



AN ASSESSMENT OF LOCAL AUTHORITY LITTER MANAGEMENT PLANS

MAY 2000

Prepared for:

The Department of the Environment and Local Government,
Custom House,
Dublin 1.

Prepared by:

The Litter Monitoring Body,
Tobin Environmental Services Ltd.,
23 Ballsbridge Terrace,
Ballsbridge,
Dublin 4.

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Consulting Engineers-----

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 - ◆ Mr Dan Buggy, Cork Corporation;
 - ◆ Mr Paul Daly, Waterford County Council;
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 - ◆ Mr Colm Keenan, Department of the Environment and Local Government;
and
 - ◆ Mr John Singleton, Dublin Corporation;
2. The Department of the Environment and Local Government; and
3. The local authorities who provided us with their Litter Management Plans.

LITTER MANAGEMENT PLAN ASSESSMENT

PART ONE –NATIONAL RESULTS

1. INTRODUCTION

1.1 General

Under the Litter Pollution Act, 1997, local authorities are required to adopt Litter Management Plans. The legislation prescribes the specific minimum components of a Litter Management Plan, requiring information on litter prevention and control activities and the setting of appropriate objectives and targets for the three-year period covered by the Plan. These statutory elements (as reproduced in Appendix One) form the backbone of an effective Plan.

1.2 The Aims of the Assessment Procedure

One of the key tasks of the Litter Monitoring Body has been to assess the Litter Management Plans prepared to-date by the local authorities. There are three main reasons for this assessment exercise:

- A) To assess Litter Management Plans with respect to the core functions prescribed for such Plans under the Litter Pollution Act, 1997, and to determine how local authorities have discharged those functions;
- B) To ascertain whether or not the current Litter Management Plans act as appropriate frameworks for the anti-litter activities to be undertaken by the local authorities over the succeeding three years; and
- C) To identify best practice as regards litter management planning in this country. This will ensure that future Plans benefit from the experience gained by all of the authorities across the country.

1.3 The Current Status of National Litter Management Planning

There are 88 local authorities, each of which is required to prepare a Litter Management Plan – either alone or in conjunction with another authority. Seven authorities have, to-date, chosen to co-operate in the preparation of three joint Plans as follows:

1. The Louth local authorities – Drogheda Corporation, Dundalk Urban District Council and Louth County Council;
2. The Sligo local authorities – Sligo County Council and Corporation; and
3. The Kilkenny local authorities – Kilkenny County Council and Corporation.

There are thus 84, rather than 88, Litter Management Plans required to cover all of the country's local authorities. Of these 84 Plans, 74 have been received and assessed by the Litter Monitoring Body, seven have not yet been prepared and a further three have been requested but not received (See Appendix Two for a full list of the Plans which have been assessed and also those which are still outstanding).

27% (or 20) of the Litter Management Plans received to-date were prepared prior to the enactment of the Litter Pollution Act, 1997. It would thus be unreasonable to expect such Plans to fully satisfy all of the salient legislative requirements. To this end, this first Litter Management Plan Assessment is termed the **Benchmark Assessment** as it provides a yardstick for current national litter management planning. It also facilitates the development of a ‘blueprint’ for a more successful Litter Management Plan. The results of future Litter Management Plan assessments will thus be directly compared with the benchmark performance identified in this first assessment.

1.4 The Communication Aims of Litter Management Plans

The aim of Litter Management Plans is not merely to inform – rather, they should also be viewed as communication tools which can be utilised by the authorities to elicit the commitment and involvement of the public. Litter Management Plans, therefore, can be used to deliver a number of important messages to the householders and businesses in the authorities’ functional areas. These messages can be as location-specific as required, can be delivered in a wide variety of formats and might include some of the following:

1. **The need for shared responsibility for keeping our streets and roads clean** – all stakeholders should be informed of their responsibilities and of the penalties for not fulfilling those duties. It is also important that authorities identify where their own responsibilities begin and end. This will provide the public with a clearer picture of litter management in their area. For example, is the local authority responsible for the upkeep of all of the parks, canal- and river-banks in its functional area, or are other authorities involved? Such clear communication will facilitate improved understanding of the local authority’s role and a more objective assessment of the authority’s litter management measures.
2. **The commitment of the authority to eliminating litter pollution as far as is practicable;**
3. **Opportunities for the public to get involved** with the local authority in local “partnerships” whereby the authority co-ordinates clean-up and public awareness actions involving the business and commercial sectors, Tidy Towns Committees, community groups and organisations, schools and the general public at local level to combat litter. A Litter Management Plan, therefore, might include contact details for local action-groups and other useful information and dates;
4. **Sponsorship opportunities.** For example, who should businesses contact if they want to sponsor a litter bin, and what types of donation are acceptable?
5. **Complaints/ information arrangements.** What systems are in place for receiving and responding to litter-related complaints from the public? It should be noted that members of the public can provide valuable assistance in the identification of fly-tippers and other litter offenders. In addition, the public can alert the authority to the presence of litter emergencies which might otherwise have gone un-noticed; and
6. **The costs associated with the litter management activities of the authority.** These costs (both environmental and economic) could be presented in terms which are readily accessible to the public. Volumes of litter waste might be compared to the size of well-known buildings or parks, for example. Alternatively, economic costs might be associated with ‘lost expenditure’ on other amenities or services – such as tree-planting, street furniture upgrading, planting, landscaping and graffiti-removal.

1.5 Structure of the Report

This report is divided into two separate parts:

- ◆ **Part One – National Results.** This section of the report describes the manner in which the country's Litter Management Plans have been assessed by the Litter Monitoring Body, and the rationale behind that methodology. In addition, the report provides an overview of the findings of the assessment procedure, identifying possible gaps in existing Plans. Finally, a number of recommendations are made as to the manner in which any gaps might be addressed.

It should be noted that Part One does not identify any local authorities by name – rather the aim of the report is to give a national overview of the authorities' collective performance versus the assessment protocol. This approach was chosen following consultation with the project's Steering Group¹; and

- ◆ **Part Two – Individual Local Authority Results.** Specific feedback on the performance of a given local authority's individual Litter Management Plan is provided in the second part of this report.

In other words, each authority receives a composite report comprising the national assessment overview as well as the results for their own individual Litter Management Plan. The results of each individual authority's assessment thus remains confidential to that authority. The individual assessment results should be viewed in conjunction with the national ones, and both should be taken into consideration by authorities when reviewing their Litter Management Plans.

It should be noted that the circulation of the Litter Management Plan assessment results early in summer of the year 2000 is particularly timely as it coincides closely with the three-year review date set for local authority Litter Management Plans by the Litter Pollution Act, 1997. In this way, the results of this benchmark assessment can be taken into consideration by the local authorities during their three-year Litter Management Plan review.

¹ Comprised of representatives of Carlow County Council, Cork Corporation, Dublin Corporation, Waterford County Council and the Department of the Environment and Local Government.

2. METHODOLOGY

2.1 General

This section describes the assessment protocol developed by the Litter Monitoring Body (in consultation with the project's Steering Group) and the assessment procedure utilised.

2.2 The Assessment Procedure

In assessing Litter Management Plans, the Litter Monitoring Body strove to be as objective as possible by following a two-step procedure, namely:

1. Break the document's content down into small sections; and
2. Apply, to each of these sections, a series of '*closed questions*' – i.e. those to which there are only a limited number of answers, such as 'yes' and 'no'. An example of such a closed question is as follows: Are the specific responsibilities of businesses identified?

By using closed questions there is less need for a subjective judgement or interpretation on the part of the assessor. It should be noted, however, that the questions applied must be specific enough to facilitate a yes/ no answer. This is not always practicable, as there will always be some questions which require slightly more open answers.

A third possible answer has also been included (effectively a 'maybe' answer) for the purposes of the Litter Management Plan assessment. This allows 'the benefit of the doubt' to be given to Plans which did not contain sufficient information to answer a particular question in the affirmative but which did at least address the relevant topic or issue. Finally, it should be noted that the specific nature of yes/ no questions results in a large number of questions being required to query all of the relevant elements of a document such as a Litter Management Plan.

To summarise, therefore, during the assessment procedure, full compliance was achieved if there was evidence that a particular Plan completely satisfied the requirements of a particular question. A non-compliance grade was assigned if the relevant information was missing, and partial compliance arose if there was inadequate information provided, as shown below.

Description of Available Evidence	Conclusion	Score
Definite evidence in the affirmative – i.e. 'yes'	<i>'Fully Compliant'</i>	2
Insufficient evidence to answer yes or no – i.e. 'maybe'	<i>'Partially Compliant'</i>	1
Definite evidence in the negative – i.e. 'no'	<i>'Non-Compliant'</i>	0

Therefore, a **Litter Management Plan only satisfies a particular question if there is sufficient evidence contained *within* the actual text of the document itself.** This important distinction between local authority *action* and local authority *planning* is a key element of the assessment methodology developed by the Monitoring Body. For example, an authority may have excellent initiatives in place to encourage, support and co-ordinate local anti-litter action. However, if that information is not contained within the authority's Litter Management Plan then local residents are not being made aware of those initiatives. Such a Plan would thus be deemed 'non-compliant' as regards Question 53 of the Assessment Protocol¹.

It should be noted that each of the 74 Litter Management Plans analysed to-date was assessed by one member of the Litter Monitoring Body (*The Assessor*) and those results subsequently verified by a second member (*The Verifier*) to ensure uniformity of approach and a more standardised, objective assessment procedure.

2.3 Benchmarking Litter Management Planning

Several of the Litter Management Plans received to-date were prepared prior to the enactment of the Litter Pollution Act, 1997. It would thus be unreasonable to expect such Plans to fully satisfy all of the salient legislative requirements. To this end, this first Litter Management Plan Assessment is termed the **Benchmark Assessment** as it benchmarks the current situation with respect to litter management planning for individual local authorities and facilitates the production of a 'blueprint' for a more successful Litter Management Plan. The results of future Litter Management Plan assessments will thus be directly compared with the benchmark performance identified in this first assessment.

2.4 The Assessment Protocol

A detailed Assessment Protocol has been designed by the Litter Monitoring Body (in consultation with the project's Steering Group) for the purposes of the assessment procedure. This Protocol, containing almost ninety questions, was devised by combining the most salient legislative requirements with the planning aspects of the Environmental Management System approach. It should be noted that the Protocol is structured in-line with the elements of an Environment Management System, such as ISO 14001.

Specifically, the protocol combines elements of:

1. The Litter Pollution Act, 1997 – particularly Section 10 (*Litter Management Plan Required*), Section 11 (*Requirements of Litter Management Plan*) and Section 12 (*Procedure for Making, Amending or Replacing Litter Management Plans*);
2. The guidance produced by the Department of the Environment and Local Government – 'Action Against Litter'; and
3. The Litter Monitoring Body's interpretation of the intent/ spirit of the Litter Pollution Act, 1997 and the Department of the Environment and Local Government's guidance document.

