# LITTER PREVENTION KIT

## Preventing and managing illegal dumping at charity stores

2014









#### Each of the following alliance members help to reduce litter:































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## Introduction

This litter prevention kit helps charities work in partnership with councils to tackle illegal dumping at charity stores. It gives a snapshot of how and why people illegally dump at charity stores and it provides information, tools and templates to enable council officers and charity stores to put together measureable, evidence-based actions to prevent and manage this problem.

The Victorian Litter Action Alliance (VLAA) and its partners developed the *Litter Prevention Kit – Preventing and managing illegal dumping at charity stores* to set a standard response for both charitable recycling organisations and councils to work in partnership to prevent this form of littering.

The content is based on research undertaken by Behaviour Works Australia on behalf of the Environment Protection Authority Victoria (EPA Vic), Sustainability Victoria (SV), VLAA and the National Association of Charitable Recycling Organisations (NACRO). VLAA consulted over 40 individuals from charitable recycling organisations and local and state government when developing this toolkit.















#### The problem of illegal dumping at charity stores

Charity stores accept donated clothing, furniture, household and workplace goods from the community and sell these to support disadvantaged families and individuals and to fund a variety of community welfare programs. The sector relies on good quality donations to provide income to supplement cash donations.

Around one-third of donated materials are unsuitable for sale in charity stores and must be disposed of by stores. According to NACRO, waste disposal cost the sector \$4 million in 2008-09, equivalent to four per cent of its annual turnover.

Many of these unsuitable donations have been illegally dumped at stores. This includes good materials that are donated incorrectly e.g. donations left out in the open when the store is closed and donations left around the outside of charity bins. Weather exposure and scavenging frequently render these donations unsuitable for sale. Donators may also leave goods that they genuinely believe to be suitable for resale but that stores do not accept.

At the other end of the spectrum the problem includes dumping of goods that are clearly unsuitable for reuse e.g soiled mattresses and even general household waste.

Illegal dumping takes money and volunteer hours away from supporting other social welfare programs and affects volunteer morale. It is unsightly and often spreads onto public land, sometimes blocking access around charity stores and adjacent businesses.

Watch the video below to gain a greater understanding of the act of illegal dumping at charity stores.

#### **TIP: Rummaging**

Rummaging can sometimes be more of a problem than the dumping. Rummagers open bags and boxes left in front of charity stores, remove donated items and leave unwanted items strewn across the area, rendering them unfit for sale. In some areas, council laws prohibit rummaging and scavenging of materials left on public land and footpaths.



www.youtube.com/watch?v=yaE2ErtxEj8

### Attitudes and perceptions towards donating and dumping

Charity stores are known receivers of used goods and often provide a designated drop-off area. This makes them an easy target for illegal dumping, whether intentional or not. This is compounded by the perception that stores are set up to deal with all manner of used goods. Perhaps the process of receiving goods and then passing them on to others in need are not fully understood by donators e.g. sorting, cleaning, refurbishing, transport in some cases, and waste management.

There are a range of triggers behind the decision to visit a charity store to donate or dump. These include moving house, spring cleaning, replacement of household goods, moving house, not enough room e.g. apartment dwellers, holiday seasons or long weekends.

Behind these triggers are motivations that can be well or ill-intended. Figure 1 shows the spectrum of donating behaviour and associated motivations behind people dumping goods at charity stores. Knowing what types of donator/dumper are present will help when developing education actions.

#### The role of local government

Research shows that partnerships with local councils are a key element in preventing illegal dumping at charity stores (Figure 2). Councils enable broader community engagement and can potentially provide advice, funding support and enforcement action.

Like all businesses, charity stores are responsible for waste management on their property. Councils are not obliged to help resolve their illegal dumping issues.

However dumping at charity stores can spread onto public land or be part of a wider illegal dumping problem so tackling the problem in partnership with charitable recyclers can improve community behaviour at stores and elsewhere in the community. Council officers can also offer expertise and regulatory powers beyond those of charity store managers, helping stores to achieve better results.

Beyond that, each store is a local business run by community volunteers. As such, it is a valuable part of its council's constituency. Stores may struggle to maintain volunteer morale and enthusiasm when faced with large scale dumping by the community they serve.



Figure 2: Signage that demonstrates a council and charity partnership

#### Donating + Illegal Dumping 'They'll deal with it' **Deliberate** Super **Donator Donator** Dumper Knows what is and Believes what they leave Donates when Often resentful of having is not accepted is sorted in the morning convenient to them to pay for waste disposal of household items Would not leave Mostly know what May leave broken/ anything outside of is accepted damaged goods Deliberate and store open hours opportunistic. May donate out An indiscriminate dumper A community role model. of store hours of unwanted items. Well-intentioned.

Figure 1: The donating to dumping spectrum

#### Who this litter prevention kit is for

This litter prevention kit is for charity stores and councils facing illegal dumping issues at charity stores. It provides tools, information and advice to help both groups work in partnership to manage and reduce dumping.

#### How to use this litter prevention kit

This litter prevention kit introduces a project model to help charity stores and council officers choose the best approach to managing illegal dumping at charity stores.

VLAA advocates planning litter prevention actions and interventions using this project model around the best practice litter prevention program elements outlined in Figure 3.

#### The project model

The project model VLAA propose is based on four steps:

- 1. Assess the dumping: Gather information and data about the dumping to understand the extent of the problem and how it can best be managed.
- 2. Contact the council: Approach the local council to see if they can offer assistance.
- 3. Plan and implement actions: Create a plan of action with your litter taskforce to describe how and when actions and interventions will be put in place or trialled and evaluated. Include responsibilities, budgets, timelines, milestones, targets and measurements.
- 4. Evaluate: Enact the evaluation plan to ensure the project is progressing. Make adjustments along the way as needed.

In the next section each of these steps are broken down into key activities interspersed with case studies from charity stores and councils along with relevant tools and templates for support.

This litter prevention kit concludes with further information followed by an appendix with a request for quotation template for charitable recyclers looking to set up a new waste management contract.

