



# LITTER ABATEMENT STRATEGY FOR WESTERN AUSTRALIA

## PUBLIC CONSULTATION REPORT

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# Acknowledgments

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# 1 Introduction

In July 2003 the Keep Australia Beautiful Council (WA)<sup>1</sup> released a discussion paper titled *Litter Abatement in Western Australia*. The purpose of the discussion paper was to start the process of the development, by all key stakeholders, of a comprehensive Litter Abatement Strategy for Western Australia (hereafter referred to as the Strategy).

The discussion paper was released for public comment and a public consultation process was undertaken. The public consultation process incorporated a series of workshops and forums, a survey and also called for written submissions.

This report outlines the methodology and findings of the public consultation process for the development of the Strategy.

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<sup>1</sup> The Keep Australia Beautiful Council was amalgamated with the Swan River Trust, Water and Rivers Commission and the Department of Environmental Protection to form the Department of Environment in April 2003.

## 2 Methodology

The public consultation process for the Strategy incorporated a number of workshops and forums, a short survey and written submissions. Each of these will be discussed in turn.

### 2.1 Workshops

Six workshops were held throughout Western Australia, one of which was via video-conference. The video-conference workshop held on 12 November 2003, connected to five separate locations, making the total number of locations visited 10<sup>2</sup>. Seven of these locations were in regional areas and three were metropolitan (see Table 1). A number of State and Local Government, industry and community organisations were invited to participate in the workshops by letter, email and through the Keep Australia Beautiful website.

**Table 2.1: List of Workshops**

Date	Location/s
15 September 2003	Bunbury
19 September 2003	Canning Vale
22 September 2003	Joondalup
10 October 2003	Coolgardie
28 October 2003	Karratha
12 November 2003	Albany, Derby, Kununurra, Geraldton, Perth

Each workshop was held for a period of approximately four hours and was structured around four key questions:

1. What do you see as the different types of littering we experience in WA?
2. What do you believe are the necessary key actions for litter abatement in WA?
3. Who are the key stakeholders in the development and delivery of the Litter Abatement Strategy for Western Australia?
4. What should the role of the Taskforce be?

The fourth question of the workshop, which focused on the role of the Taskforce, was based upon a recommendation made in the discussion paper that a Taskforce, consisting of senior representatives from key stakeholders, be formed to oversee the development of the Strategy. It was also proposed in the discussion paper that the Keep Australia Beautiful Council establish the Taskforce and provide the necessary resources to enable its members to develop the Strategy.<sup>3</sup>

<sup>2</sup> The video-conference workshop was also scheduled to connect to two other locations, Carnarvon and Geraldton, but due to insufficient numbers these two sites were cancelled.

<sup>3</sup> Keep Australia Beautiful Council, 2003, *Litter Abatement in Western Australia*, Discussion Paper, Keep Australia Beautiful Council, Perth.

After completion of the workshops it was clear that each region in Western Australia experienced a different array of littering issues and consequently required a unique approach to litter abatement. To ensure that each region was properly heard, a short series of forums and a survey were incorporated into the public consultation process.

## 2.2 Forums

Three forums were held in Perth, Northam and Pinjarra (see Table 2). The forums were designed to build upon the information gathered in the workshops, asking participants to prioritise litter actions and discuss a number of aspects of action implementation. Stakeholders were invited to participate in the forums by the same means as the workshops.

**Table 2.2: List of Forums**

Date	Location
26 February 2004	Perth
4 May 2004	Northam
9 June 2004	Pinjarra

The aim of the Perth forum was to set the strategic direction for litter abatement for the State, hence its structure varied somewhat from the other two forums held. Prior to the Perth forum, a list of litter actions collated from the previous workshops and categorised into four key areas (education, enforcement, physical intervention and producer responsibility), was sent to participants. At the forum, participants were asked to prioritise their top 12 litter actions from the list, three from each of the four key areas. After completion of the task the top five actions for each of the four key areas were extracted.

Participants at the forum were then asked to discuss in greater detail the five priority actions set for the four key areas. Participants were asked to identify, for each of the priority actions:

- Action impediments;
- Solutions to action impediments;
- Agencies responsible for action;
- Timeframe/s for action;
- Estimated action costs (including source/s of revenue); and
- Action outcomes.

While the Perth forum aimed to set the overall direction for Western Australia, the forums held in Pinjarra and Northam aimed to identify litter action priorities for the Wheatbelt and Peel regions respectively.<sup>4</sup> The structure of these two forums was a combination of the Perth forum and the workshops. Participants were firstly asked to identify their littering issues and actions (similar to the first two questions of the workshop, however, with a regional focus) and were then asked to prioritise the actions, according to the four key areas, and expand upon selected priority actions (as per the Perth forum).

<sup>4</sup> Two forums were conducted in Northam and Pinjarra as no workshops had been previously held in these two regions.

In order to identify the litter action priorities for each of the other seven regions<sup>5</sup> in Western Australia, a short survey was sent to regional stakeholders.

## 2.3 Survey

A survey was conducted on a regional basis and was sent to a number of stakeholders, including those that had previously participated in the workshops and those that had been identified as key stakeholders through the workshops. The survey asked participants to prioritise their top 12 litter actions for their region, three actions for each of the four key areas (as per the forums). The survey was distributed by email, facsimile and post.

The survey was conducted in the following Western Australian regions:

- ❑ Gascoyne;
- ❑ Goldfields-Esperance;
- ❑ Great Southern;
- ❑ Kimberley;
- ❑ Mid-West;
- ❑ Pilbara; and the
- ❑ South West.