¹ Question 53: Does the Litter Management Plan identify award schemes and other incentives to encourage stakeholders to become involved in litter prevention and control efforts?

There are two separate parts to the protocol – one aimed at statutory compliance and one aimed at Best Practice (the full protocol is reproduced as Appendix Three of this report). The first, **Part A**, is a straight-forward checklist relating to the items prescribed in the Litter Pollution Act, 1997. For example, is the Plan dated? Are litter-related objectives set? The second part, **Part B**, on the other hand, relates to the non-statutory aspects of litter management planning. The questions contained therein deal with those characteristics of an effective planning document aimed at the public (as identified by best practice internationally and the Environmental Management Systems approach). For example, does the authority have a helpline or other mechanism for recording litter-based complaints? How does the authority plan to finance its proposed measures? Is training provided for Litter Wardens?

It is recommended that authorities whose Litter Management Plans are non-compliant in respect to any of the elements of Part A of the protocol should address those deficiencies in the next review of their Plan. This will ensure that their amended or new Plan is in full compliance with the requirements of the Litter Pollution Act, 1997. On the other hand, the elements of Part B of the protocol relate to non-statutory measures and items – the authorities may wish to include these items in future reviews of Plans.

Part A of the Assessment Protocol is comprised of 57 questions which are broken down into five sections as follows:

Statutory Requirements

1. **Policy and Commitment** – This section assesses the overall policy direction of the authority as regards litter management, and in particular how seriously the authority views litter and intends to tackle its specific problems;
2. **Planning** – This assesses whether or not the authority has identified the specific litter problem areas which must be tackled, and the level of detail entered into. In particular, it is important that the Plan is open, honest, realistic and transparent. This reflects the fact that the public is more likely to find the document accessible if their personal observations are reflected in the Plan;
3. **Legislative Requirements** – This determines whether the Plan is compliant with the most salient points of the Litter Pollution Act, 1997;
4. **Objectives and Targets** – This section looks at how well the Plan's objectives match the problem areas identified elsewhere in the Plan. The objectives should reflect the needs of all sectors of society within the local area and identify their specific responsibilities in a detailed manner. This helps to include often-marginalised sectors; and
5. **Management Programme and Measures** – Any measures identified in the Plan should be directly related to one of the problem areas cited elsewhere in the document. In addition, the measures should be practical, achievable and realistic. In other words, they should comprise the exact action steps planned by the authority for the following three-year period.

Part B is comprised of 30 questions which are broken down into the following four sections:

Best Practice

1. **Structure and Responsibilities** – Open communication with the public requires that the roles and responsibilities of the authorities and of stakeholders are clearly identified. In particular, it is important to highlight where those responsibilities end and who else is responsible for cleanliness in a given area. For example, contact details for Coillte, Dúchas and the Office of Public Works might be included in a Plan;
2. **Training and Awareness** – This section relates predominantly to the training given to personnel dealing directly with the public, such as Litter Wardens, anti-litter supervisors and cleansing staff;
3. **Communication and Documentation** – One of the key aims of Litter Management Plans is to inform and educate the public as to litter management practices in their area. Plans should also aim to elicit as much response from the public as possible. This requires that the latter are provided with the information which will allow them to get involved, as well as when to get involved and who to contact; and
4. **Emergency Preparedness and Response** – It is an accepted fact that many areas, particularly the larger urbans, experience their worst litter accumulations during non-working hours (e.g. after the pubs close and on the weekends). A Plan should acknowledge this, and describe the procedures which have been put in place for these times – in order to provide reassurance to the public.

3. RESULTS

3.1 Introduction

The results of this Benchmark Assessment exercise indicated that the Litter Management Plans prepared to-date scored well on Part A of the protocol (which assessed the requirements prescribed in the Litter Pollution Act, 1997). As would be expected, however, the Plans were rather less successful in satisfying the requirements of Part B (Best Practice) of the assessment protocol. The results of the assessment procedure are presented in a series of nine bar charts, which correspond to the five sections in Part A and four sections in Part B as shown below.

<p>Part A – Statutory Requirements</p> <ol style="list-style-type: none">1. Policy and commitment;2. Planning;3. Legislative Requirements;4. Objectives and Targets; and5. Management Programme and Measures. <p>Part B – Best Practice</p> <ol style="list-style-type: none">1. Structure and Responsibilities;2. Training and Awareness;3. Communication and Documentation; and4. Emergency Preparedness and Response.

It is important to note that the results described in the following sections relate to the evidence provided in the Litter Management Plan only – and do not necessarily reflect the situation on-the-ground. For example, a local authority may have introduced numerous educational events but did not include information on those initiatives in their Litter Management Plan. The results of the assessment will thus indicate a non-compliance score for that question, as the information is not contained in the documented Plan.

3.2 Part A of the Assessment Protocol – Litter Pollution Act, 1997 Requirements

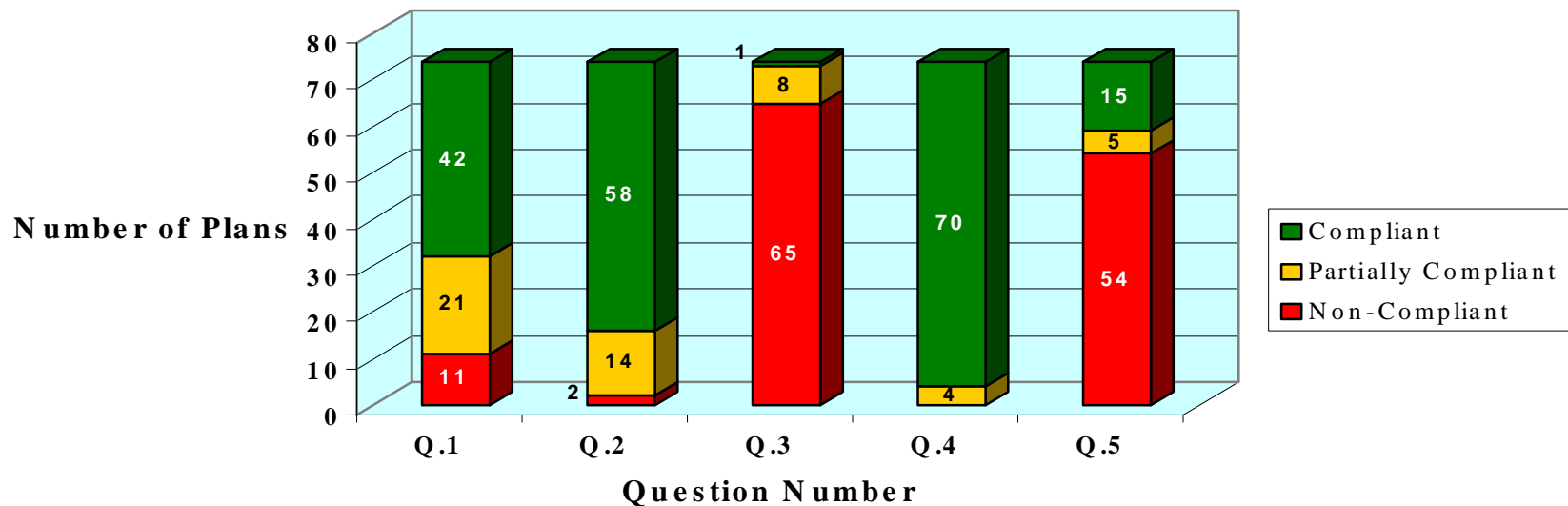
As mentioned earlier, 27% (or 20) of the Plans assessed by the Monitoring Body were prepared prior to the enactment of the Litter Pollution Act, 1997, and would, therefore, not be expected to comply with all of the questions in Part A of the Protocol.

3.2.1 Policy and Commitment (Figure 1)

There was a high degree of **compliance** exhibited by the majority of the Litter Management Plans for questions one, two and four. However, the results indicated that, in general, the Plans are largely non-compliant for questions three and five which relate to shared responsibility and review procedures for targets and objectives.

3.2.2 Planning (Figure 2)

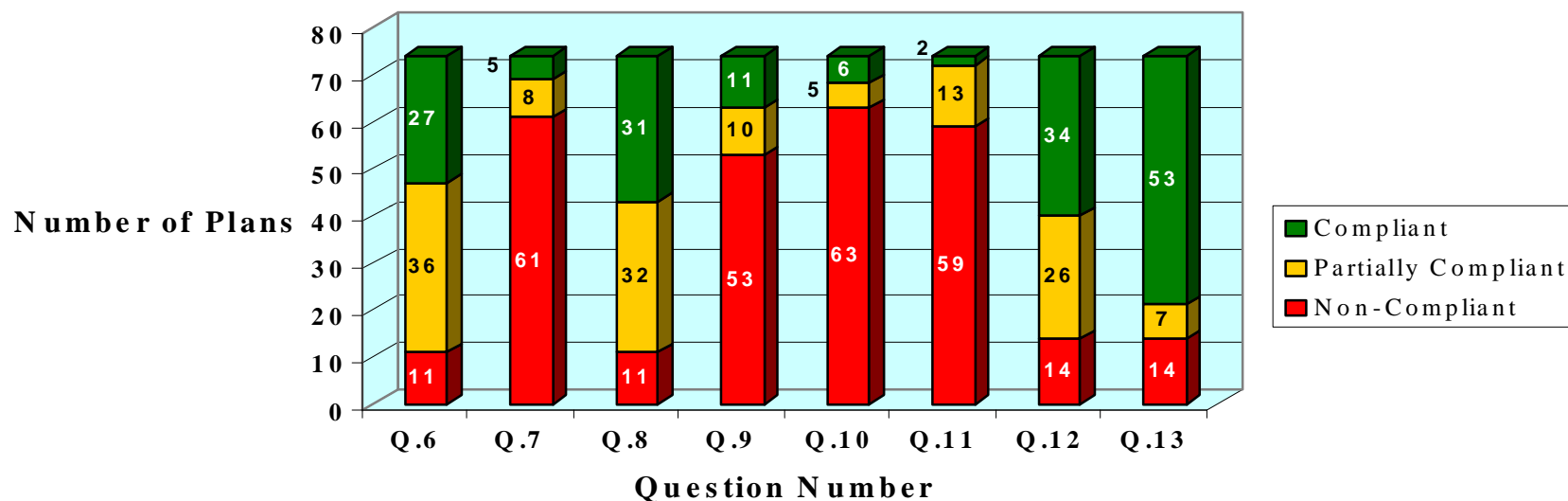
A high degree of **non-compliance** was observed with respect to the Planning section of the Protocol – specifically as regards quantifying the litter problems experienced and identifying the causes of those litter problems. In general, specific major litter blackspot locations were not clearly identified. Nor was the potential for litter pollution arising as a result of the local authority's own activities generally cited. It was reassuring, however, to note that the majority of the Plans recognised the impact that litter pollution has on our environment.



Part A: Questions 1-5

1. Is there a clear recognition of the existence and extent of the local litter problem?
2. Are overall improvement goals set?
3. Does the Litter Management Plan recognise the role of the local authority in preventing litter arising from its own activities?
4. Is there a commitment to continual improvement and the prevention of litter pollution?
5. Does the Litter Management Plan include a framework for setting and reviewing objectives and targets?