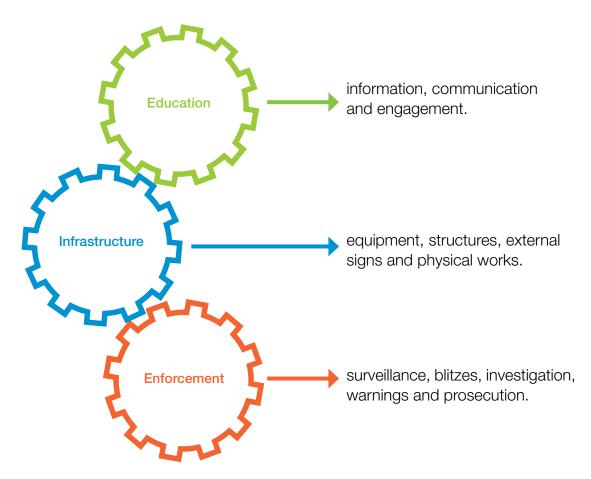


Figure 3: Best practice litter prevention program elements - charity store adaptation

## 1. Assess the dumping

The first step is for charity stores to gain a deeper understanding of their dumping problem. Gathering information and data about the dumping helps formulate solutions and indicates whether a store can take independent steps to minimise the problem or whether further assistance is needed. The data also provides a baseline to evaluate the success of actions.

There are three main elements to assessing dumping. The checklist below can be used to track progress.

#### Checklist 1: Assess the dumping

Activity	Details	Complete
Site assessment	Assess the physical setup at the store to see if changes to infrastructure can discourage dumping.	
Dumping assessment	Assess where and when dumping generally occurs at the store and whether there are any trends or patterns.	
Keep a litter logbook	Record dumping incidents to quantify the what, when, how and why.	

#### TIP: Using the VLAA Local litter Measurement Toolkit

VLAA has created the Local Litter Measurement Toolkit (LLMT) for use by local government and land managers to collect and analyse litter and illegal dumping data (Figure 4). The LLMT is designed to support a consistent approach to litter / illegal dumping measurement, and consists of a number of fit-for-purpose tools.

One of these tools which charitable recyclers may wish to use is the Litter Hotshots Rating Tool. The Litter Hotshots Rating Tool is a visual litter assessment tool that helps standardise the extent of illegal dumping incidents by using five photographs and a short description to rate litter / illegal dumping on a scale of 1 to 5.

Template 2 on the following page has a charity store adapted version of the Litter Hotshots Rating Tool.

The LLMT can be downloaded from the VLAA website at www.litter.vic.gov.au.

#### Site assessment

Complete a site assessment (Template 1) to get an understanding of the site and current infrastructure. A store can have multiple dumping sites, each of which may require a different mix of interventions.

#### **Dumping assessment**

Complete a dumping assessment (Template 2) to get an overview of the dumping problem including any trends or patterns. Maintaining a litter logbook over time will provide a more accurate and detailed assessment of dumping (see page 11 for more information).

Templates 1 and 2 can be downloaded at www.litter.vic.gov.au



Figure 4: The VLAA Local Litter Measurement Toolkit

#### Template 1: Site assessment

Site assessment					
Where does most dumping take place at the s	tore? (Tick all th	at apply)			
At the front of the store		At the side(s) of	the store		
At the rear of the store		Other			
What infrastructure is in place at these location	ns?				
	Donation bins	Fencing	Lighting	Signage	CCTV
Front of store					
Rear of store					
Side(s) of store					
Other					
How do dumpers access the site?					
Public walkways: Are there public walkways that around the site?					
Vehicle access and parking: Is it to access dumping sites using a motor vehicle?					
Visibility: Are problem dumping areas in public view? Are they well lit? Does CCTV cover the areas?					
Bins: Are there bins located nearby? How many? Are they clearly signed? Are they encouraging people to donate goods correctly?					

#### **TIP: Motivations**

Understanding the motivations behind dumping can help stores work out the best way to intervene and the most suitable communication methods and messages. Analysing the types of materials being dumped is one way to understand why people are dumping goods.

#### Template 2: Dumping assessment

Dumping assessment								
What days does most dun	nping occu	r? (Tick all t	hat apply)					
Weekdays (Mon to Fri)				Public holida	ys			
Weekends (Fri evening to Su	un)			School holida	ays			
Other								
What times does most du	mping occı	ır? (Tick all	that apply)					
		Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Early morning (6am to 9am)								
Late morning (9am to 12pm	)							
Afternoon (12pm to 5pm)								
Evening (5pm to 10pm)								
Night (10pm to 6am)								
Litter Hotshots Rating Too	I for Charit	y Stores						
	Non No illegal o	lumping	Small amount Only 1-2 items of bags of clothing material	or amount g/ material – woo	derate of items, or clothing uld fill a	Significant amount of iter material or clot – would fill aro 3 wheelbarro	ms, amo hing mater und – wor	v significant unt of items, ial or clothing uld fill a trailer ad or more
Front of store								
Rear of store								
Side(s) of store								
Other								
Dumping or donating?								
Using the donating to dump	ing spectru	m mark on th	ne scale below	what kind of	donators you	u believe you h	ave.	
Donating (	Super Donator	Well-inter Dona		hey'll deal n it' Donator	Delibera Dumpe		egal Du	ımping

#### Keep a litter logbook

Keeping regular records quantifies the problem including the where, what and when of dumping at the store. What are people leaving behind? Does it look like deliberate rubbish dumping or well-intentioned donating of unsuitable items?

Good record keeping also helps build a case when seeking council support.

A litter logbook is used to record:

- How incidents were found
- Volume of materials collected
- Common litter or illegally dumped items
- Action taken
- Litter hotshots rating
- Source of litter or illegal dumping, and
- Clean up costs.

Charity stores can create their own litter logbook or download the LLMT Litter Logbook Form at www.litter.vic.gov.au.

#### TIP: Waste management at the store

Tracking the quantities and costs of waste removal provides additional data to indicate increases or decreases in illegal dumping.

Collection contractors will be able to provide a monthly report on collection costs, quantities of materials collected from each store, and associated greenhouse gas emissions from waste collection and disposal activities.

This litter prevention kit comes with a template -Waste Sxervices Request for Quotation for Charity Stores. Stores can adapt and use this template if they need to contract a waste removal company or if existing arrangements require review (see Appendix 1 on page 27).