## 2.4 Written Submissions

The discussion paper also called for written submissions. Five written submissions were received during the public consultation process, three from local government and two from industry associations (see Appendix 1).

After the closure of the submission period the submissions were reviewed in detail and key points identified and recorded. Points relating to littering issues, actions, stakeholders and roles of the Taskforce, for the purpose of this report, have been incorporated into the workshop findings. Other key points are detailed in the Written Submission Findings (Section 3.3).

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<sup>5</sup> The regions are based upon the nine Development Commission boundaries.

# 3 Public Consultation Findings

## 3.1 Workshop Findings

The findings of the workshops were recorded and have been analysed according to the four key questions discussed - litter issues, litter actions, key stakeholders, and roles and responsibilities of the Taskforce.

### 3.1.1 Litter Issues

The first question of the workshop asked participants to identify littering issues currently experienced in Western Australia. A vast number of issues were identified, and these have been grouped into four key areas – why, how, what and where.

#### 1. Why

Workshop participants suggested a number of littering issues that equate to the reasons of *why* litter occurs or what it is the result of. Many participants suggested that litter occurs because there is currently a lack of instruments being employed (eg. education, enforcement, driver fatigue management). Participants also felt that some litterer's have the mindset that 'someone else will clean it up' or 'I'm giving someone a job'. Other suggestions as to why litter occurs included insufficient and/or inappropriate disposal facilities, peer pressure, apathy and weather conditions.

#### 2. How

Workshop participants also identified a number of issues relating to the method/technique of littering, or *how* items get littered. Suggestions included the avoidance of the distance to and cost of waste disposal, overfilling of bins, and vandalism of bins and property. Suggestions ranged from deliberate (eg. billposting) and casual littering (eg. throwing litter from a vehicle), to inadvertent littering by individuals (eg. fly-off from trailer).

#### 3. What

Many of the littering issues that participants identified in the workshops related directly to specific items, or rather *what* is littered. Littered items ranged from small things such as cigarette butts, dog excrement, and food and beverage containers, to larger items such as whitegoods, shopping trolleys and motor vehicles. Hazardous items, such as asbestos, chemicals and batteries were of particular concern. The list of littered items seemed endless.

#### 4. Where

Workshop participants identified an extensive range of littering streams or places *where* litter typically accumulates. Popular places for littering included fast food outlets, roadsides, beaches, sporting venues and event sites. There was a slight variation in the relevance of littering streams within metropolitan areas and non-metropolitan areas. Streams of particular relevance to metropolitan areas included public transport postings, around charity bins, and public open spaces. In regional, remote and rural areas littering

streams of relevance included national parks, tourist destinations, camping grounds and roadsides up to ten kilometres either side of roadhouses.

An expanded list of littering issues identified in the workshops is provided in Appendix 2.

### **3.1.2 Litter Actions**

The second question of the workshop asked participants to identify what they believed to be the necessary key actions for litter abatement in Western Australia. A broad range of actions were identified during the workshops. These actions have been analysed and grouped into eight key areas as outlined below.

#### **1. Education, information and training**

Workshop participants were highly supportive of a number of education, information and training actions. Suggested education actions ranged from running blanket public education and school education campaigns, to targeted education campaigns that focus on particular issues of concern, for example cigarette butts, fishing or tourism. Participants also suggested the development of a series of best practice guidelines and training programs in a number of areas including events, fast food and building, for government, industry and community sectors. Other innovative suggestions included the establishment of an information network for sharing successes and other relevant information, and the employment of a litter champion and/or a culturally specific warden to promote best practice among stakeholders.

#### **2. Enforcement**

Participants suggested a range of enforcement measures aimed at preventing litter. Many participants believed that there should be an increase in the breadth and number of authorised enforcement officers, including specific officers in remote areas where there are no litter management staff, and an increase in an authorised officer's powers of prosecution. Participants felt that authorised enforcement officers, such as the Police, should be more vigilant about issuing littering infringements. Participants were very supportive of the current Litter Report Scheme and also the re-couping of litter infringement revenue for anti-littering initiatives.

#### **3. Extended Producer Responsibility**

Workshop participants identified a number of actions that aim to make the producers of littered items responsible for the post-consumer management of these items. These actions are commonly known as extended producer responsibility. Suggested actions included the use of product and packaging alternatives (eg. biodegradable, recycled, recyclable, minimised materials) and labelling for correct disposal (eg. reusable, recyclable, compostable). Rebate schemes/credit systems for products and packaging, the continued review and improvement of the National Packaging Covenant, and the creation of an industrial waste exchange were other actions suggested.

#### **4. Incentives**

Many participants were supportive of a 'carrot versus the stick' approach for litter abatement, believing it important to provide incentives for people to 'do the right thing'. Participants suggested a range of incentives including the provision of funding for litter abatement initiatives, the promotion of biodegradable or non-plastic bags, and the reduction or elimination of tip disposal costs for ratepayers. Participants also suggested

programs or competitions as incentive, for example Tidy Towns and a Clean Street competition.

#### 5. Physical Intervention

Participants suggested an array of physical intervention actions ranging from infrastructure and services, to physical clean up. Infrastructure suggestions included the provision and/or increase in kerb-side services (eg. recycling, and household green, hard, and hazardous waste), the review and improvement of bin infrastructure (eg. design, allocation, location, signage) and waste management facilities, as well as physical deterrents (eg. track barriers, video surveillance, pay-to-use trolleys). Participants were also highly supportive of Clean Up Australia Day and other community clean up initiatives. Many participants believed however that the focus should be on the prevention of litter rather than on clean up.