Figure 1 Policy and Commitment – Assessment Results for Questions 1-5 Inclusive



Part A: Questions 6-13

6. Is an understanding of the general litter problems being experienced evident (e.g. flytipping, graffiti, cigarette butts, household refuse in litter bins)?
7. Have any attempts been made to quantify the litter problem?
8. Have specific problem areas been identified (e.g. littering by school children, from mobile fast-food outlets or from sweet shops)?
9. Have the causes of the litter problems being experienced been postulated or identified?
10. Have the locations of major litter blackspots been specifically identified?
11. Has the potential for litter pollution arising as a result of local authority activities been cited (e.g. landfill-related litter, refuse collection-related litter, inadequate litter bin provision or litter bin emptying frequencies)?
12. Is the information provided up-to-date?
13. Is the significance of the environmental and other impacts of litter pollution identified and evaluated?

Figure 2 Planning – Assessment Results for Questions 6-13 Inclusive

3.2.3 Legislative Requirements (Figure 3)

There was a high degree of **partial compliance** with regards to the statutory aspects of the Litter Management Plans. It was noted while assessing the Plans that many did not clearly highlight the responsibilities of the public, business sector or the local authority themselves with respect to litter prevention. Therefore, these three questions generally achieved only partial compliance. More than half of the Plans failed to mention submissions received or in fact whether they had received any. In addition, the majority did not state whether the Plan had been disseminated to households or businesses.

A large number of Plans failed to identify review dates, thereby making it difficult to determine whether their objectives and targets would be achieved or how long it would take to achieve the identified objectives. Similarly, the co-operation and assistance of non-local authority persons was briefly mentioned but not described in any detail, therefore this question in general achieved a partial compliance grade. While waste disposal and recovery facilities were identified in the majority of Plans, hours of operation were rarely stated, resulting again in a partial compliance result.

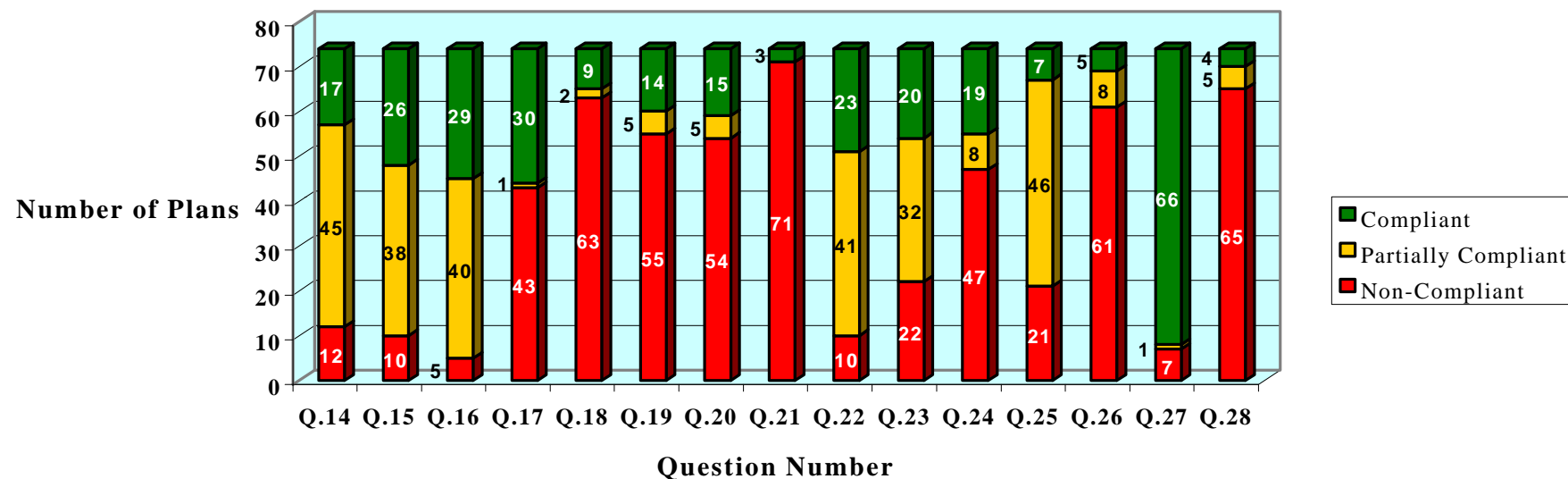
3.2.4 Objectives and Targets (Figure 4)

There was a high degree of **compliance** for the questions in this section of the Protocol. Specifically, there was full compliance with regards to setting objectives for the prevention and control of litter. Similarly, the majority of the Plans' objectives demonstrated commitment to improvement and to litter prevention. Encouragingly, almost all of the Plans identified objectives with respect to public awareness, co-operation/ partnerships and education, and highlighted the importance of focusing on young people.

3.2.5 Management Programme and Measures (Figure 5)

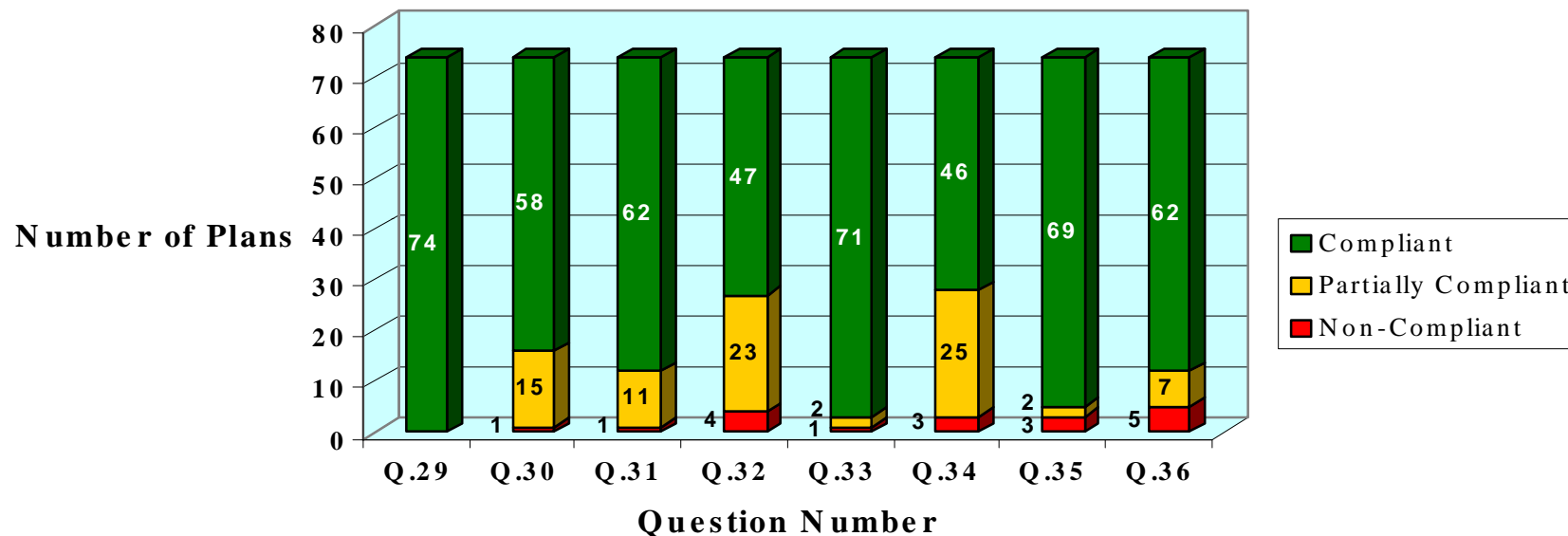
Partial compliance was observed for the Management Section of the protocol. The majority of the country's Litter Management Plans described measures to improve litter-related education and to raise public awareness. Similarly, most of the Plans described measures aimed at preventing litter pollution. However, full compliance was not observed due to a number of factors – specifically, measures related to sensitive or protected habitats and wildlife were not identified, and in general the stated measures failed to reflect an appropriate prioritisation. Less than half of the Plans stated how the local authorities intend to fund the different measures identified. However, some did mention initiatives to secure funding for their various measures and activities (e.g. business sponsorship).

The majority of the Litter Management Plans did not identify performance indicators (e.g. number of schools visited and Litter Wardens appointed). Equally, many local authorities would not appear to have a system in place for accepting, recording and responding to complaints received from the public (e.g. a hotline). Most Plans, in addition, did not request comments and ideas from the public. Few documented the quantities of public cleansing waste and litter being collected on a regular basis. Finally, only a small number of Plans indicated the resources/ personnel required to implement the measures identified in the Plan.

**Part A: Questions 14-28**

14. Does the Litter Management Plan highlight the responsibilities of the public with respect to litter prevention?
15. Does the Plan identify the specific responsibilities of businesses?
16. Does the Plan identify the responsibilities of the local authority itself?
17. Does the Plan identify the costs of the local authority's current litter abatement efforts, as well as the revenues arising from litter fines?
18. Is the number and nature of public submissions received mentioned, and are those submissions attached or synopsised?
19. Are measures to prepare and disseminate an outline/ summary of the Plan to all households and businesses mentioned?
20. Has a review date for the Plan been identified (and has it been adhered to)?
21. Is an assessment of current litter prevention, control and enforcement (e.g. number of on-the-spot fines, proceedings issued, convictions and notices served under Sections 9, 15, 16, 17 and 20) provided – including their objectives, success rates and implementation costs?
22. Is the co-operation and assistance of non-local authority persons mentioned and described?
23. Does the Plan identify measures likely to be taken over the period of the Litter Management Plan by persons other than the local authority?
24. Is there evidence of liaison with other local authorities with respect to the identification of Best Practice?
25. Are waste disposal and recovery facilities located in the local authority's administrative area identified, along with their location and hours of operation?
26. Is there evidence of consideration of relevant Local Development Plan(s) and any special amenity area orders in the preparation of the Litter Management Plan?
27. If the Plan has been prepared by more than one local authority, does it adequately reflect the needs of all of the authorities involved?
28. Is the Litter Management Plan linked to the local authority's Waste Management Plan?