## 2. Contact the council

A partnership approach between charity stores and their local council has been found to be highly effective in reducing illegal dumping. This section identifies different council officer roles which may be relevant, and how to build your case for assistance.

It is important to complete the site assessment and collect dumping records before approaching the council. Requests for government assistance work best when based on facts and figures.

Councils also respond favourably to proposals with defined actions. With this in mind, charity stores may want to review the next section (3. Plan and implement actions) to assess which actions may be most suited to their store before approaching the council.

The checklist below can be used to track progress.

#### Checklist 2: Contact the council

Activity	Details	Complete
Make contact	Work out who is the best contact in the council based on actions planned for the store.	
Making the case	Be ready to present the case for assistance to the council based on facts and figures	

#### Making contact with the council

There are a number of council officer roles that may be involved in preventing and managing litter and illegal dumping. Table 1 lists the most common roles in order of priority of contact. Job titles may vary between councils.

Council officers sometimes work in different business units making it challenging to work out how to contact the right person directly. Calling the council's general enquiry line will get you to the right person.

Send an email, introductory letter or make a phone call to the council officer and arrange to meet at the store premises if possible. Figure 5 shows an example of an introductory letter which can be copied and placed on the charities own letterhead.

#### Case Study: What a partnership can do

Preston Vinnies experienced significant dumping along its footpath frontage that also housed three donation bins. The store had recently taken steps to reduce dumping at the rear with CCTV cameras and signage. While these measures were successful, it led to increased dumping at the front of the store.

Materials left around the bins were coming in all forms, from small items to furniture and white goods. Of all the Vinnies stores in the region, Preston was experiencing the worst of it requiring a contractor with a truck every Monday morning for clean-up and landfill run.

With dumping happening on public land, Darebin City Council took a keen interest in the site and worked closely with Vinnies management to improve the situation.

The council financed and installed additional CCTV cameras and began downloading footage every week to actively identify and prosecute offenders.

Over time, dumping decreased, partly due to the council's continual active enforcement. Darebin City Council started fining people for illegal dumping early in 2011, gradually bringing dumping levels down.

However, significant dumping continued at the front of the store, largely due to the presence of donation bins. As an interim solution, Vinnies installed shade cloth to hide the bins after hours but eventually they decided to remove them when the store was unattended and dumping dropped dramatically.

The lessons here are that trialling different approaches can lead to good results. More importantly, active cooperation between council and charitable recyclers and maintaining an enforcement effort can reduce dumping over time.

[On letterhead or insert logo] [Your street address] [Town, State, postcode] [Date] [Name of council officer] [Title] [Your street address] [Town, State, postcode] Dear [Name of council officer] Illegal dumping at [store name], [store address]. I have been referred to you by [name of referral] as the appropriate person to contact about illegal dumping in [municipality]. [Store name] is a charity store located in [suburb]. We are experiencing a significant amount of illegal dumping. I am writing to you to discuss this issue and to request a meeting to discuss whether [council name] can help in any way.

We have completed a site assessment as recommended by the Victorian Litter Action Alliance's Litter Prevention Kit -Managing Illegal Dumping at Charity Stores.

We experience most dumping at the [front/rear/side] of the store. We have tried [dot point list of actions to date]. Unfortunately, this has had little impact on dumping. The optimum solution for us would be to [insert solution]. We would like the council to [outline what you want, e.g. enforcement via CCTV, surveillance, equipment, expertise, funding, education campaigns, blitzes, etc.]. We really do need your support.

Would you consider coming to the store so that you can see firsthand the issues we face and the steps we have taken to manage the problem? You would also be able to meet and talk to our staff and volunteers, who mostly live in [municipality name].

I have included several documents to highlight the scope of the issue, including [list inclusions such as testimonials from staff, volunteers, donators, photos of dumping a data sheet describing what, when, where and how the dumping happens, trends, statistics, solutions, projections - if you have a PowerPoint presentation to show mention it here].

As a charity store, we strive to improve the community's reuse of goods. We would be pleased to work alongside the council to support your efforts to reduce dumping in the wider community.

I look forward to hearing from you. I can be contacted at the address above, or on [phone number] or by email at [email address].

Yours sincerely

[Your name]

Figure 5: Sample letter to council

Table 1: Council officer roles commonly involved in preventing and managing litter / illegal dumping

Title	Role and relevance
Litter Prevention Officers	Authorised to use powers under the council's local laws and the Environment Protection Act 1970.
/ Local Laws Officers	Contact Litter Prevention Officers / Local Laws Officers if there is an intention / need to install CCTV cameras to catch, warn or prosecute offenders. This is probably the most useful contact for charitable recyclers.
Waste or Litter Education Officers	Focus on community waste and litter education, engagement and the council's waste and recycling collection services.
	Most councils have a Waste and / or Litter Education Officer. Contact this person for help with developing education materials and public communications.
Waste Management / Services Department	Focus on delivering kerbside collections, street sweeping, running the transfer station, removing rubbish and keeping public places clean. Private property is usually outside their scope and rarely budgeted for.
	Contact Waste Management / Services Department if installing fencing or other infrastructure that is likely to cause displacement dumping (dumping may move to an alternative location). They may also be able to help with negotiating waste removal.
Infrastructure Department	Focus on installing and maintaining public infrastructure.
	Contact the Infrastructure Department if installing fencing or other infrastructure that is likely to cause displacement dumping (dumping may move to an alternative location).

#### Making the case

The council officer will want to know:

- The extent of the dumping, when it happens and the consequences
- Possible solutions and interventions
- How the council can help.

A PowerPoint presentation can be useful when presenting the case to the council. The underlying message is that when local governments and charities work together on illegal dumping issues, it benefits the whole community.

When making a presentation, remember to:

- Keep it short 10 minutes at the most
- Use minimal text on the slides
- Prepare speaking notes to tell the story ideally the presentation will lead into discussion about a partnership.

#### TIP: Ideas for the PowerPoint presentation

#### Context and background:

- The store location and environs
- History of service to the local community
- The store's connection and engagement with the local community.

#### Situation and circumstances:

- Dumping history including trends, peaks and troughs—embed a video or photos if available
- Basic statistics e.g. volumes / weights to landfill, proportion of items still suitable for reuse (or the reverse), staff/volunteer hours at the store, council's input or involvement to date, and why it is a community problem.