#### 6. Policy and Legislation

Participants suggested the development of new policy and legislation, for example a ban on non-biodegradable bags, mandatory covering of loads, a litter tax and Container Deposit Legislation. Participants also suggested the review of current policy and legislation, including a review of Western Australia's *Litter Act 1979*. Suggestions for the review of the *Litter Act 1979* included the inclusion of extended producer responsibility and a review of current litter penalties. Many participants believed the current litter penalties were inadequate, and suggested an increase in the penalties, extension of the application of the penalties, and provision of alternatives to monetary fines, for example community service.

#### 7. Research

Participants at the workshops agreed that the development of a litter evaluation methodology is necessary to quantify the littering effect<sup>6</sup> in Western Australia. Information derived from the methodology, it was suggested, could be used to identify and prioritise litter issues, determine the allocation and/or distribution of resources, set benchmarks and targets, evaluate and review current litter abatement strategies, and determine future litter abatement initiatives. As well as a methodology participants suggested that research needed to be undertaken into a number of different areas including appropriate technology (eg. biodegradable products), litter hot spots, new and innovative approaches to litter avoidance and management, and techniques for better waste disposal.

#### 8. Stakeholder responsibility

The last key area of litter actions suggested is stakeholder responsibility. Participants at the workshops recommended defining stakeholder roles and responsibilities, including those between Federal, State and Local Government. As well as defining stakeholder responsibilities, participants believed that it was important to enhance stakeholder awareness of these responsibilities, establish relationships and partnerships between stakeholders, and coordinate current and future stakeholder efforts.

An expanded list of littering actions identified in the workshops is provided in Appendix 3.

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<sup>6</sup> The littering effect, as defined by Nolan ITU, combines the physical aspects of litter and the behavioural aspects of littering, and occurs through a complex relationship of factors including cause, behaviour item, stream and mechanism (Nolan ITU, 2002, *Litter Management Options in Western Australia*, Nolan ITU, Sydney).

### 3.1.3 Key Stakeholders

The third question of the workshop asked participants to identify key stakeholders who should be involved in the development and delivery of the Strategy. Participants were also asked to categorise these stakeholders into three levels of involvement:

- Highest involvement – stakeholders involved in the management, delivery and provision of resources for the strategy;
- Middle involvement – stakeholders that assist in the delivery of the strategy; and
- Lowest involvement – stakeholders who supply input or change their own actions.

Workshop participants identified and highlighted the importance of an extensive range of stakeholders from all levels of government, private organisations and community groups for the development and delivery of the Strategy.

Suggestions for government stakeholders included a range of Local, State and Federal agencies. Local Government Authorities, regional councils, regional development commissions, and the Western Australian Local Government Association were identified for all levels of Strategy involvement. State Government agencies recommended included the Departments of Environment, Conservation and Land Management, Education and Training, and Main Roads WA. Federal Government agencies suggested included the Department of Environment and Heritage and the Aboriginal and Torres Strait Islander Commission. State and Federal Government agencies were predominantly recommended for the highest level of strategy involvement.

Workshop participants suggested a number of industries and industry associations for involvement in the Strategy's development and delivery. Industries suggested included waste management, building, fast food, manufacturing, packaging, tobacco, tourism, and tyre industries, and their respective industry associations (eg. Beverage Environment Industry Council, Plastics and Chemicals Industries Association and Retail Traders Association). Industry associations were mostly recommended for the highest level of involvement, while individual industries and companies were recommended for middle to low involvement.

Non-government organisations recommended by participants included Clean Up Australia, the Conservation Council of WA, Australian Consumers Association, as well as schools and other educational institutions. A number of community groups were also recommended, for example sporting, Indigenous, Landcare, Rotary, and farmers' groups. Non-government organisations were recommended for all levels of Strategy involvement.

There was general consensus among workshop participants that stakeholders recommended as having the highest involvement should also be members of the Taskforce. Participants were highly supportive of regional representation on the Taskforce and also suggested the employment of an independent chair for the Taskforce.

For a full list of recommended stakeholders and their respective level/s of involvement, as identified in the workshops, refer to Appendix 4.

### **3.1.4 Roles and Responsibilities of Taskforce**

The third question of the workshop asked participants to identify roles and responsibilities of the Taskforce. The main role of the Taskforce, as recommended by workshop participants, is the development of the Strategy. Included within this role is defining the litter issue, collating information and research on littering, including national and international litter abatement initiatives and strategies; identifying, reviewing and coordinating current and future Western Australian litter abatement initiatives, and the Strategy, with relevant national programs and strategies; procuring and allocating funds and resources for initiatives proposed in the Strategy; and determining and/or establishing a body to be responsible for long-term implementation of Strategy. Other key roles and responsibilities of the Taskforce suggested included increasing public awareness and raising the profile of litter; reviewing the Western Australian *Litter Act 1979*; identifying, liaising with and lobbying stakeholders to assist with the implementation of Strategy actions; developing a communication strategy for the Strategy, reviewing and evaluating the Strategy, and supporting the development and implementation of a National Litter Index.

## **3.2 Forum and Survey Findings**

### **3.2.1 Priority Litter Actions**

The aim of the forums and survey was the identification of priority litter actions for Western Australia on a State, metropolitan and regional level. The metropolitan and regional results of the forums and survey have been analysed and for the purpose of this report, and the Strategy, a number of State priority litter actions have been identified. While the litter actions discussed in section 3.1.2 have been categorised into eight themes, the State priority litter actions below are listed under the four key areas of education, enforcement, physical intervention and producer responsibility as per the forum and survey methodology.