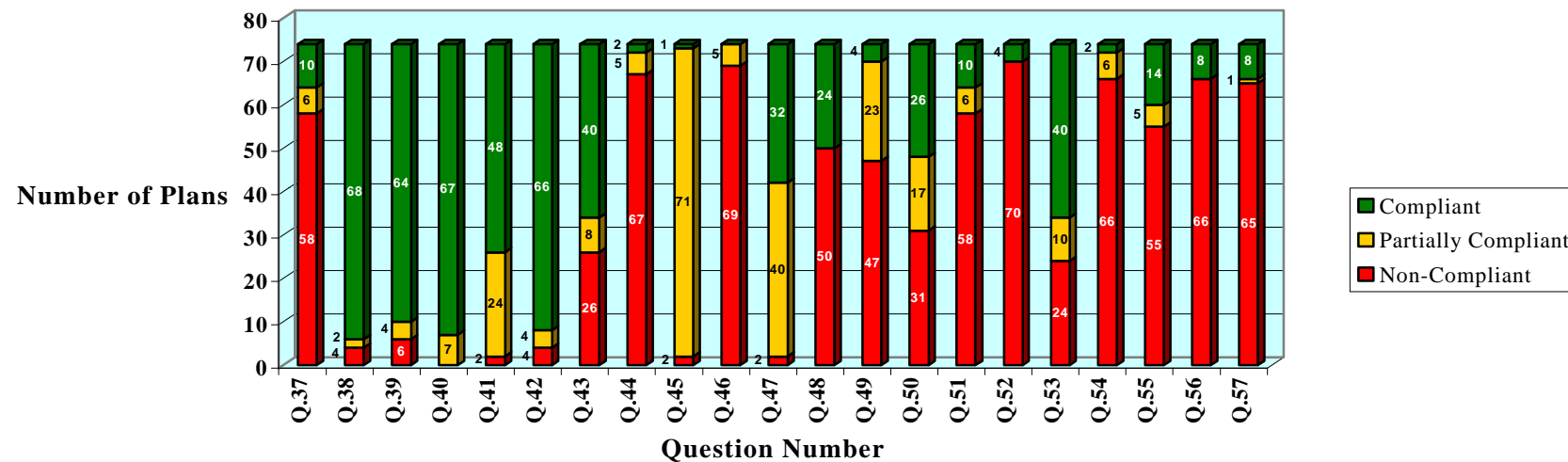
Figure 3 Legislative Requirements – Assessment Results for Questions 14-28 Inclusive



Part A: Questions 29-36

29. Have objectives been set with respect to the prevention and control of litter?
30. Are the stated objectives appropriate to the scale of the problem, as identified within the Litter Management Plan itself?
31. Do the stated objectives reflect a commitment to improvement and to litter prevention?
32. Are the stated objectives specific, tangible, measurable and realistic?
33. Are specific objectives identified with respect to public awareness, co-operation/ partnerships with stakeholders and education?
34. Are specific objectives identified with respect to the improvement of the local authority's own performance as regards litter prevention and control?
35. Are specific objectives identified with respect to the need to focus on young people?
36. Have different objectives been identified with respect to different problem areas (e.g. fly-tipping), and how appropriate are these objectives, as regards the extent of the litter problem identified in the Litter Management Plan itself?

Figure 4 Objectives and Targets – Assessment Results for Questions 29-36 Inclusive



Part A: Questions 37-57

37. Does the Litter Management Plan identify the resources required to implement the measures identified in the Plan?
38. Are measures to encourage public awareness described?
39. Are measures to satisfy the specific objectives of the Litter Management Plan identified?
40. Are measures to prevent litter pollution described?
41. Are measures to improve the local authority's own performance described?
42. Are education (and especially youth education) measures described?
43. Are enforcement measures identified (particularly with respect to the provisions of the Litter Pollution Act, 1997)?
44. Have measures related to sensitive or protected habitats and wildlife been identified?
45. How appropriate are the measures to the scale of the problem identified in the Litter Management Plan?
46. Do the stated measures reflect an appropriate prioritisation – i.e. the biggest problem areas being tackled first?
47. Are the measures realistic, tangible and measurable?
48. Is information on litter-related costs included (i.e. costs of street cleansing, litter bin emptying, awareness measures, educational efforts and enforcement costs)?
49. Is information on how the local authority intends to fund the different measures identified in the Plan?
50. Does the local authority have plans to secure funding for their different measures and activities (e.g. business sponsorship)?
51. Is a clear timeframe for implementation of the different measures provided, and does it appear appropriate?
52. Are performance indicators identified (e.g. number of schools visited, number of Litter Wardens appointed and number of complaints responded to)?
53. Does the Litter Management Plan identify award schemes and other incentives to encourage stakeholders to get involved in litter prevention and control efforts?
54. Does the Plan state that there is a system in place for accepting, recording and responding to complaints received from the public (e.g. a hotline)?
55. Does the Litter Management Plan request comments and ideas from the public?
56. Does the Plan include details of any litter surveys completed to-date and their results?
57. Does the Litter Management Plan describe the quantities of public cleansing waste and litter being collected on a regular basis?

Figure 5 Management Programmes and Measures – Assessment Results for Questions 37-57 Inclusive

3.3 Part B of the Assessment Protocol – Best Practice

3.3.1 Structure and Responsibilities (Figure 6)

In general, many of the country's Litter Management Plans were **non-compliant** as regards this section. For example, most Plans failed to indicate the number of Litter Wardens or street cleansing staff employed by the local authorities. On the basis of the information presented in the Plans, few seemed to have sufficient resources for the implementation of the measures identified. Only a small number of Plans identified the roles of key personnel clearly, and few included information on cleansing rotas. Similarly, there was little evidence of a system being in place for the dissemination of litter-related information to all levels of personnel within the local authority.

3.3.2 Training and Awareness (Figure 7)

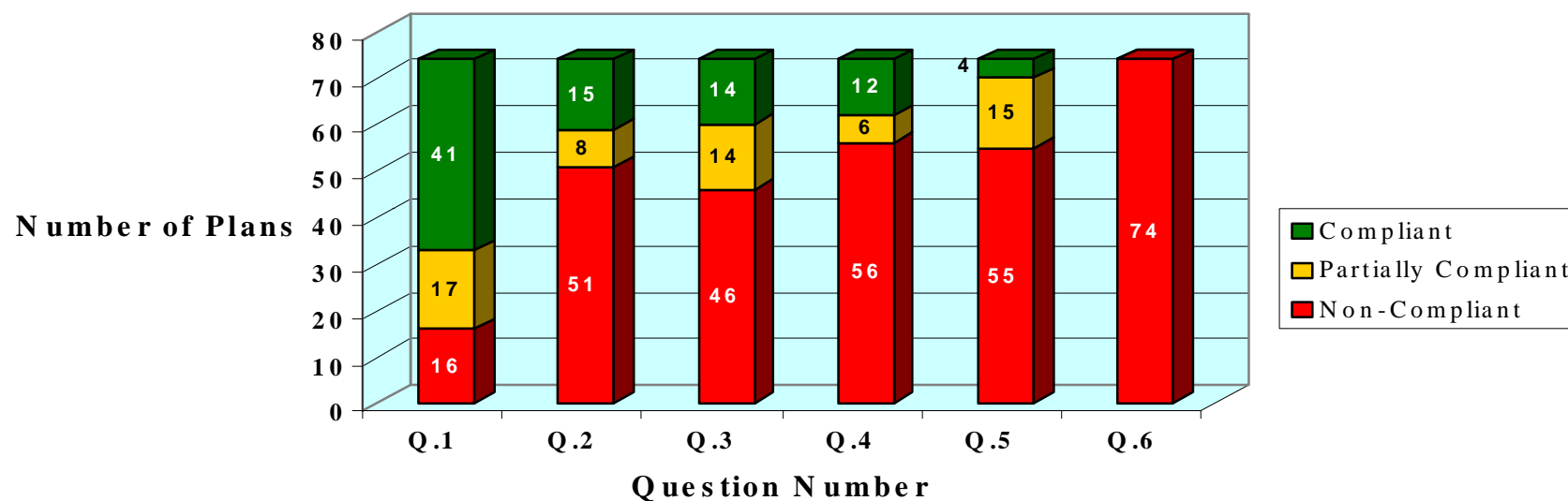
Significant **non-compliance** was also observed in this section. For example, the majority of the Plans failed to indicate whether or not training programmes have been put in place for cleansing staff, Litter Wardens or other personnel likely to deal with the public with respect to their duties under the Litter Pollution Act, 1997. It is important that Litter Wardens and other personnel involved in the issuing of on-the-spot fines are trained in the handling of members of the public. For example, how should one deal with aggressive or confrontational people and how does one request the assistance of the Gardai? There was, in addition, no evidence that the Litter Management Plans have been disseminated to all local authority personnel. Finally, only a small number identified a public liaison/ information officer in their Plans.

3.3.3 Communication and Documentation (Figure 8)

The current Plans were mainly **non-compliant** as regards the Communication and Documentation section of the Protocol. On the basis of the information presented in the Plans, it can be concluded that few local authorities have a regular environmental newsletter which could be used to disseminate information related to litter. Similarly, the majority of local authorities did not appear to have conducted surveys of public opinion and awareness. In most cases the Plans indicated that the local authorities do not have a system for retaining information on the number of complaints received, and the manner in which those complaints were dealt with. In addition, only a small number of Plans provided information on the equipment and machinery resources of the local authority with respect to litter control and abatement. There would also seem to have been very few pilot schemes undertaken, or planned, by the local authorities with respect to litter prevention and control. However, more than half refer to a system of giving talks on waste-related and litter-related issues to schools and representative bodies – with the Litter Warden usually giving these talks.

3.3.4 Emergency Preparedness and Response (Figure 9)

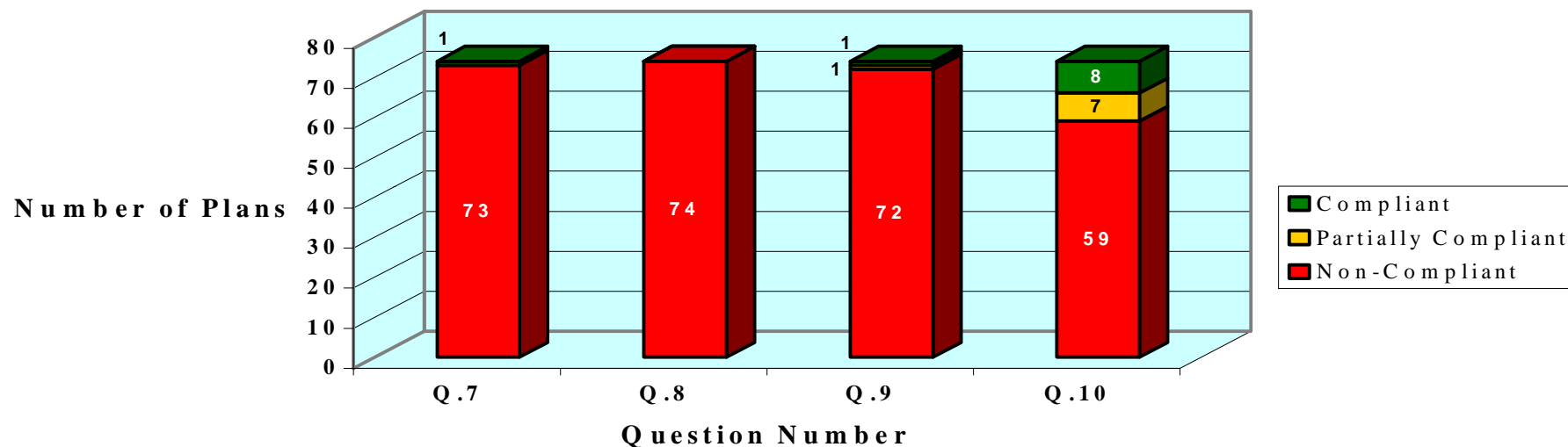
There was generally **non-compliance** with the elements of this section. The results show that the Plans failed to identify the types of emergency situations that local authorities have had (or might have) to deal with. Similarly, they fail to make provision for extreme weather conditions. None of the Plans provided information on how to let the local authority know about litter emergencies and the systems which have been put in place for non-standard working hours (e.g. weekends). In addition, there was no evidence that emergency response procedures are tested and reviewed periodically. Encouragingly, however, more than half the local authorities would appear to have made provision for major open air/ public events.