#### Solutions:

- Outline actions already taken e.g. site and dumping assessment, using the VLAA Local Litter Measurement Toolkit, community engagement and research
- Outline the proposed solution and action plan
- Describe cost breakdown and payback (if relevant)
- Clarify who will take responsibility for key aspects of the intervention.

## 3. Plan and implement actions

Once the council has been approached for assistance it is time to set up a litter taskforce to develop and implement an action plan. This section sets out different actions that charity stores and councils can implement to reduce illegal dumping. Actions are accompanied by case studies to demonstrate the different mix of interventions available.

The checklist below can be used to track progress.

If the council chooses not to participate, charity stores can implement some of these preventative actions without council assistance.

#### Checklist 3: Plan and implement actions

Activity	Details	Complete
Set up a litter taskforce	Adopting a litter taskforce approach for the project team is a great way to find solutions and focus action.	
Create an action plan	Use the action planning tool to set out how and when actions will be put in place or trialled.	
Education actions	Consider how to reinforce messages around correct donating and penalties and issues associated with illegal dumping.	
Infrastructure actions	Work through the checklists to see whether installing or improving infrastructure is possible e.g. fencing, CCTV, bins, signage and lighting.	
Enforcement actions	Talk to the council about the process and protocols for surveillance, warnings and prosecutions.	

#### Set up a litter taskforce

The litter taskforce approach is a model for solution finding and action oriented relationships. Councils often adopt a litter taskforce approach when tackling issues like illegal dumping.

A litter taskforce works together to develop and implement an action plan, review progress against targets and evaluate the project. They are generally comprised of a number of internal staff from relevant departments within council e.g. waste education, local laws and cleansing team members. In the case of tackling illegal dumping at charity stores, members from the concerned store would be involved e.g. store manager, recycling contractor, charity store's head office staff.

#### Create an action plan

The action plan describes how and when actions will be put in place or trialled, with responsibilities, budgets, timelines, milestones, targets and measurements.

The plan also takes into consideration the following elements:

- What's the objective? Eliminate, reduce or contain dumping? Improve donations?
- Who will pay for each of the education, infrastructure and enforcement actions?
- How will success be measured? What does success look like? Who says so?

#### **Action planning tool**

The action planning tool is a template which can be used by the litter taskforce to assist planning, delivering and evaluating the campaign or project.

Download the Action Planning tool at www.litter.vic.gov.au

#### **Education actions**

Education actions include information, communication, campaigning and engagement to explain the issues associated with illegal dumping, how to donate properly and how to dispose of materials correctly.

Helping donors to understand appropriate donating supports charity stores to do their work. While some people are aware of the difference between dumping and donating, others may lack knowledge or information about appropriate donation behaviour.

Education actions are designed to inform while they also influence behaviour. They can be delivered through a range of communication and engagement methods, including print and web, signs and advertising, personal contact in meetings, and conversations with customers.

Charity stores are well placed to engage their customers but may struggle to extend their message outside of the store beyond the use of signage. Working with the council can provide access to communications and media expertise and a range of messaging outlets.

#### Community engagement at the store

When local communities are engaged in the practice of donation they are more likely to understand and respect the operational aspects of charitable recycling. Arguably, changing community attitudes is the most powerful long term strategy to reduce illegal dumping and improve the quality of donations. Anecdotal evidence from charity stores suggests lower levels of illegal dumping at stores with a strong following of long term customers.

Working with the council can help charity stores extend their reach into the community but there are many actions stores can take to build a positive donating culture in their area:

- Ensure that all staff have a common understanding of acceptable donations and can inform the public about the correct donation procedure for when the store is closed.
- Encourage staff to turn away poor quality donations to help reinforce a consistent message to the public around the required quality for donations.
- Promote in store donations to increase the quality of donations while also reducing the quantity of goods left outside the store that could be sold.
- Add signage in and around the store to reinforce positive donation behavior.

Mechanisms to build understanding among staff of acceptable donating procedures include training, informal discussions, staff policies and staff room communications e.g. posters.

#### TIP: Timing is everything!

When planning prevention measures or a public awareness campaign consider the time of year and align the campaign with key dumping periods.

Dumping tends to increase at certain times of the year. In Victoria the 'dumping season' stretches from October to March, loosely correlated with daylight savings and the holiday season.

Another great time to promote the value of donating and what the store does is NACRO's Annual Op Shop Week.

#### Creating and delivering key messages

Key messages are an essential component of any communication. The message is what the audience will take away from the communication activities, whether it is a campaign or one-off flyer.

Access to communications and marketing expertise is especially useful when creating clearly defined messaging for campaigns (councils can often provide this). Table 2 outlines some suggestions for key messages and delivery tools related to charity store dumping that can be used.

Communication materials tend to focus on one key message at a time to avoid diluting the message. If using two or more messages together in a communication, make the order of importance clear.

Table 2: Illegal dumping messaging and delivery

For more information about the donating and dumping spectrum and target audiences noted below see Figure 1 on page 6.

Primary message	Secondary message	Target audience	Suggested delivery tools
Thank you	Do you know	The Super-Donator	> In-store flyer
for donating!	someone else	The Super Bondton	> Signage and posters at the store
	with goods to donate?		> Incentives and competitions
			> Media and photo opportunity
How and what	Why donate	The Well-Intentioned Donator and	> In-store flyer
to donate	and the value	the 'They'll deal with it' Donator	> Signage and posters at the store
	of charity stores		> Incentives and competitions
			> Media and photo opportunity
			> Information in council / community newsletters
			> On hold phone messages
			> Information / brochures at establishments e.g. trailer hire, real estate agents
			> National Op Shop Week
			> NACRO website and networks
Where to	Information	All	> Council and store websites
dispose of unaccepted	and their correct	problem items and their correct	> Articles in the council newsletter
items			> Media promotions to support interventions
	disposal		> Illustrative posters using pictures and a few key words in common local languages
			> On-hold phone messages
			> Information / brochures at establishments e.g. trailer hire, real estate agents
What we are	Council and	All	> Council and store websites
doing about the problem	charity working together		> Articles in the council newsletter
are president	10901101		> Media promotions to support interventions
Dumping is illegal – you can	Promote disposal	The 'They'll deal with it' Donator and the Deliberate Dumper	> Signage associated with prevention infrastructure with council and charity logos
be prosecuted!	locations, how to donate, when		> Letter box drop / mail out in hotspot areas
	to come back		> Council and store websites
			> Articles in the council newsletter
			> Media promotions to support interventions
Dealing with	For charity and	Council and charity store operators	> Training
dumping prevention –	council staff alike	council staff alike	> Staff meetings
using this litter			> Litter taskforce meetings
prevention kit			

#### Sample on-hold messages

Internal promotion via the council's intranet and other forums is another way of getting the message out to the community since often, a high proportion of council staff lives in the municipality.