#### **1. Education**

By far, the three highest litter education priorities for Western Australia included running a school education program, running a blanket public education program and continuing the Tidy Towns program. Other priority education actions included running an Indigenous communities education campaign, developing community education projects, running a cigarette butt litter campaign and running targeted industry education campaigns, for example fast food, building, packaging industries.

#### **2. Enforcement**

The deduction of demerit points from a driver's licence for littering from a vehicle was the highest litter enforcement priority, followed closely by the increase in the monetary value of and the application of litter penalties, and the introduction of a charge or levy for plastic shopping bags. Other litter enforcement priorities for the State included a mandatory requirement for public events to include a litter abatement plan, building permits to include a requirement for on-site litter bins throughout whole construction or demolition, the strengthening of legislation (ie. making it financially viable for stakeholders to police legislation eg. fee for service) and the provision of alternatives to monetary fines/court ordered penalties for littering offenders, for example community service.

### 3. Physical Intervention

The two highest priority physical intervention actions included the continuance of Clean Up Australia Day, and the provision of recycling infrastructure. Other physical intervention priorities included the introduction of work-for-the dole programs that clean up litter, the improvement of bin infrastructure (ie. allocation, location, servicing, design, type), making markets for recyclable products attractive, the identification of litter 'hot spots', and the provision of kerb side services, for example green, hard and hazardous waste collections.

### 4. Producer Responsibility

The introduction of Container Deposit Legislation was by far the highest producer responsibility priority. Other priorities in this area included the introduction of packaging/product alternatives (ie. biodegradable, recycled, recyclable, minimal etc), the incorporation of litter education messages on packaging/products, the requirement of labelling of packaging/products that can be reused, recycled composted etc, the provision of financial incentives to recycle products/packaging, the requirement of industry and government waste management plans to incorporate litter abatement plans, and the implementation of a ban on plastic bags.

The findings of the forums and survey demonstrated some variation in the priority litter actions between regional and metropolitan areas of WA.

#### **3.2.2 Regional Priority Litter Actions**

A number of litter actions were of particular relevance to the regional areas of Western Australia. These actions included running an Indigenous communities education campaign, developing community pride in local areas, employment of culturally specific wardens to focus on litter, increased management of street drinking, provision of incentives for doing the right thing (ie. not littering), specific and/or increase in the number of litter management staff, the introduction of work-for-the-dole programs that clean up litter, the identification of litter hotspots, payment for community groups to collect litter from designated areas, collection/disposal points for hazardous waste, the introduction of product rebate schemes and the enhancement of producer awareness for product responsibility.

#### **3.2.3 Metropolitan Priority Litter Actions**

There were also a number of litter actions that were of particular priority for metropolitan areas of WA. These actions included implementing a 'take home litter' campaign for special events, developing a waste and litter minimisation program for the Skyworks, mandatory requirement for public events to include a litter abatement plan, the introduction of heavy penalties for commercial dumping, the reassessment of tip site/transfer station locations (including the distance required to travel to them), the introduction of pay-to-use trolleys, and the incorporation of litter education messages on packaging and products.

For a full list of priority litter actions for the metropolitan and regional areas of WA, as identified in the forums and survey, please refer to Appendix 5.

### 3.2.4 Priority Litter Actions Particulars

As well as identifying priority litter actions, forum participants also identified for each of the litter action priorities:

- ❑ Action impediments;
- ❑ Solutions to action impediments;
- ❑ Agencies responsible for action;
- ❑ Timeframe/s for action;
- ❑ Estimated action costs (including source/s of revenue); and
- ❑ Action outcomes.

Forum participants identified a large number of action impediments. These impediments included a lack of funding and resources, lack of coordination between stakeholders, inconsistent approach to waste management, litter not being included in general waste management portfolio, lack of litter management staff, the size of Western Australia, mixed messages being given to community on how to deal with litter, and an overall low profile of litter throughout the State.

In response to action impediments forum participants identified a diverse array of solutions. Recommended solutions to action impediments included funding and resource provision, coordinated approach between stakeholders, identification of stakeholder roles and responsibilities, consistent State-wide approach to waste and litter management, inclusion of litter in the waste management portfolio, staff education and a uniform litter policy.

Participants suggested a range of agencies for action responsibility, including all levels of Government, schools, manufacturers, community groups, waste management industries, the Western Australian Local Government Association, and event organisers.

While participants recommended a range of timeframes and estimated costs for the litter action priorities, no overwhelming trends or themes could be drawn from the forum discussion. Therefore, for the purpose of this report the timeframe/s and costs estimated for each of the actions will not be discussed.

Participants suggested a range of environmental, social and economic outcomes for the priority litter actions. Environmental outcomes included a reduction in litter, increased recycling and the diversion of waste from landfill. Social outcomes included increased individual and stakeholder responsibility and commitment, community capacity building, and a positive change in community attitude and behaviour. And lastly, economic outcomes included cost savings, increase in funding for litter abatement initiatives, analysis of litter abatement expenditure, and an increase in revenue from enforcement.

## 3.3 Written Submission Findings

There was general support for the discussion paper and the development of the Strategy in the written submissions. The submissions received included a range of key points which have been categorised into three areas, positive features, negative features and general comments.

### 3.3.1 Positive Features

The following discussion paper features were generally supported:

- ❑ The holistic 'litter effect' model which takes into account the physical and behavioural aspects of littering;
- ❑ The key responsibilities of the Taskforce as recommended in the discussion paper;
- ❑ The role of the Taskforce to develop the Strategy with a major focus on the coordination of efforts of the various stakeholders;
- ❑ The establishment of a Taskforce for a finite period;
- ❑ More appropriate and environmentally aware products and packaging (ie. design and materials);
- ❑ The development of a National Litter Index and the subsequent comparison between States of the effectiveness of various approaches to litter abatement implemented; and
- ❑ The recommendation that the estimated cost and funding options for litter abatement actions be included in the Strategy.