Part B: Questions 1-6

1. Is information on the number of Litter Wardens employed by the local authority included?
2. Is information on the number of street cleansing, litter prevention/ public awareness/ education personnel employed by the local authority cited in the Plan?
3. Do these resources seem sufficient for the implementation of the measures identified?
4. Are the roles of key personnel identified clearly?
5. Is information on cleansing rotas available?
6. Is there evidence of a system being in place for the dissemination of litter-related information to all levels of personnel within the local authority?

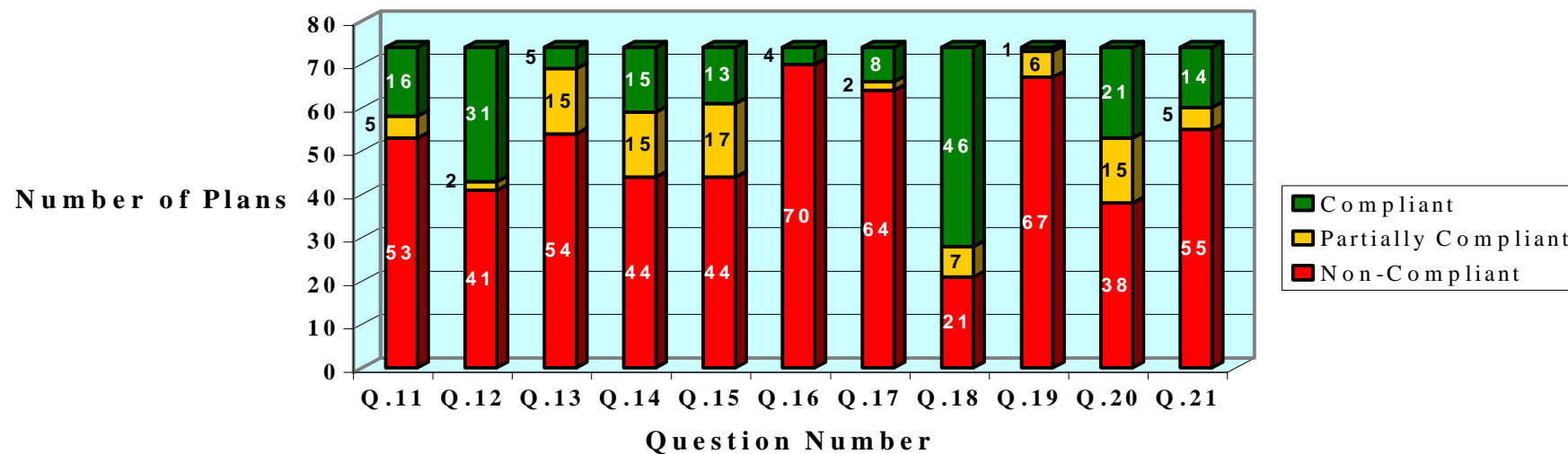
Figure 6 Structure and Responsibilities – Assessment Results for Questions 1-6 Inclusive



Part B: Questions 7-10

- 7. Has the Litter Management Plan (or an outline) been disseminated to all local authority personnel?
- 8. Does the Plan describe what local authority personnel (if any) have been trained as Litter Wardens?
- 9. Is there evidence that training related to dealing with the public has been given to Litter Wardens?
- 10. Does the Plan identify a public liaison/ information officer?

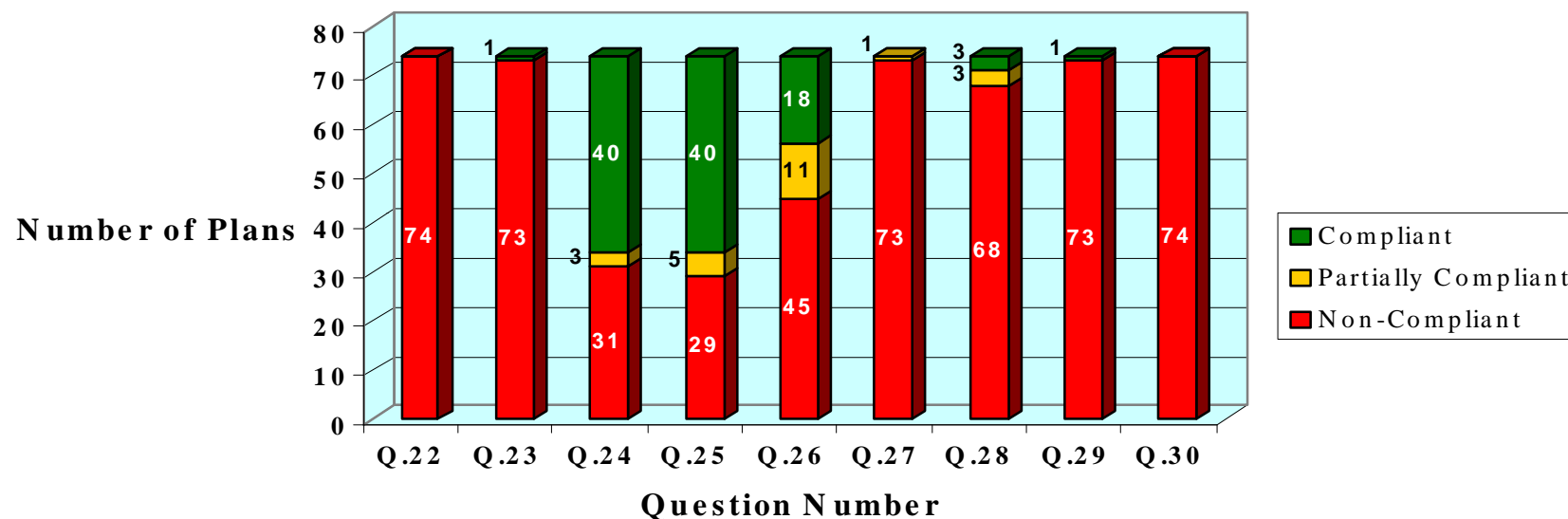
Figure 7 Training and Awareness – Assessment Results for Questions 7-10 Inclusive



Part B: Questions 11-21

11. Is there a system in place for identifying when major public events will be taking place in the local authority's administrative area?
12. Does the Plan describe systems for involving the Gardai in the issuing of litter fines?
13. Does the Plan describe a regular environmental or waste-related newsletter or other publication which can be used to disseminate information related to litter?
14. Is there evidence that the local authority has issued an advice sheet to all householders regarding the correct procedures for the presentation of refuse?
15. Is there evidence that the local authority has developed and disseminated any other advice sheets (e.g. to skip-hire contractors and fast-food outlets)?
16. Has the local authority conducted surveys of public opinion and awareness in the past, and are the results of such surveys discussed in the Plan?
17. Does the Plan imply that surveys of public opinion and awareness are planned for the future?
18. Does the Plan describe a system for giving talks on waste and litter-related issues to schools and representative bodies?
19. Is information on the number of complaints received cited, as well as the manner in which those complaints were dealt with?
20. Is information on the equipment and machinery resources of the local authority with respect to litter control and abatement provided (e.g. number of suction sweepers and number, size and capacity of litter bins)?
21. Is there evidence that pilot schemes have been undertaken, or are planned, by the local authority with respect to litter prevention and control?

Figure 8 Communication and Documentation – Assessment Results for Questions 11-21 Inclusive



Part B: Questions 22-30

22. Does the Plan identify the types of emergency situations that the local authority has had (or might have to) deal with?
23. Is provision made for extreme weather conditions?
24. Is provision made for major open-air events (such as street festivals and St Patrick's Day)?
25. Is provision made for major public events (such as All-Ireland sporting event finals and major concerts)?
26. Is provision made for dealing with litter blackspots?
27. Is information provided on the systems which have been put in place for non-standard working hours (e.g. weekends)?
28. Is information provided on how to let the local authority know about litter emergencies?
29. Does the Plan identify the response times which the local authority believes (or knows from experience) to be achievable?
30. Is there evidence that emergency response procedures are tested and reviewed periodically?

Figure 9 Emergency Preparedness and Response – Assessment Results for Questions 22-30 Inclusive

4. DISCUSSION

4.1 Introduction

The assessment of current Litter Management Plans undertaken by the Litter Monitoring Body has indicated that there are a number of strengths and weaknesses as regards these documents. Some of the **strengths** of the current Plans include:

- ◆ Recognition of the litter problem, commitment to improvement and setting of overall improvement goals;
- ◆ Understanding of general litter problems experienced and the impact they have on the environment;
- ◆ Setting objectives and targets for litter management planning over the coming years. By and large, these targets were found to be appropriate to the scale of the problem identified elsewhere in the Plans. In addition, they tended to be tangible and measurable, as well as focussing on the needs and roles of the different sectors in the local community;
- ◆ Allocation of responsibilities to key stakeholders (e.g. businesses, young people and the public in general);
- ◆ Acknowledgement of/ support for the co-operation of non-local authority personnel; and
- ◆ Provision of information on litter-related education and litter prevention measures.

For example, 95% (or 70) of the Plans demonstrated a commitment to continual improvement and the prevention of litter pollution, while 78% (or 58 Plans) set adequate improvement goals for the three-year period covered by the Plan.

Some of the rather more **weak** areas identified for the current Litter Management Plans include the following:

- ◆ Failure to set appropriate frameworks for reviewing targets and objectives;
- ◆ Failure to identify the specific locations of litter blackspots (i.e. actual address information);
- ◆ Inadequate dissemination of Litter Management Plans to the public;
- ◆ Omission of a section which takes into consideration relevant Local Development Plans;
- ◆ Omission of an overview of the resources necessary for anti-litter measures;
- ◆ Failure to provide information on training and awareness;
- ◆ Inadequate communication with the public regarding their opinions on litter pollution; and
- ◆ Failure to prepare for litter emergencies and non-standard working hours.

For example, 71 of the Plans (or 96%) did not assess current litter management practices in the authority's functional area – including enforcement and litter control. Similarly, 95% (or 70) of the Plans failed to identify performance indicators relating to litter prevention and control.

4.2 Part A of the Assessment Protocol – Discussion/ Analysis

As can be seen from the results presented in the previous section, the local authorities' Litter Management Plans scored significantly better on Part A than on Part B of the Assessment Protocol. This reflects the fact that Part A of the Protocol is based on the requirements of the Litter Pollution Act, 1997 whereas Part B is concerned with Best Practice as regards litter management planning and communicating with the public.

