get involved

Home > Get involved > Report litter+ SHARE THIS

→ Report pollution

↓ Report litter

Download the Report Litter app to report on the go

What you can do about litter

If you've been reported for littering

Litter enforcement resources for agencies

Local government litter prevention officers program

Litter campaign resources

Litter campaign 2014

Litter websites


→ Report smoky vehicles

→ Report illegal dumping


→ Have your say

→ Measure your impact


Report litter

**Report online**
Register and submit your litter reports online via the EPA Interaction Portal.


REPORTREGISTER

**Report on the go**
Submit litter reports on the go by using the free Report Litter mobile apps.

GOOGLE PLAYAPP STORE

**Mail litter reports to EPA**
Download the PDF (403KB), fill in the form and mail it to EPA.

DOWNLOAD

**Call 1300 372 842 (1300 EPA VIC)**
Report litter to the 24-hour EPA pollution hotline.

EPA's public litter reporting service was the first of its kind in Australia, established in 2002. It enables members of the public to report people who throw litter from a Victorian-registered motor vehicle to EPA Victoria.

Roadside litter laws

Section 45G of the *Environment Protection Act 1970* states that a vehicle's registered owner will be deemed guilty of littering if they dispose of litter incorrectly (such as by throwing it out of a window). [Report on the go](#) or [register to report litter online](#).

As a result of this service, more than 20,000 people are reported to EPA every year.

Approximately 86 per cent of litter fines EPA issues relate to lit and unlit cigarette butts being thrown from vehicles. Food packaging, drink containers and poorly secured rubbish are also among the reports received.

EPA thanks members of the community who take the time to report people who break the law by littering.

Roadside litter costs

The cost of litter has an impact on every Victorian – the annual cleanup bill costs the community around \$80 million.

Q&A about litter reporting

+ EXPAND ALL

What does EPA do about litter from vehicles?

+

What types of litter can I report?

+

What information do I have to include with my litter reports?

+

Q&As

What does EPA do about litter from vehicles?

EPA has the power to issue an infringement or fine to the owner of the registered vehicle if litter is thrown out of their vehicle. EPA verifies the details of each litter report against the VicRoads database, if the details match, an infringement is issued.

Fines range from \$311 for a small piece of rubbish or unlit cigarette to \$622 for a lit cigarette.

What types of litter can I report?

Littering from a vehicle or by a person in close association to their vehicle can be reported to the EPA. For example, if a person drops a cigarette butt on the ground and then gets into a car and drives away, we can act against the vehicle owner. The types of litter you can report are:

- > cigarette butts
- > food waste (e.g. apple cores)
- > food packaging
- > drink containers.

Other forms of litter need to be reported to your local council or other relevant agency. This littering includes:

- > installation of posters without consent
- > windblown litter from commercial premises or construction sites.

Unsolicited advertising material in mailboxes and on parked cars should be reported to the Distributions Standards Board on 1800 676 136.

What information do I have to include with my litter reports?

EPA requires the following information to be able to take action with a litter report:

- > registration number
- > vehicle description (including):
 - make
 - body type (sedan, utility, van etc.)
 - colour
 - model (if possible)
- > where the incident occurred – road, suburb or town
- > when the incident occurred
 - date
 - time (including am or pm)
- > type of litter
 - lit cigarette
 - unlit cigarette
 - food or beverage item
- > description of the person who littered (if possible) – male or female, brown hair, olive skin etc.

If we don't have all this information, we may not be able to process your report – be sure to report as much important information as you can.

Be sure to keep your notes after completing the online form in case we need to contact you to clarify the information.

Can I report interstate vehicles?

EPA can only process reports for Victorian-registered motor vehicles.

VicRoads is in the process of upgrading its registration and licensing system. Once this is complete, EPA will be able to consider taking action on reports of vehicles from other states. We encourage you to continue to report litterers – we couldn't run the program without your help.

How long do I have to lodge a report?

To help us process reports promptly, please submit them within seven days of the offence.

What are the fines for throwing litter from a vehicle?

Fines for throwing litter from a car are:

Small and large unlit items	Burning items
This includes unlit cigarette butts, paper wrappers, fast food packaging, drink containers and cigarette packets.	This includes but isn't limited to items such as lit cigarettes and matches.
\$311	\$622

Can I report litter from a vehicle in a car park?

Yes. Although a car park may seem to be private property (for example, owned by a shopping centre), litter laws consider car parks as public roadways.

What does EPA do with the litter reports?

If the vehicle description registered with VicRoads doesn't match the reported description, no further action will be taken. If the details match, in most instances we'll send an infringement notice to the vehicle's owner.