### 3.3.2 Negative Features

The following discussion paper features were not supported and need to be addressed in the Strategy:

- ❑ The definition of litter, as per the *WA Litter Act 1979*, was considered deficient;
- ❑ The failure to identify that a majority of packaging is imported from overseas, and should Extended Producer Responsibility be introduced Australian packaging industries would be disadvantaged; and
- ❑ The suggested introduction of a levy on products that end up in litter stream and/or the imposition of further costs of item disposal on industry.

### 3.3.3 General Comments

A number of general remarks were also made in relation to the discussion paper:

- ❑ The cost of funding litter abatement initiatives is primarily a State Government responsibility that should not be placed upon Local Government;
- ❑ Adequate State Government funding must be provided to resource litter abatement initiatives that are undertaken by Local Government;
- ❑ The Department of Environment should be held more responsible for developing State-wide litter abatement initiatives;
- ❑ Illegal dumping must be addressed in the Strategy;
- ❑ Local Government will not continue to bear the cost of removing illegally dumped materials;
- ❑ The Strategy needs to be pursued in conjunction with the *Strategic Direction for Waste Management in Western Australia* and *Western Australia's Waste Management and Recycling Fund*;
- ❑ Container Deposit Legislation does not assist in reducing litter and does not affect behavioural change in the litterer, instead it adversely affects recycling;
- ❑ An evaluation methodology should identify type of litter and the behavioural factor/s that led to its occurrence;

- The Taskforce should be headed by Waste Management Association of Australia (Western Australia) or a representative from the Western Australian Local Government Association;
- A Taskforce similar to the Victorian Litter Action Alliance (VLAA) should be established; and
- An annual business plan documenting the priorities for litter management from the Strategy, as done by the VLAA, should be produced.

### **3.4 Additional Findings**

Throughout the public consultation process there was much discussion and comment on the use of the term 'abatement' for the Strategy. Many participants perceived 'abatement' to be a term that was not readily understood or used by the general public. It was suggested that an alternative term be used for the Strategy, with suggestions including prevention, reduction and minimisation.

## 4 Conclusion

A comprehensive public consultation process was undertaken for the development of a Litter Abatement Strategy for Western Australia. The process incorporated a number of workshops and forums, a survey and also written submissions.

The input provided by participants in the public consultation process has resulted in the identification of littering issues, littering actions, key stakeholders, roles and responsibilities of the Taskforce, and priority litter actions for both regional and metropolitan regions of Western Australia.

The findings, as detailed in this report, will be used for setting the strategic direction and priorities for litter abatement in Western Australia, now and in the future, and will be incorporated into Western Australia's first Litter Abatement Strategy.

# Appendix 1 - Written Submissions

<b>Submission</b>	<b>Category</b>
City of Bayswater	Local Government
Plastics and Chemicals Industries Association	Industry Association
Printing Industries Association of Australia (WA)	Industry Association
Town of Bassendean	Local Government
Town of Cambridge	Local Government

## Appendix 2 - Littering Issues

<b>Why</b>	
Absentee owners	Lack of driver fatigue management
Alcohol/street drinking	Lack of education/awareness
Animals eg crows, seagulls	Lack of enforcement
Apathy	Lack of extended producer responsibility
Attitude/mindset - 'Someone else will clean it up'; 'Giving someone a job'	Insufficient and/or inappropriately designed disposal facilities in public place locations and on construction/demolition sites
Cost of waste disposal and/or increase in landfill charges	Lack of guidelines and/or strict regulations for the storage and/or handling of waste materials
Distance to waste disposal bin/facilities	Peer pressure
Insubstantial litter penalties	Weather conditions eg. wind, rain
Lack of community pride	
<b>How</b>	
Avoidance of long distance waste haulage and/or landfill charges	Inappropriate disposal of syringes and hazardous materials
Casual littering by individuals	Individuals ripping open bags at landfill site
Concern of fire risk eg. people won't put cigarette butts in general bin due to potential fire risk	Overfilling or inappropriate use of public place litter and recycling bins
Lack of due care during building construction and demolition activities	Placement of advertising material in open spaces
Lack of due care in the transportation of loads (ie. uncovered loads)	Purpose, deliberate littering
Lack of due care in the collection and transportation of wastes and recyclables	Throwing litter from motor vehicles and public transport
Inadvertent littering by individuals	Vandalism of public bins and property
<b>What</b>	
Beverage containers eg. cans, plastic bottles, glass bottles	Hazardous/toxic items – asbestos, chemicals, batteries, oil
Beverage related litter eg. straws, caps, tops	Human excrement inc. toilet paper, nappies, sewerage
Cigarette butts	Injecting paraphernalia eg. syringes/sharps
Chewing gum	Large household goods eg. whitegoods, appliances
Confectionary wrappers	Paper general inc. newspaper, bill posters, unsolicited mail, packaging
Construction materials eg. cement bags, plaster sheets, timber	Plastics (general – inc. plastic bags and packaging)
Domestic waste eg. household items, green waste, bagged clothes	Shopping trolleys
Dog excrement	Take away food packaging
Dead animals	Tyres
Fishing paraphernalia (both recreational and commercial) eg. bait bags, fish offal, fishing line, discarded fish	Vehicles and vehicle components
Food wastes	Vending Tickets eg. ATM receipts, public transport tickets, dockets