Overall, the assessment indicated that there is a high level of recognition of the existence of a litter problem amongst authorities. In addition, most Plans contained improvement goals with regards to prevention of litter pollution. However, although the Plans indicated commitment to improvement, the majority failed to acknowledge that the local authorities too have a role to play in preventing litter arising from their own activities. It is important that a collective approach to the tackling of the litter problem is communicated to the public. This requires that Litter Management Plans identify the roles and responsibilities of all sectors of society – including the local authorities themselves. For example, litter can arise during refuse collection, from poorly-covered landfills, as a result of inadequate litter bin coverage or infrequent bin servicing.

Many Plans failed to set frameworks for reviewing objectives and targets. Timeframes must be set so that one can identify whether the objectives and targets set are attainable and realistic. Reviewing these timeframes is equally important, as the local authority (and other stakeholders) can then ascertain whether the objectives have been accomplished.

As already indicated, most Plans demonstrated an understanding of the general problems being experienced and also identified specific problem areas. However, few of the Plans cited attempts to quantify litter pollution or identify the causes of the problems observed. Therefore, many Plans were non-compliant in the Planning Section for not following through with investigations regarding the scale/ causes of the litter problem. It is important to identify causes for the problems being experienced in order that appropriate remedial actions can be chosen.

It was encouraging to see public participation described in many of the Plans and the acknowledgement that litter is everyone's responsibility. However, few of the Plans clearly stated individual responsibilities with regards to the public, businesses and the local authorities. It is important that everyone understands their role, their responsibilities and the consequences of not fulfilling those responsibilities. There was, however, a high degree of compliance as regards legislative requirements, although failure to mention submissions received or to disseminate the Plans to the public and set review dates caused the overall compliance levels to drop significantly. The Litter Pollution Act, 1997 states that all Litter Management Plans must be reviewed at least once every three years.

The Litter Management Plans assessed achieved full compliance for most of the questions in the Objectives and Targets Section. Most Plans identified specific objectives with respect to public awareness, co-operation, education and the need to focus on young people. It is commendable that the authorities are acknowledging the importance of educating and involving young people in their litter abatement efforts. Only partial compliance was achieved for most Plans with respect to the tangibility and measurability of their objectives, however, as many failed to clearly identify objectives with respect to improvement of the local authorities' own performance. As mentioned earlier, it is important that local authorities recognise the fact that they too have a role to play in preventing litter. A little more detail would have achieved full compliance in this category.

Finally in Part A, the Plans demonstrated high levels of compliance for approximately half of the questions in the section on Management Programmes and Measures. Most of the Plans described measures to promote public awareness of litter pollution. The more people that are made aware of the problems associated with littering of the environment the less likely they will be to litter. Similarly, most Plans outlined measures which were realistic, tangible and measurable. More than half of the Plans identified award schemes and other incentives for getting involved in litter prevention and control efforts. However, the overall score for this section was reduced due to the failure of a large number of Plans to identify the resources required to implement the measures identified. Resources must be identified to determine whether the objectives described are feasible.

Similarly, no measures related to sensitive or protected habitats and wildlife were identified. It is vital that consideration be given to any protected habitats in a local authority's administrative

area. In addition, the measures identified in most Plans failed to reflect an appropriate prioritisation – i.e. the biggest problem areas being tackled first. Likewise, many Plans did not identify performance indicators (e.g. number of schools visited). It is important for the Plans to highlight any fines or prosecutions which have been undertaken as it may make people more aware of the seriousness of the situation and also it will help to make the local authorities' efforts more credible. For most local authorities, the Plans indicated that there seems to be no system in place for accepting, recording and responding to complaints received from the public (e.g. hotline). It is important that such systems be put in place to help identify the common complaints that people have and to ensure that such complaints are dealt with promptly.

4.3 Part B of the Assessment Protocol – Discussion/ Analysis

As expected, the country's Litter Management Plans did not comply as well with Part B of the assessment as they did with Part A. For example, there was a high degree of non-compliance in the section on Structure and Responsibilities. Information on the number of Litter Wardens and cleansing staff was inadequate, therefore the question regarding the level of these resources had to be answered negatively due to the lack of information provided. The results were similar for the section on Training and Awareness, as the information was not made available in the Plans, e.g. few Plans indicated whether they had training programmes in place for Litter Wardens and other personnel. It is important that all Litter Wardens receive training in the elements of the Litter Pollution Act, 1997 and also training related to dealing with the public. It may well be that local authorities actually have training programmes in place, but the Plans did not reflect this.

There was a slight improvement in the Communication and Documentation Section, with nearly half of the Plans having a system in place for identifying when major events will be taking place. Major events such as concerts and football games attract large numbers of people – therefore, it is likely that they will give rise to litter pollution. It is thus important to be prepared and to have a litter management system in place before, during and after such events. It was noted that only half of the Plans described procedures for involving the Gardai. This result was surprising as the Gardai would be very helpful in the area of issuing fines and obtaining information from offenders – particularly late at night. It was reassuring to see that large numbers of the local authorities have a system in place for giving talks in schools, however.

On the other hand, most local authorities do not appear to issue advice sheets to households regarding correct procedures for presenting refuse. This failure is of concern as litter arising from poor refuse presentation was noted in many Plans as one of the specific problems being experienced. Likewise, most Plans indicated that many authorities have not developed or disseminated any other advice sheets. Advice sheets are important in problematic areas (e.g. fast-food outlets) and information should be given to these and similar premises regarding their obligations under the Litter Pollution Act, 1997. Similarly, surveys of public opinion and litter awareness seem to be low on the local authorities' list of priorities at present. Information on public opinions and suggestions is a useful tool for local authorities to have when setting their objectives and targets as the public may be aware of blackspot locations and other problematic areas.

Compliance with the Emergency Preparedness and Response Section was similar to that observed for the Training and Awareness section, i.e. the necessary evidence was not contained in the Litter Management Plans. For example, there were no emergency situations identified and most of the Plans showed no evidence that provision had been made for extreme weather conditions or litter blackspots. Provision should obviously be made for dealing with blackspots and other litter emergencies so that local authorities are prepared and ready to deal with any situation that arises. Provision should also be made for dealing with bad weather as rain and wind will always spread litter and make a bad situation worse.

Information was not provided on how to let local authorities know about litter emergencies: there should be a telephone number or a contact name made available to the public for reporting litter emergencies e.g. illegal dumping. Likewise, most Plans did not provide information on the systems which have been put in place for non-standard working hours (e.g. weekends). The majority of litter louts seem to be particularly active late on Friday and Saturday night, therefore it is important that a system is put in place to deter these people from freely littering the streets. Finally, there was no evidence that emergency response procedures are tested and reviewed periodically. It is important that such procedures be tested to ensure that they are operating adequately.

5. RECOMMENDATIONS & CHECKLIST

In order to provide detailed specific information on the preparation of future Litter Management Plans, a number of recommendations have been made as to the elements which should be included in those Plans. These recommendations fall into three main categories, namely:

1. **Statutory** – these elements relate to the requirements of the Litter Pollution Act, 1997 as reflected in Part A of the Assessment Protocol. Local authorities should consider these recommendations when reviewing or preparing Litter Management Plans; and
2. **Best Practice** – these items are not statutory in nature, rather they incorporate Irish and international best practice as regards items which should be included in documents aimed at informing the public. They arise from Part B of the Assessment Protocol; and
3. **Communication Aspects** of the Plans – e.g. terminology and presentation.

5.1 Recommendations Relating to Statutory Requirements

When preparing a Litter Management Plan, it is important to satisfy the requirements of the relevant sections of the Litter Pollution Act, 1997, and specifically the items listed below. It should be noted that these recommendations are not a legal interpretation of the Litter Pollution Act, 1997, nor should they be viewed as guidelines from the Minister of the Environment and Local Government under Section 29 of the Act:

1. It is vital to include all information relating to litter abatement efforts in the Litter Management Plan. If the information is not there one can only assume that the work has not been done and, therefore, no credit can be given.
2. It is important to set frameworks for reviewing objectives and targets to determine whether the planning and implementation stage was a success.
3. Plans should recognise the role of the local authorities themselves in preventing litter arising from their own activities. Where problems related to the authorities' activities exist, they should be clearly identified and possible solutions discussed.
4. Once the general problems/ specific problem areas being experienced have been identified, it is important to attempt to quantify the problem and identify the causes.
5. All major blackspots must be identified (i.e. the actual locations of specific blackspots) and provision made for dealing with them.
6. It is important to date Plans so that the reader knows how up-to-date the information provided is.
7. Plans should clearly state the responsibilities of the public, businesses and the local authorities with respect to litter management.
8. Plans should identify the costs accrued by the local authorities during their litter abatement efforts. Highlighting the costs of cleansing may encourage people to be more careful with what they do with their litter.
9. The number and nature of submissions received should be included to give the reader an indication of the level of local interest and participation which has been generated with regards to litter abatement.
10. Summaries of Litter Management Plans should be disseminated to all households and businesses to let them know of their responsibilities under the Litter Pollution Act, 1997 and to make them aware of the ongoing struggle to combat litter.
11. An assessment of current litter prevention, control and enforcement programmes and performance indicators should be provided in Plans to let people know that fines are increasing and to make people aware of the consequences of their

actions. Information on the levels of public consultation and co-operation undertaken in the preceding period (and planned for the future) should also be incorporated.

12. Authorities should show that they intend to lead by example. The cleaning rotas for their own buildings (including depots) should be indicated, as well as a commitment to ensuring that contractors do not litter during/ after major construction jobs and public projects.
13. Plans should clearly acknowledge the involvement of non-local authority personnel who have a vital role to play in litter management.
14. Local Development Plans and any plans for special amenity areas should be assessed when preparing a Litter Management Plan to ascertain whether any special litter abatement and control measures should be implemented with respect to these important areas. Those measures should then be clearly stated in the Plan. If no such measures are required, the Plan should state this – e.g. what provision has been made to clear litter from sensitive wildlife habitats?
15. The resources required to implement the measures identified in a given Plan should be highlighted, as well as an indication of how the authority intends to fund those measures.
16. It is important to prioritise litter problems, i.e. deal with the biggest problem areas first.
17. Measures to alleviate litter should be as tangible, realistic and measurable as possible.
18. Incentives should be identified for stakeholders to encourage them to get involved in litter prevention and control efforts.
19. There should be a system in place for accepting, recording and responding to complaints.
20. The quantities of public cleansing waste and litter being collected on a regular basis should be documented.
21. Measures should be described as to how the authority intends to keep all land in its direct control (and to which the public have access) litter-free as far as is practicable. In addition, measures aimed at ensuring that householders keep their properties litter-free should be included. In this regard, it is particularly important that measures aimed at landlords should be clearly identified. For example, who is responsible – the landlord or the tenant? The Plan should describe the authority's policy as regards fining landlords/ tenants.
22. Specific proposals to tackle poor presentation of refuse for collection should be included in Plans.
23. Include specific, practical and easy-to-implement actions which every member of the public can complete in order to actively contribute to a litter-free environment – e.g. better refuse presentation and regularly cleaning their own properties and the paths in front of their homes.
24. Plans should include information on any innovative or unusual solutions which the authority has identified for recognised local problems. In particular, the Plan should describe changes which the public will see implemented over the coming months (e.g. new types of litter bins, or trials of litter bins which can accommodate for cigarette-ends). This will focus the public's attention on the changes and highlight the efforts of the authority.
25. It is important that the Plans aim to elicit commitment to the changes which might be planned or trialed by the authority. For example, some sections of public roads are acknowledged litter blackspots. The whole road or sections thereof might be closed to traffic for short periods to facilitate a quick cleansing sweep using special squads of cleansing operatives. Although this practice might seem difficult to implement, experience in the US has proven it to be effective once local residents and other road users become accustomed to the practice.