Consider these on-hold message scripts for inspiration:

## Disposal options – especially useful timed ahead of the dumping season or in conjunction with blitzes and broader campaigns.

"Are you moving house or having a spring clean? Do you need to get rid of your old things? There are lots of places in [municipality] to dispose of items in an environmentally friendly way. Don't put it on the street or someone else's property! Go to [council's website] to find out where to take your used items – clothes, TVs, computer gear, furniture, mattresses and more – everything has a place to go. And remember your local charity store – donate during business hours to make sure your donation counts! [council web address]."

### Donating – a more generic message about daytime donating and disposal options.

"Did you know that charity stores are one of the best places to take your in-tact unwanted clothing and household goods? There are [number] charity stores in [municipality] so there's bound to be a store nearby.

Charities can only receive donations during open hours. If you're too busy to go during the week, add a regular charity drop-off to your Saturday to-do list.

Go to [council's] website to find out where to take your used clothes, TVs, computer gear, furniture, mattresses and much more – everything has a place to go.

Go to [council web address] to find out more."

### Case study: Education reduces illegal dumping at Sacred Heart Mission

Sacred Heart Mission is a community-based charitable recycler operating seven stores in and around St Kilda. In 2009-10 stores began to see an increase in illegally dumped goods. Sacred Heart Mission chose a proactive and community-centric approach to reduce incidents of illegal dumping, while also bolstering local pride in the operations of the charity.

Sacred Heart Mission began by adapting its staff and volunteer training to incorporate community engagement; opting for an informal shift in culture, rather than costly and formal delivery of engagement training. Over time, staff and volunteers developed and maintained an understanding of acceptable donations, with the confidence to turn away unsalable donations.

Stores also began opening seven days a week to provide better coverage of times that people tend to illegally dump waste. The increased opening hours generated additional revenue. Donation bins were removed from the front of the store and clients were encouraged to bring donations in store rather than leaving them on the kerb or entryway.

These changes saw a reduction in the incidents of illegal dumping, while driving strong community pride in individual stores.

Case study provided by NACRO.

#### Infrastructure actions

Infrastructure actions include installing bins, fencing, CCTV and signage to guide people to correctly donate materials. The council may be able to help meet infrastructure costs and strengthen enforcement messaging through co-branded signage.

#### **Fencing**

If fencing is an option, it can be a very quick and effective solution. Fencing depends on site suitability and an acceptable payback period calculated against the anticipated reduction of waste management costs.

Fencing can lead to displacement dumping (goods being dumped somewhere else nearby), pushing dumping onto public land or other nearby landowners. Let the council know in advance if you suspect new fencing will lead to displacement dumping.

Fencing can always benefit from added measures such as improved signage, better use of CCTV cameras and engaging neighbours and local media about illegal dumping.

Use the checklist below to ensure appropriate and effective fencing installation.

#### Checklist 4: Fencing

Factor	Consider	Complete
Safety	Fence allows public access and does not create a safety hazard.	
Compliance	Fence complies with local planning and building regulations and relevant permits have been sought and issued.	
Aesthetics	Fence complements the street frontage and makes the store look inviting.	
Signage	Signage has been installed to reinforce messaging on illegal dumping and how to donate appropriately.	
Visibility	Fence and signage can be seen at night.	
Displacement	A response plan has been established to manage possible displacement dumping.	

#### **Case study: New fencing** at East Kew Vinnies

Every Monday the staff at Vinnies on High Street in East Kew would arrive to find rubbish piled high in front of the store. Aside from the time taken to clean up the store frontage, Vinnies was spending over \$500 on clean up every week.

Given that there was only one dumping hotspot on the property, blocking the property perimeter with fencing seemed like an appropriate solution. The store opted for a wrought iron fence in keeping with the surrounding streetscape and added prominent signage.

To reduce the possibility of displacement dumping on the footpath Vinnies installed CCTV and the staff were able to pass any images of illegal dumping incidents onto the police for follow up.

These actions have almost eliminated dumping at the store and have reduced the trips to landfill down to one per month an 80% reduction. The \$7,000 spent on fencing was recovered in less than four months.

#### Closed-circuit television (CCTV)

CCTV is used to monitor and identify offenders. It involves installation costs and an investment of time for monitoring and follow-up. CCTV can be an effective deterrent strategy and can make a significant impact on repeat offenders when coupled with active enforcement e.g. follow-up and fines.

Consider the following factors when installing or upgrading CCTV systems. If using active surveillance, it is important to clarify who will review the images and who will manage the follow-up or enforcement action.

Use the checklist on page 20 to ensure appropriate and effective CCTV installation.

#### **TIP:** Further information

The Safe City CCTV Council Guide can be downloaded at www.councilcctv.com.au. This guide helps councils install CCTV programs with advice on federal grants, engaging the community, finding the right solutions, ongoing maintenance, policy and procedure development and privacy considerations.

#### Checklist 5: CCTV checklist

Factor	Consider	Complete
Location	Cameras are clearly visible to potential offenders.	
	Cameras capture a visual image of the offender in the act of dumping as well as the offender's vehicle type and registration.	
	Equipment is protected from theft, damage and vandalism.	
Lighting	Lighting ensures adequate images are captured at night.	
	The store has motion control lighting and recording.	
Equipment	The system provides clear images of offenders and their vehicles e.g. high-definition quality.	
	Personnel are trained in camera use.	
Community	Neighbours have been approached to discuss the reasons for surveillance cameras.	
Review	There is a process for downloading and viewing images weekly, or directly after peak dumping times, at the store and/or by council enforcement officers.	
	Incident logs are being maintained at the store to measure dumping.	
	Council procedures are in place for investigating and prosecuting offenders.	
Signage	There are visible warning signs placed at eye level.	