<b>Where</b>	
Boat ramps	Roadsides
Building entrances	Roadside stop areas
Car parks	Public open spaces inc. playgrounds, gardens, parks
Camping grounds	Public toilets, within and surrounding
Charity bins, surrounding	Public transport (eg. trains, buses, aeroplanes) and public transport postings (bus stops, train stations etc)
Construction and industrial sites	Schools and other educational institutions
Fast food outlets, surrounding	Shopping centres
Landfill sites, inc. entry and main access roads	Special events
Movie theatres	Sporting venues
Natural bush areas eg national parks, nature reserves	Tourist destinations
Nightspots eg. bars, nightclubs	Unkempt properties and derelict sites
Recreational areas (picnic/BBQ areas)	Waterways and beaches
Roadhouse/towns – within 10km either side	

## Appendix 3 - Littering Actions

<b>Education, Information and Training</b>	
Run a blanket public education campaign	Run a school education program
Run a series of targeted educated campaigns eg. fishing, cigarette butts, tourism, Indigenous communities, new litter infringements	Inclusion of 'litter' in education syllabus
Develop a series of 'best practice' guidelines eg. events, fast food retailers, pamphlet distribution, building	Develop a series of 'best practice' training programs eg. local and state government, industry, enforcement officers
Develop a web-based information network eg. relevant litter information, sharing of successes, bulletin board, best practice examples	Employ a 'litter champion' to spread 'best practice' amongst stakeholders
Employ culturally specific warden/s to focus on litter	Encourage/increase litter education undertaken by relevant stakeholders eg. local government rangers, community groups
Develop community education projects	
<b>Enforcement</b>	
Continue/review litter report scheme	Create a litter offenders database
Increase management of street drinking	Supply litter infringement books
Increase police assistance eg. issuing litter infringements, removal/management of street drinking	Specific/increase in number of litter management staff
Promotion of whom can fine (ie. authorised enforcement officers)	Increase in the number of litter warning notices and infringements issued
Broaden the scope of and increase in the number of authorised enforcement officers	Introduce voluntary litter inspectors
Local government to recoup litter infringement revenue for anti-littering initiatives	Provide alternatives to monetary fines eg. community service, owners of identifiable litter to clean it up
Make it financially viable for authorised enforcement officers to enforce legislation	Litter infringements automatically deducted from perpetrators wage
<b>Extended Producer Responsibility</b>	
Increase price of litter producing products	Adopt a cradle-to-cradle approach
Appropriate labelling of products/packaging eg. do not litter, recyclable, compostable, reusable, proper disposal	Appropriately designed packaging/products eg. biodegradable, recycled, recyclable, environmentally friendly, minimal
Create/promote markets for recycling and recycled products/packaging	Create an industrial waste exchange
Provide financial incentives to recycle packaging/products	Implement rebate scheme/credit system for returned packaging/products
Ensure all current and future codes of practise incorporate specific reference to litter abatement	Continue with review and improvement of National Packaging Covenant
Develop a retail industry code of practise	Use of appropriate technology eg. packaging crushing system
<b>Incentives</b>	
Provide incentives for doing the right thing (ie. not littering) eg. financial reward, publicity, awards, food vouchers	Develop an accreditation system for green producers eg. less packaging, recycled/recyclable products
Promote the use of biodegradable bags ie. non-plastic bags	Reduce or eliminate cost of tip disposal and/or tip passes for ratepayers
Develop and implement Clean Street competition	Provide funding for litter abatement initiatives
Continue Tidy Towns Program	

<b>Physical Intervention</b>	
Supply standard designs for and/or actual litter infrastructure eg. signs, merchandise, standard receptacle bin	Implement serious practical deterrents eg. track barriers to natural areas, video surveillance to deter and identify litterers, pay-to-use/wheel locking trolleys
Provide/review/improve bin infrastructure eg. bin design, allocation, suitability, positioning, servicing, labelling, signage	Provide/increase kerb-side services eg. recycling and household green, hard and hazardous waste collections
Review waste management facilities eg. availability, location, cost, access, services eg. storage of hazardous waste, tyres	Develop recycling centres and facilities in regional areas
Provide appropriate infrastructure at public events eg. recycling infrastructure, provision of bins and rubbish bags, signs	Provide appropriate tourist infrastructure in regional areas eg. large bins, sewerage tanks, composting toilets along major tourist routes/destinations
Introduce work-for-dole/community service programs that clean up litter	Commence/continue regular community clean up days
Continue Clean Up Australia Day	Expand needle exchange program
Provide collection points/depots for household goods, hazardous waste, tyres etc	
<b>Policy and Legislation</b>	
Introduce a ban on non-biodegradable bags	Introduce a charge or levy for plastic shopping bags
Introduce the deduction of demerit points from drivers license for littering from a vehicle	Introduce mandatory covering of loads
Review/amend <i>Litter Act 1979</i> , including an increase in litter penalties, introduction of litter penalties (eg. heavy penalties for commercial dumping, off-shore dumping), introduction of alternative litter penalties (ie. non-monetary), broadening the scope of authorised enforcement officers, inclusion of extended producer responsibility	Develop new legislation/policy eg. illegal camping, off road vehicles, storage/disposal of tyres
Introduce Container Deposit Legislation (or an expanded version)	Increase powers of prosecution for rangers eg. less proof required, the ability to move people on for street drinking
Require all industry and government waste management plans to incorporate litter abatement plans	Introduce mandatory waste management plans for public events
Introduce litter tax on manufacturers/producers	
<b>Research</b>	
Develop a litter evaluation methodology	Identify litter hot spots
Research appropriate technology eg. biodegradable bags, waste disposal	Regular assessment and review of litter generation areas
Collect program information and litter data from all stakeholders	
<b>Stakeholder Responsibility</b>	
Define local, state and federal government responsibility (fundamentally a whole of government approach)	Review/amend Keep Australia Beautiful Council eg. name change, state based, representative members, recognised body
Enhance producer awareness for them to take appropriate product responsibility	Increase the Department of Environment's presence in regional areas
<b>Raise profile of litter</b>	Coordinate efforts within and between stakeholders
Lobby industry and government to assist with the implementation of actions	Setting consistent strategic direction for all stakeholders
Establish partnerships between stakeholders	Target representative associations to raise awareness/educate their members