Another common problem is the inability to access road gullies due to parked cars. Many local authorities are currently assessing possible solutions to the problem of litter accumulations in road gullies. It is now recognised that the sweeping brushes generally used are too wide and cumbersome to be useful in the context of road gullies. Litter pickers are also of only limited usefulness as much of the litter in gullies has been broken down over time, and by the elements, to smaller fragments.

Alternatives being assessed include the use of special gully-vacuuming equipment (e.g. mounted onto a wheeled-bin), smaller sweeping brushes (e.g. bristle brooms which will remove small litter items from between cracks in paving stones) and the use of temporary parking bans which keep one side or the other of a roadway clear of parked cars for a day or two to allow for gully cleaning.

5.2 Best Practice Recommendations

The following recommendations are not statutory but reflect best practice in terms of effective public communication and internal management systems:

1. Information on the number of Litter Wardens and cleansing staff should be included.
2. It is important to include information on the roles of key personnel, and on cleansing rotas and arrangements.
3. The designated information officer should be identified.
4. There should be a system in place for identifying when major public events are taking place and how to control the litter in those situations.
5. There should be a system in place for involving the Gardai in the local authorities' anti-litter activities.
6. Advice sheets should be sent to householders regarding the correct presentation of refuse.
7. Surveys should be carried out on public opinion and awareness, if practicable.
8. Equipment and machinery resources including the number/ size/ capacity of bins should be provided, if possible.
9. Pilot schemes should be described, where appropriate, with respect to litter prevention and control.
10. The local authorities should identify emergency situations which they may have to deal with.
11. Provision should be made for extreme weather conditions and non-standard working hours.
12. The Plan should request comments and ideas from the public.

5.3 Recommendations Relating to the Communication Aspects of Litter Management Plans

In conclusion, arising from the Litter Management Plans assessed by the Litter Monitoring Body a number of factors have been identified as contributing to the preparation of an effective Plan which facilitates communication with the public. Some of the items included below might seem self-evident, nonetheless the assessment showed that some Plans did not score as high as others

because of a failure to communicate clearly. Some suggestions for improved communication are summarised below:

- ◆ Plans should be specific, targeted and time-referenced.
- ◆ They should aim to communicate with, and elicit commitment from, the target audience, rather than just presenting statistics and other factual information.
- ◆ Use conversational or informal language, thereby facilitating clear communication. For example, saying: ‘We are committed to reducing litter in our environment’ rather than ‘The Corporation is committed to reducing litter in its functional area’. It is important, in particular, to avoid jargon and unnecessary technical terminology.
- ◆ Be succinct, and include clear, unambiguous messages.
- ◆ Engender a sense of shared responsibility¹.
- ◆ Be as locally-specific as possible, as the public tends to be more concerned about their immediate neighborhood than the broader authority area. Readers are thus more likely to get involved if their own particular locality is discussed.
- ◆ Openly discuss the barriers facing the local authority with respect to the fulfillment of their roles and responsibilities. It is also important to identify where the authorities’ responsibilities begin and end.
- ◆ Use graphics or photographs to highlight the messages contained within the Plan – e.g. showing litter blackspots, or streets before and after cleansing.
- ◆ Identify a range of performance indicators such as number of Litter Wardens, cleansing costs, or volumes of litter collected. These indicators can be updated in subsequent Plans to identify progress.

¹ International experience indicates that the public (or other target audience) is more likely to commit to the actions included in a planning document if the author (authority, organisation or government) openly acknowledges its own role and responsibilities – including mistakes, problems and achievements in the past.

LITTER MANAGEMENT PLAN ASSESSMENT

PART TWO – INDIVIDUAL RESULTS

APPENDICES

**APPENDIX ONE – SECTIONS OF THE LITTER POLLUTION ACT, 1997
WHICH RELATE TO LITTER MANAGEMENT PLANNING**

[1997.] *Litter Pollution Act, 1997.* [No. 12.]

(6) A local authority may, upon such terms and conditions as may be agreed upon by it and the person concerned, in the case of any litter in respect of which this section applies— Pr.III S.9

- (a) by its employees or agents remove the litter or, as may be appropriate, take other steps in relation to it, and
- (b) for those purposes, by its employees or agents, enter into the place or on the land concerned.

(7) Any person who contravenes *subsection (4)* or obstructs or impedes a local authority or its employees or agents acting in the exercise of the functions conferred on a local authority by this section shall be guilty of an offence.

10.—(1) Where, on the date of the coming into operation of this section, no litter management plan within the meaning of *section 11* has been made and implemented in respect of the functional area of a local authority, the local authority shall, within 6 months after this section comes into operation— Litter management plan required.

- (a) make and implement a litter management plan in respect of its functional area, or
- (b) make and implement jointly with one or more other local authorities, a litter management plan a part of which relates to the functional area of each of the local authorities.

(2) A local authority shall review its litter management plan at least once in each period of 3 years after the plan is first implemented and, if the local authority deems it necessary after the review, shall amend or replace the plan.

(3) A local authority shall, not later than the thirty-first day of March, 1998, and that date in each year thereafter, prepare a report for consideration by the council or corporation, as the case may be, on the operation of this Act in the functional area of the local authority indicating the measures taken by the local authority in the previous calendar year in relation to the prevention and control of litter.

(4) Without prejudice to the generality of *subsection (3)*, a report under that subsection shall assess—

- (a) all litter prevention and control programmes undertaken,
- (b) the extent of enforcement action taken under this Act,
- (c) the extent to which measures were taken to promote public awareness, including educational and information measures, and
- (d) the co-operation and assistance given by persons other than the local authority for the purposes of preventing and controlling litter.

11.—(1) A litter management plan shall—

- (a) specify such objectives as the local authority deems are appropriate to prevent and control litter in its functional area,

Requirements of litter management plan.

- [No. 12.] *Litter Pollution Act, 1997.* [1997.]
- Pr.III S.11
- (b) specify the measures to encourage public awareness with a view to eliminating litter pollution, including educational and information measures directed at young persons,
 - (c) specify the measures or arrangements that are to be undertaken by the local authority in order to attain the objectives of the plan, and
 - (d) include information on, or be formulated having regard to—
 - (i) an appraisal of all existing litter prevention and control programmes being operated by the local authority,
 - (ii) the policies and objectives of the local authority in relation to the prevention and control of litter,
 - (iii) the measures which, in so far as the local authority can determine, will or may be taken during the relevant period by persons other than the local authority for the purposes of preventing and controlling litter,
 - (iv) the facilities at which waste may be deposited by members of the public for recovery or disposal within the meaning of the Waste Management Act, 1996,
 - (v) the steps to be taken by the local authority to enforce the provisions of this Act in its functional area, and
 - (vi) any incidental and ancillary matters.
- (2) A litter management plan may specify objectives to be attained in litter prevention and cleanliness for designated areas within its functional area and different objectives may be specified for different areas or classes of area.
- (3) In making or reviewing a litter management plan, the local authority shall have regard to the proper planning and development of its functional area and shall, for that purpose, have regard to the provisions of the development plan and any special amenity area order made under the Local Government (Planning and Development) Act, 1963, for the time being in force in relation to the area and the provisions of any waste management plan made under the Waste Management Act, 1996.
- (4) Where objectives referred to in *subsection (2)* are specified in a litter management plan, the local authority shall take such steps as it deems appropriate and necessary to attain the objectives.

Procedure for making, amending or replacing litter management plan.

- 12.—(1) Where a local authority proposes to make, amend or replace its litter management plan under *section 10*, it shall—
- (a) publish in one or more newspapers circulating in its functional area a notice of the proposal and arrange for the broadcasting of an announcement in respect of the proposal at least once on 3 successive days on one or more local radio stations broadcasting in that area, and
 - (b) consult with such voluntary and representative bodies as the local authority deems appropriate concerning the steps

[1997.] *Litter Pollution Act, 1997.* [No. 12.]

which the local authority and the bodies that agree to participate in the consultations are to take in connection with the plan. Pr.III S.12

(2) A notice of proposal under *subsection (1)(a)* shall indicate—

- (a) whether the proposal is to make, amend or replace a litter management plan,
- (b) that a copy of a summary of the proposed plan, amendment or replacement plan, as the case may be, may be obtained from the local authority free of charge, and
- (c) that written submissions made to the local authority in relation to the proposed plan, amendment or replacement plan will be taken into consideration by the local authority before the plan is made, amended or implemented.

(3) A local authority, in its absolute discretion, may permit any person who has made submissions referred to in *subsection (2)(c)* to make oral presentation on the submissions to, or to discuss specific proposals with, the local authority.

(4) After considering the submissions referred to in *subsection (2)(c)* and any discussions referred to in *subsection (3)*, the local authority may, as the case requires, make and implement the litter management plan, make and implement such amendment to the plan or implement such replacement plan as the local authority deems appropriate in the circumstances.

(5) As soon as possible after the making, amendment to or replacement of a litter management plan under this section, the local authority concerned shall publish and distribute the plan, amended plan or replacement plan, or a suitable outline thereof, as widely as possible in its functional area to such extent as will, in its opinion, give adequate publicity to the plan.

(6) An outline referred to in *subsection (5)* shall indicate—

- (a) the extent and purpose of the plan,
- (b) the methods by which the plan is proposed to be implemented, and
- (c) the place where copies of the plan may be obtained.

13.—(1) The making, review, amendment or replacement of a litter management plan under *section 10* or *12* shall be a reserved function. Duties are a reserved function of local authority.

(2) For the purposes of *subsection (1)*, “reserved function” means—

- (a) in relation to the council of a county or an elective body, a reserved function for the purposes of the County Management Acts, 1940 to 1994,
- (b) in relation to the corporation of a county borough, a reserved function for the purposes of the Acts relating to the management of the county borough.