#### Remove or limit use of external bins

External donation bins provide an invitation to donate. Removing bins during closing hours can reduce dumping. Relocating bins inside the store during opening hours and positioning them next to the sales counter can increase interactions with donators and provides an opportunity to reinforce messages around acceptable donations.

#### Signage

While signs on their own are unlikely to stop dumping altogether, they are an important part of an overall strategy to inform customers about correct donation procedures and possible enforcement actions related to illegally dumped materials.

Apply the following standards to create more effective signage and posters:

- State that dumping is illegal to avoid the defence of 'I didn't know'.
- Tell people that they are being monitored or watched (e.g. in association with CCTV cameras), rather than just 'dumping is illegal, fines apply'.
- As a secondary message, outline alternative actions such as where to take goods, how to donate properly, or when to come back.
- To target a non-English speaking audience, illustrate signage and posters with pictures or iconic images and include a few key words or phrases in the chosen languages.
- Co-branded signage with the council's brand, logo or tagline can strengthen the enforcement message.

Use the checklist below to ensure appropriate and effective signage installation.

#### Checklist 6: Signage

Checklist 6. Signa	.90	
Factor	Consider	Complete
Location	Signs are located to support other prevention infrastructure e.g. CCTV and lighting.	
	Signs are placed along approaches and/or entries.	
	Signs are positioned at eye level (up to two metres from the ground).	
Visibility	Warning signs are clearly visible and illuminated when lights come on.	
Size	Signs can be easily seen and read from a distance.	
	Personnel are trained in camera use.	
Messages	Warning signs include the messaging considerations outlined above.	
Maintenance	Signs are graffiti proof and easy to clean if necessary.	

#### Personal and social impact signs

Trials conducted by BehaviourWorks Australia compared 'personal impact' signs and 'social impact' signs at a number of charity stores.

- Personal impact signs convey consequences to the offender for dumping e.g. fines and prosecution (Figure 6).
- Social impact signs convey consequences to people who depend on the charity e.g. loss of donations and higher costs to operate (Figure 7).

Signage can be chosen based on the target audience. These signs can be easily replicated by graphic designers to suit local conditions.



Figure 6: Personal impact sign



Figure 7: Social impact sign

#### Lighting

With illegal dumping often taking place out of store hours, lighting needs to illuminate signage at night and provide identifiable images of offenders if using CCTV. The use of motion control lighting can provide an effective warning system in itself. Use the checklist below to ensure appropriate and effective lighting installation.

#### Checklist 7: Lighting

Checklist 7. Light		0 11
Factor	Consider	Complete
Design	The design and form are suitable for the frontage or perimeter.	
	Stand-alone lighting has been designed to be left on all night.	
	Motion control lighting can be used at access points.	
	The lighting illuminates number plates and faces for CCTV capture.	
	Lighting arrangements have been considered to cover displacement dumping.	
Location	The lighting illuminates signage on fencing	
Compliance	The necessary building permissions and permits are in place.	

#### Store opening hours

The presence of litter or dumping, if left unchecked, can attract even more litter. This is an issue for charity stores where most dumping occurs after hours and on weekends.

Introducing weekend monitoring and removals for the worst cases is something to consider, or extending business hours when higher than usual levels of dumping are expected. Increasing store opening times might generate more in-store custom and encourage people to correctly donate materials.

#### **Enforcement actions**

Enforcement includes surveillance, investigations, issuing warnings, preparing cases and mounting prosecutions. While charity stores can maintain incident logs and record evidence, enforcement action is mostly carried out by government authorities.

Enforcement via penalties delivers a powerful message that illegal dumping is unacceptable. It is a longer term strategy with success sometimes taking several months or years to see.

The type and extent of enforcement action will vary based on different circumstances and the council's resources and capacity. The checklist below can be used to monitor enforcement actions.

#### Checklist 8: Enforcement

Activity	Details	Complete
Blitzes and patrols	Is there an understanding or agreement between the store manager and the council guiding the circumstances and extent of enforcement action?	
	Is there a process for viewing and follow up of CCTV footage by council enforcement officers or other enforcement partners?	
	Do warning signs include the message of illegality?	
	Is enforcement action and the resultant reductions in dumping/increase in donations being publicised and promoted?	
Evidence gathering and prosecution	Is there a process for alerting the council to incidents of dumping?	
	Are charity store staff trained to look out for evidence in dumped materials (receipts, labels, documents) when using a litter logbook?	
	Does the council have procedures for carrying out investigations, issuing warnings, preparing cases and/or prosecuting?	
	Is the council ready to initiate prosecutions through the Magistrate's Court?	
	Have alternatives to prosecution been considered?	

#### Blitzes and patrols

Regular patrols and blitzes at key dumping times can help enforce the message of no dumping while also informing people about correct donation procedures.

Enforcement officers may take a soft enforcement approach, warning offenders about the potential for fines, or they may issue fines and warnings either on the spot or by post.

Enforcement action can attract news coverage and gain exposure of the issue.

#### Prosecution

Successful prosecution can provide income to offset the council's costs for interventions. This however, depends on sufficient time to investigate and gather evidence.

It can also depend on the charitable recyclers' appetite for enforcement action. Some may be reluctant to create an atmosphere of enforcement that could potentially intimidate their customer base. They might suggest alternatives to prosecution e.g. an apology, or a few hours volunteering or cleaning up.

To prosecute an offender, the enforcement officer must establish that an offence has been committed, identify and locate the offender and possibly provide additional evidence of an aggravated act.

The council will need to search for evidence before materials are removed. Consider purchasing 'under investigation' barrier tape to use until this can occur. This can help prevent further dumping at the site.