# Appendix 4 - Key Stakeholders

Stakeholder	Level of Involvement		
	High	Medium	Low
Independent Chair	✓		
<b>Government</b>			
Aboriginal and Torres Straight Islander Commission	✓		
Commonwealth Scientific and Industrial Research Organisation		✓	✓
Department of Conservation and Land Management	✓	✓	
Department of Education and Training	✓	✓	✓
Department of Environment*	✓	✓	✓
Department of Environment and Heritage (Federal)	✓		
Department of Fisheries	✓		
Department of Local Government and Regional Development	✓		
Department of Planning and Infrastructure	✓		
Fire and Emergency Services of WA		✓	✓
Police Service	✓	✓	
Local Government Authorities	✓	✓	✓
Local Government Regional Councils		✓	
Main Roads WA	✓	✓	
National Packaging Covenant Council	✓		
Regional Development Commissions	✓		
Water Corporation		✓	✓
Western Australian Tourism Commission	✓	✓	
Waste Management Board	✓		
<b>Industry</b>			
Beverage Industry Environment Council	✓		
Building Association/s (eg. HIA, MBA)	✓	✓	
Chamber of Commerce and Industry	✓	✓	✓
Chamber of Minerals and Energy		✓	✓
Chemical industries		✓	
DrumMUSTER		✓	
Event organisers	✓	✓	✓
Fast food businesses	✓		✓
Fast Food Association/s	✓		
Industry (general)	✓	✓	✓
Manufacturers (general)	✓	✓	✓
Media			✓
Mining industries		✓	
Motor Trade Association of WA	✓	✓	
National Farmers Federation	✓		
Packaging Council of Australia	✓	✓	
Packaging industries	✓		
Plastics and Chemicals Industry Association	✓	✓	
Planet Ark			✓
Printing Industries Association of Australia (WA)		✓	
Retailers (general)	✓	✓	✓
Retail Traders Association of WA	✓	✓	
Tobacco industries	✓		
Tourism industries		✓	✓
Transport industries			✓

Tyre manufacturers/retailers	✓		
WA Rangers Association	✓	✓	
Waste Management Association of Australia (WA)			✓
Waste management industries		✓	✓
Western Australian Local Government Association (including Municipal Waste Advisory Council)	✓		
<b>Community</b>			
Australian Conservation Foundation	✓		
Australian Consumers Association	✓		
Clean Up Australia	✓	✓	✓
Community (general)	✓	✓	✓
Community groups (Coastcare, Rotary, Lions etc)	✓	✓	✓
Conservation Council of WA	✓		
Minority groups		✓	✓
Indigenous groups	✓	✓	
Landcare			✓
Pastoralists/agriculturalists	✓		✓
Landholders	✓		✓
Schools and other educational institutions		✓	✓
School teachers		✓	
Sporting organisations	✓	✓	✓
Tidy Town committees	✓	✓	
Tourists			✓
WA Council of Social Service		✓	

\* The Department of Environment has been formed by the amalgamation of the Keep Australia Beautiful Council, Swan River Trust, Water and Rivers Commission and Department of Environmental Protection.

# Appendix 5 - Priority Litter Actions

Education	Enforcement	Physical Intervention	Producer Responsibility
<b>Perth Metropolitan Region</b>			
Run a school education program	Mandatory requirement for events to include litter abatement plan	Continue Clean Up Australia Day	Introduce Container Deposit Legislation
Run a blanket public education program	Building requirements to include a requirement for on-site litter bins throughout whole construction or demolition	Provision of recycling infrastructure	Incorporate litter education messages on packaging and products
Continue Tidy Towns program	Introduce heavy penalties for commercial dumping	Make markets for recyclable products attractive	Require labelling of packaging and products that can be reused, recycled, composted etc
Develop community education projects	Introduce a charge/levy for plastic shopping bags	Reassess location of tip sites/transfer stations, including the distance required to travel to them	Require all industry/government waste management plans to incorporate litter abatement plans
Implement 'take litter home' campaign for special events	Strengthen legislation eg. make it financially viable for stakeholders to police legislation (fee for service)	Introduce pay-as-you-use trolleys	Introduce packaging/product alternatives – biodegradable, recycled, minimal etc
-	Provide alternatives to monetary fines/court ordered penalties for littering offenders eg. community service	-	-
<b>Gascoyne Region</b>			
Run a blanket public education campaign	Provide alternatives to monetary fines/court ordered penalties for littering offenders	Continue Clean Up Australia Day	Require labelling of packaging/products that can be reused, recycled, composted etc
Run a school education campaign	Strengthen legislation eg. make it financially viable for stakeholders to police legislation	Introduce work for the dole programs that clean up litter	Implement a ban on plastic bags
Run a tourism education campaign	Increase litter penalties and application of penalties	-	Encourage greater reusing and recycling, especially non-kerbside products
Run a fishing education campaign	-	-	Provide financial incentives to recycle products/packaging
Sharing of successes – strategies that have worked elsewhere	-	-	-