APPENDIX TWO – OVERVIEW OF NATIONAL LITTER MANAGEMENT PLANNING STATUS

A) PLANS RECEIVED AND ASSESSED (74)

1. Arklow Urban District Council
2. Athlone UDC
3. Athy Urban District Council
4. Ballina Urban District Council
5. Ballinasloe Urban District Council
6. Bray Urban District Council

7. Bundoran Urban District Council
8. Carlow County Council
9. Carlow Urban District Council
10. Carrickmacross Urban District Council
11. Carrick-on-Suir Urban District Council
12. Cashel Urban District Council
13. Cavan County Council
14. Cavan Urban District Council
15. Clare County Council
16. Clonakilty Urban District Council
17. Clonmel Corporation
18. Cobh Urban District Council
19. Cork Corporation
20. Cork County Council
21. Donegal County Council
22. Dublin Corporation
23. Dungarvan Urban District Council
24. Dun Laoghaire Rathdown County Council
25. Ennis Urban District Council
26. Enniscorthy Urban District Council
27. Fingal County Council
28. Fermoy Urban District Council
29. Galway Corporation
30. Galway County Council
31. Kerry County Council
32. Kildare County Council
33. Killarney Urban District Council
34. Kilkenny Local Authorities – Kilkenny Corporation and Kilkenny County Council¹
35. Kilrush Urban District Council
36. Kinsale Urban District Council
37. Laois County Council
38. Leitrim County Council
39. Limerick Corporation
40. Limerick County Council
41. Listowel Urban District Council
42. Longford County Council
43. Longford Urban District Council
44. Louth Local Authorities – Drogheda Corporation, Dundalk Urban District Council and Louth County Council¹
45. Macroom Urban District Council

¹ Joint Litter Management Plan Prepared

46. Mallow Urban District Council
47. Mayo County Council
48. Meath County Council
49. Middleton Urban District Council
50. Naas Urban District Council
51. Navan Urban District Council
52. Nenagh Urban District Council
53. New Ross Urban District Council
54. Offaly County Council
55. Roscommon County Council
56. Skibbereen Urban District Council
57. Sligo Local Authorities – Sligo County Council and Sligo Corporation¹
58. South Dublin County Council
59. Templemore Urban District Council
60. Thurles Urban District Council
61. Tipperary North Riding County Council
62. Tipperary South Riding County Council
63. Tipperary Urban District Council
64. Tralee Urban District Council
65. Trim Urban District Council
66. Waterford Corporation
67. Waterford County Council
68. Westmeath County Council
68. Westport Urban District Council
68. Wexford Corporation
71. Wexford County Council
72. Wicklow County Council
73. Wicklow Urban District Council
74. Youghal Urban District Council

B) PLANS PREPARED BUT NOT RECEIVED BY LITTER MONITORING BODY (3)

75. Birr Urban District Council
76. Kells Urban District Council
77. Letterkenny Urban District Council

C) PLANS NOT YET BEEN PREPARED (7)

78. Buncrana Urban District Council
79. Castlebar Urban District Council
80. Castleblayney Urban District Council
81. Clones Urban District Council
82. Monaghan County Council
83. Monaghan Urban District Council
84. Tullamore Urban District Council

¹ Joint Litter Management Plan Prepared

APPENDIX THREE – LITTER MANAGEMENT PLAN ASSESSMENT PROTOCOL

PART A – LITTER POLLUTION ACT, 1997 REQUIREMENTS

Section One: Policy and Commitment

1. Is there a clear recognition of the existence and extent of the local litter problem?
2. Are overall improvement goals set?
3. Does the Litter Management Plan recognise the role of the local authority in preventing litter arising from its own activities?
4. Is there a commitment to continual improvement and the prevention of litter pollution?
5. Does the Litter Management Plan include a framework for setting and reviewing objectives and targets?

Section Two: Planning

6. Is an understanding of the general litter problems being experienced evident (e.g. flytipping, graffiti, cigarette butts, household refuse in litter bins)?
7. Have any attempts been made to quantify the litter problem?
8. Have specific problem areas been identified (e.g. littering by school children, from mobile fast-food outlets or from sweet shops)?
9. Have the causes of the litter problems being experienced been postulated or identified?
10. Have the locations of major litter blackspots been specifically identified?
11. Has the potential for litter pollution arising as a result of local authority activities been cited (e.g. landfill-related litter, refuse collection-related litter, inadequate litter bin provision or litter bin emptying frequencies)?
12. Is the information provided up-to-date?
13. Is the significance of the environmental and other impacts of litter pollution identified and evaluated?

Section Three: Legislative Requirements

14. Does the Litter Management Plan highlight the responsibilities of the public with respect to litter prevention?
15. Does the Plan identify the specific responsibilities of businesses?
16. Does the Plan identify the responsibilities of the local authority itself?
17. Does the Plan identify the costs of the local authority's current litter abatement efforts, as well as the revenues arising from litter fines?
18. Is the number and nature of public submissions received mentioned, and are those submissions attached or summarised?
19. Are measures to prepare and disseminate an outline/ summary of the Plan to all households and businesses mentioned?

20. Has a review date for the Plan been identified (and has it been adhered to)?
21. Is an assessment of current litter prevention, control and enforcement (e.g. number of on-the-spot fines, proceedings issued, convictions and notices served under Sections 9, 15, 16, 17 and 20) provided – including their objectives, success rates and implementation costs?
22. Is the co-operation and assistance of non-local authority persons mentioned and described?
23. Does the Plan identify measures likely to be taken over the period of the Litter Management Plan by persons other than the local authority?
24. Is there evidence of liaison with other local authorities with respect to the identification of Best Practice?
25. Are waste disposal and recovery facilities located in the local authority's administrative area identified, along with their location and hours of operation?
26. Is there evidence of consideration of relevant Local Development Plan(s) and any special amenity area orders in the preparation of the Litter Management Plan?
27. If the Plan has been prepared by more than one local authority, does it adequately reflect the needs of all of the authorities involved?
28. Is the Litter Management Plan linked to the local authority's Waste Management Plan?

Section Four: Objectives and Targets

29. Have objectives been set with respect to the prevention and control of litter?
30. Are the stated objectives appropriate to the scale of the problem, as identified within the Litter Management Plan itself?
31. Do the stated objectives reflect a commitment to improvement and to litter prevention?
32. Are the stated objectives specific, tangible, measurable and realistic?
33. Are specific objectives identified with respect to public awareness, co-operation/partnerships with stakeholders and education?
34. Are specific objectives identified with respect to the improvement of the local authority's own performance as regards litter prevention and control?
35. Are specific objectives identified with respect to the need to focus on young people?
36. Have different objectives been identified with respect to different problem areas (e.g. fly-tipping), and how appropriate are these objectives, as regards the extent of the litter problem identified in the Litter Management Plan itself?

Section Five: Management Programme and Measures

37. Does the Litter Management Plan identify the resources required to implement the measures identified in the Plan?
38. Are measures to encourage public awareness described?
39. Are measures to satisfy the specific objectives of the Litter Management Plan identified?
40. Are measures to prevent litter pollution described?
41. Are measures to improve the local authority's own performance described?
42. Are education (and especially youth education) measures described?
43. Are enforcement measures identified (particularly with respect to the provisions of the Litter Pollution Act, 1997)?
44. Have measures related to sensitive or protected habitats and wildlife been identified?

45. How appropriate are the measures to the scale of the problem identified in the Litter Management Plan?
46. Do the stated measures reflect an appropriate prioritisation – i.e. the biggest problem areas being tackled first?
47. Are the measures realistic, tangible and measurable?
48. Is information on litter-related costs included (i.e. costs of street cleansing, litter bin emptying, awareness measures, educational efforts and enforcement costs)?
49. Is information on how the local authority intends to fund the different measures identified in the Plan?
50. Does the local authority have plans to secure funding for their different measures and activities (e.g. business sponsorship)?
51. Is a clear timeframe for implementation of the different measures provided, and does it appear appropriate?
52. Are performance indicators identified (e.g. number of schools visited, number of Litter Wardens and number of complaints responded to)?
52. Does the Litter Management Plan identify award schemes and other incentives to encourage stakeholders to get involved in litter prevention and control efforts?
53. Does the Plan state that there is a system in place for accepting, recording and responding to complaints received from the public (e.g. a hotline)?
54. Does the Litter Management Plan request comments and ideas from the public?
55. Does the Plan include details of any litter surveys completed to-date and their results?
57. Does the Litter Management Plan describe the quantities of public cleansing waste and litter being collected on a regular basis?

PART B – BEST PRACTICE

Section Six: Structure and Responsibilities

1. Is information on the number of Litter Wardens employed by the local authority included?
2. Is information on the number of street cleansing, litter prevention/ public awareness/ education personnel employed by the local authority cited in the Plan?
3. Do these resources seem sufficient for the implementation of the measures identified?
4. Are the roles of key personnel identified clearly?
5. Is information on cleansing rotas available?
6. Is there evidence of a system being in place for the dissemination of litter-related information to all levels of personnel within the local authority?

Section Seven: Training and Awareness

7. Has the Litter Management Plan (or an outline) been disseminated to all local authority personnel?
8. Does the Plan describe what local authority personnel (if any) have been trained as Litter Wardens?
9. Is there evidence that training related to dealing with the public has been given to Litter Wardens?
10. Does the Plan identify a public liaison/ information officer?

Section Eight: Communication & Documentation

11. Is there a system in place for identifying when major public events will be taking place in the local authority's administrative area?
12. Does the Plan describe systems for involving the Gardai in the issuing of litter fines?
13. Does the Plan describe a regular environmental, waste-related newsletter or other publication which can be used to disseminate information related to litter?
14. Is there evidence that the local authority has issued an advice sheet to all householders regarding the correct procedures for the presentation of refuse?
15. Is there evidence that the local authority has developed and disseminated any other advice sheets (e.g. to skip-hire contractors and fast-food outlets)?
16. Has the local authority conducted surveys of public opinion and awareness in the past, and are the results of such surveys discussed in the Plan?
17. Does the Plan imply that surveys of public opinion and awareness are planned for the future?
18. Does the Plan describe a system for giving talks on waste and litter-related issues to schools and representative bodies?
19. Is information on the number of complaints received cited, as well as the manner in which those complaints were dealt with?
20. Is information on the equipment and machinery resources of the local authority with respect to litter control and abatement provided (e.g. number of suction sweepers and number, size and capacity of litter bins)?
21. Is there evidence that pilot schemes have been undertaken, or are planned, by the local authority with respect to litter prevention and control?

Section Nine: Emergency Preparedness and Response

22. Does the Plan identify the types of emergency situations that the local authority has had (or might have to) deal with?
23. Is provision made for extreme weather conditions?
24. Is provision made for major open-air events (such as street festivals and St Patrick's Day)?
25. Is provision made for major public events (such as All-Ireland sporting event finals and major concerts)?
26. Is provision made for dealing with litter blackspots?
27. Is information provided on the systems which have been put in place for non-standard working hours (e.g. weekends)?
28. Is information provided on how to let the local authority know about litter emergencies?
29. Does the Plan identify the response times which the local authority believes (or knows from experience) to be achievable?
30. Is there evidence that emergency response procedures are tested and reviewed periodically?