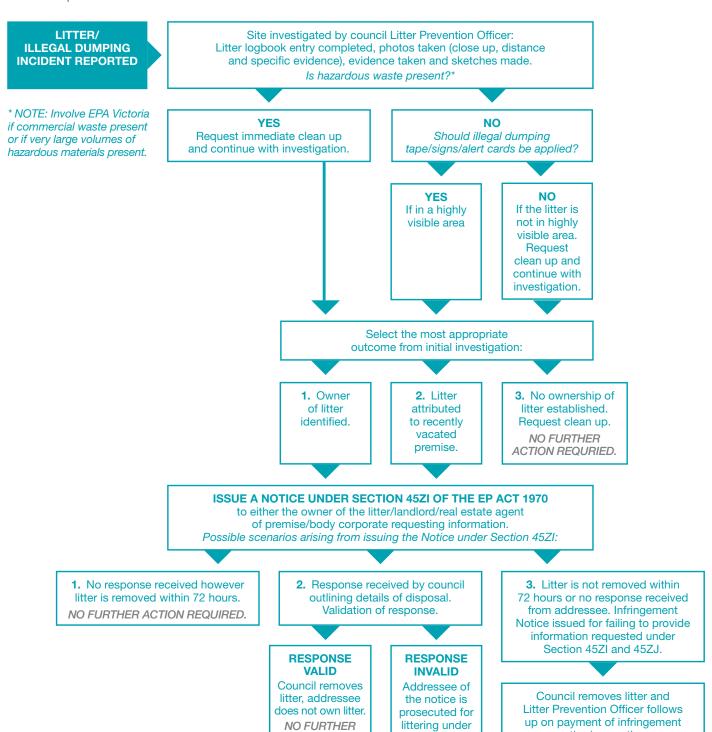
#### TIP: Prosecution and clean up

In Victoria illegal dumping constitutes littering under the Environment Protection Act 1970 and incurs significant penalties.

Various government authorities are classed as 'litter enforcement authorities' under the Act with the power to issue on the spot penalties, prosecute offenders, investigate the identity of offenders and issue notices to clean up.

Authorities include EPA Victoria, Victoria Police, local government, Parks Victoria, the Department of Environment and Primary Industries, VicRoads and catchment management authorities.

The dumping investigation flowchart below describes the process and steps taken by local government officers to get to prosecution and clean up.



**ACTION** 

REQUIRED.

Figure 8: Litter and illegal dumping investigation flowchart

section 45E of

EP Act 1970.

notice/prosection.

#### Keeping evidence for prosecution

Charity store staff and volunteers may need training to look out for evidence in dumped materials e.g. receipts, labels, documents. Staff can then help gather evidence in the following ways:

- Preserve evidence until the council officer arrives
- Take photographic or video evidence
- Take detailed notes use a litter logbook form
- Be safe e.g. wear gloves when sorting
- Identify other witnesses.

#### Case study: Council presence helps reduce dumping

Doncaster Salvos sits on a main road with lots of evening activity and easy access for vehicles to offload materials – a prime location for illegal dumping. The store was spending \$30,000 a year to remove and dispose of waste, plus considerable staff and volunteer hours.

After a series of complaints from local residents and businesses, Manningham City Council approached the Salvos store manager to work out a solution.

Public access conditions made fencing a non-option so the store opted to increase visibility by installing motion sensor floodlights to expose dumpers in the act. They added permanent signage to the side and rear of the store to highlight the illegal nature of dumping.

Manningham City Council's Litter Prevention Officer would visibly patrol the area during peak hours for dumping, including Sundays and after hours. He adopted a soft enforcement approach, warning offenders about potential fines for illegal dumping and providing a positive and educational message about correct donating.

According to the Litter Prevention Officer, the main challenge was the general acceptance by the community that it is okay to leave rubbish/donations at stores. To combat this perception, the council developed posters to display in store windows and brochures to distribute in store and through council outlets.

These materials reinforced the message of donating over dumping and making the donation count. Similar messages in the media also helped to reduce the problem.

The Salvos Sustainability Manager believes proactive surveillance has made a big difference, as the dumping is worse when the Litter Prevention Officer is not on stakeout.

These steps have reduced, but not eliminated the problem. The store has since installed CCTV cameras to allow the Litter Prevention Officer to take enforcement action without needing to be present.

This case study helps to highlight the importance of collaboration and cooperation between council and charity and the flexibility needed to develop a tailored solution – there is no one size fits all approach.

### 4. Evaluate

Evaluation happens throughout the life of a project, not just at the end. Evaluation measures progress and allows for actions to be adjusted as needed.

A litter taskforce will evaluate whether targets and results in the action plan are being achieved. Taskforce meetings should include a schedule to review data and progress. The checklist below can be used to track the evaluation process.

#### Checklist 9: Evaluation

Activity	Details	Complete
Keep records	Regular dumping records are being kept using the litter logbook.	
	The waste contractor is keeping and reporting on waste removal records.	
	Arrangements are in place to monitor whether dumping is displaced to another nearby location.	
	Taskforce meetings include a schedule to review data and progress.	
Calculate payback periods	There is an assigned target for cost reduction payback on infrastructure	
Measure communications	There is a plan to research and gauge the community's knowledge and opinions about dumping and/or donating e.g. at the store, surveys at community events, online surveys, incentives and competitions	

#### **Keep records**

The records kept at the store and by the council form the basis of evaluation. Analysing data and comparing it to earlier records indicates whether actions are reducing illegal dumping or not. A sustained reduction in weight, volume or removal costs suggest that some or all of the interventions are having the desired effect. The numbers might also reveal additional trends or patterns in dumping.

Store records should ideally include the number and scale of dumping incidents and waste removal data e.g. weight, volume, type and contractor costs.

The council is likely to keep additional records, including operations expenditure and staff hours and the profit and loss result of prosecutions using the LLMT.

Stores should also keep track of donation levels to measure whether a reduction in dumping has affected total donations. Any loss in donations may need to be countered by greater levels of education and communications.

#### Calculate payback periods

Payback calculations provide a simple, short term measure of success. Payback is relevant when spending money upfront on actions to prevent dumping e.g. infrastructure items like fences, lighting, external signage and CCTV cameras.

Payback compares waste removal costs with the cost of the intervention. Ideally, savings from the reduced cost of waste removal will pay back the cost of the intervention over time. This is known as a payback period.

#### TIP: Example of a payback period

Fawkner Salvos installed fencing in 2011 at a cost of \$9,000. Waste management costs subsequently fell from \$4,000 to \$900 per month.