Education	Enforcement	Physical Intervention	Producer Responsibility
<b>Goldfields-Esperance Region</b>			
Public a blanket public education campaign	Provide alternatives to monetary fines/court ordered penalties for littering offenders	Provision of dog waste collection bags and bins	Intro packaging/product alternatives (eg. biodegradable, recycled, recyclable, minimal etc)
Run a school education campaign	Retailers responsible for litter in front of stores, through industry code of practice	Identify litter hot spots	Introduce container deposit legislation
Develop best practice guidelines for council	Owners of identifiable rubbish/litter to clean up	Provision of cigarette butt bins	Require labelling of packaging/products that can be reused, recycled, composted etc
<b>Great Southern Region</b>			
Continue Tidy Towns program	Introduce the deduction of demerit points off drivers license for littering from a vehicle	Continue Clean Up Australia Day	Intro packaging/product alternatives (eg. biodegradable, recycled, recyclable, minimal etc)
Run a school education program	Specific and increase in the number of litter management staff	Identify litter hot spots	Introduce container deposit legislation
Run a blanket public education campaign	Review litter act	Provision of cigarette butt bins	Introduce rebate schemes eg. rebate for port casks, old cars
Run targeted industry education campaign eg fast food, building, packaging producers	Promotion of whom can fine ie. authorised officers under the Litter Act	-	-
-	Compulsory clean up bond for festivals/events	-	-
<b>Kimberley Region</b>			
Run an Indigenous education campaign	Increased management of street drinking	Continue Clean Up Australia Day	Introduce container deposit legislation
Run a school education campaign	Provide incentives for doing right thing (ie not littering)	Pay community groups to collect litter from designated areas	Implement a ban on plastic bags
Run targeted industry education campaign eg fast food, building, packaging producers	Introduce a charge/levy for plastic shopping bags	Introduce work-for-the-dole programs that clean up litter	Introduce rebate schemes eg rebate for port casks, old cars
Continue Tidy Towns program	-	Provision of large bins at major turnoffs	Require all industry and government waste management plans to incorporate litter abatement plans
Sharing of successes – strategies that have worked elsewhere	-	Provision of recycling infrastructure	-
Employ culturally specific warden/s to focus on litter	-	-	-

<b>Education</b>	<b>Enforcement</b>	<b>Physical Intervention</b>	<b>Producer Responsibility</b>
<b>Mid-West Region</b>			
Run a school education program	Strengthen legislation eg. make it financially viable for stakeholders to police legislation	Introduce work-for-the-dole programs that clean up litter	Intro container deposit legislation
Run a blanket public education program	Building permits to include a requirement for on-site litter bins throughout whole construction or demolition	Continue Clean Up Australia Day	Implement a ban on plastic bags
Run an Indigenous communities education program	Increase litter penalties and application of litter penalties	Provision of recycling infrastructure	Enhancing producer awareness for them to take responsibility that is relevant to their produce
Target representative associations to educate their members	-	Make markets for recyclable products attractive	-
Continue Tidy Towns program	-	-	-
<b>Peel Region</b>			
Run a public blanket education campaign	Compel producers to conform	Fundamentally a whole of government issue	Stakeholders to adopt a cradle to grave approach
Run a school education campaign	Increase resources, especially authorised officers (ie. not just rangers)	Collection/disposal point for hazardous items	Introduce container deposit legislation
Develop best practice guidelines for councils	Increase litter penalties and application of litter penalties	Improve bin infrastructure (location, servicing etc)	Provide financial incentives to recycle products/packaging
-	-	-	Amend litter act to include Extended Producer Responsibility
<b>Pilbara Region</b>			
Public blanket public education program	Introduce the deduction of demerit points off drivers license for littering from a vehicle	Continue Clean Up Australia Day	Introduce container deposit legislation
Run a school education program	Introduce a charge/levy for plastic shopping bags	Provision of dog waste collection bags and bins	Introduce rebate schemes eg. rebate for port casks, old cars
Continue Tidy Towns program	-	Provision of tip passes for ratepayers	-
Run a cigarette butt litter campaign	-	Provision of recycling infrastructure	-

<b>Education</b>	<b>Enforcement</b>	<b>Physical Intervention</b>	<b>Producer Responsibility</b>
<b>South West Region</b>			
Run a school education program	Introduce the deduction of demerit points off drivers license for littering from a vehicle	Continue Clean Up Australia Day	Introduce container deposit legislation
Run a public education program	Continue litter reporter scheme	Provision of tip passes/concession tip rates for ratepayers	Intro packaging/product alternatives (eg. biodegradable, recycled, recyclable, minimal etc)
Continue Tidy Towns program	Implement a ban on non-biodegradable bags	-	Continue with improvement and review of National Packaging Covenant
	Increase litter penalties and application of litter penalties	-	-
<b>Wheatbelt Region</b>			
Run a blanket public education program	Increase litter penalties and application of litter penalties	Implement video surveillance to deter and identify litter offenders	Introduce an expanded form of container deposit legislation
Create a litter website containing relevant and up-to-date litter information	Develop retail industry code of practice	Continue Clean Up Australia Day	Introduce rebate scheme eg. port casks, old cars
Run an Indigenous communities education program	Increased management of street drinking	Pay community groups to collect litter from designated areas	Provide financial incentives to recycle products/packaging
Develop community pride in local areas	Development and provision of litter infringement books	Develop and provide designs for signs	Promote recycling and recycled products