Reduction in waste management costs: \$4,000 - \$900 = \$3,100 per month

Total cost of fencing: \$9,000

Payback period = total cost of fencing (\$9,000) / reduction in waste management costs (\$3,100) = 2.9 months to pay back cost of fencing

#### Measure communications

It can be difficult to measure the effectiveness of communications and education activities. Simple counts are useful including the number of brochures distributed, positive news stories, number of Facebook likes and website hits. However, these numbers do not indicate whether the audience is acting on the message.

Direct community engagement is the best way to determine whether behaviours are changing – surveys at events or online, incentives and competitions, even face-to-face conversations. These methods can be used to simultaneously deliver and measure the promotional effort.

The ultimate measure is the amount of dumping at the charity and the prevalence of illegal dumping in the wider community.

## **Further information**

#### **Managing litter in Victoria**

Sustainability Victoria drives the prevention and management of litter in Victoria on behalf of the Victorian Government. This includes coordinating VLAA, the peak body for litter management and prevention in Victoria.

For further information on SV and other key players managing and preventing illegal dumping in Victoria please see the *Victorian Litter Strategy 2012-2014* at www.sustainability.vic.gov.au

## **Appendix 1**

#### **Waste Services Request for Quotation for Charity Stores**

The following Request For Quotation (RFQ) template is for charity stores to use when procuring new waste management services.

#### Steps to take:

- 1. Audit charity store waste stream. Visit www.avrwmg.org.au to find your local regional waste management group and call them for guidance and waste audit tools.
- 2. Establish material volumes, weights and total quantity of waste and recyclable materials in the bin in a typical day.
- 3. Consult your local regional waste management group and council to find out who provides recycling services locally and what materials they recycle either separately or collectively.
- 4. Establish what materials each recycler will take and whether they or others can collect and deliver the material to the recycling centre.
- 5. Provide the recyclers or bin suppliers and collectors with copies of the RFQ to obtain service pricing.
- 6. Determine the proportion/volume of the existing waste stream e.g. existing bin volume and collections per month and deduct the recyclable volume and adjust bin size as necessary.

#### **QUOTATION REQUESTED BY:**

Organisation:	[Insert your business name]		
Quote Request No:	[Insert reference number]		
Date issued:	[Insert date]		
Requested by:	[Insert representative]		
Telephone No:	[Insert number]		
Email:	[Insert address]		
Submit quote by email with subject line: 'Quote for Waste Management Services'			
То:	[Insert address]		
Closing date:	[Insert date]		

#### **QUOTATION SOUGHT FROM:**

Supplier:	[Insert supplier's business name]	
Attention:	[Insert contact person's name]	
Email	[Insert contact person's email]	
Phone:	[Insert contact person's phone number]	
Address:	[Insert street address]	
	[Insert suburb, state and post code]	

#### SUPPLIER TO COMPLETE THE DETAILS REQUESTED BELOW:

#### **SUPPLIER DETAILS**

Trading Name of Business:	[Insert trading name]	
Registered Name of Company/ Business:	[Insert registered name]	
Service/Trading	[Insert street address]	
Address:	[Insert suburb, state and postcode]	
ACN and/or ABN	[ACN and/or ABN]	
Contact name	[Insert contact name]	
Job title	[Insert position in the business]	
Email address	[Insert email address]	
Mobile No.	[Insert number]	
Telephone No:	[Insert number]	
Insurance details		
Public liability:	[Insert name of insurer, insurance type, policy number, amount of insurance, expiry date]	
Professional indemnity:	[Insert name of insurer, insurance type, policy number, amount of insurance, expiry date]	

#### Details of waste management services sought

Please provide a quotation for the services outlined below.

[Insert your business name] is seeking a service provider to supply and clear bins containing either recyclables and/or waste materials.

Unless otherwise agreed, the proposed contract will be a 'fee for services' agreement whereby payment shall be made in arrears, a maximum of 28 days from the claim date on any monthly invoice submitted.

This agreement shall remain in operation for [insert] years.

Unless otherwise agreed, prices shall be adjusted annually using:

	CPI as at the start of the anniversary quarter
AP = QP x	
	CPI quarter in which the prices were quoted
Where	AP is the Adjusted Price
	QP is the Quoted Price

CPI is the Consumer Price Index All Groups – Melbourne in the quarter of quoting (ABS 6401.0)

The Supplier will provide evidence of appropriate insurances with their quotation.

This quotation document is not an instruction to proceed with the supply of any goods and/or services unless and until [Insert your business name] signs and returns a copy with a completed Agreement (see below).

#### **Details of quote**

Please complete your response to this Request for Quotation in the tables below.

#### 1. Rates for supply of waste bins

Bin size/ description	Bin delivery fee (incl. GST)	Monthly rental* (incl. GST)
240L	\$	\$
660L	\$	\$
1,100L	\$	\$
1.5M <sup>3</sup>	\$	\$
3.0M <sup>3</sup>	\$	\$
4.5M <sup>3</sup>	\$	\$
Bulk skip bins 12M³ or larger	\$	\$

<sup>\*</sup> Bin maintenance and repairs shall be the sole responsibility of the Supplier.

#### Rates for collection and disposal of waste to landfill per bin lift

Bin size/ description	Collection cost* (incl. GST)	Disposal cost** (incl. GST)	Total cost*** (incl. GST)
240L	\$	\$	\$
660L	\$	\$	\$
1,100L	\$	\$	\$
1.5M <sup>3</sup>	\$	\$	\$
3.0M <sup>3</sup>	\$	\$	\$
4.5M <sup>3</sup>	\$	\$	\$
Bulk skip bins 12M³ or larger	\$	\$	\$

<sup>\*</sup> Costs to include landfill levy, carbon charges and all associated overheads as may apply.

<sup>\*\*</sup> Costs to be premised on a waste density of 100kg per cubic metre (unless otherwise provided by the Supplier) and shall be proportionally adjusted in accordance with any changes to landfill levy and carbon charges as applicable.

<sup>\*\*\*</sup> The Supplier agrees to hold the Organisation harmless in the provision of its quoted services.

#### 3. Rates for supply of recycling bins

Bin size/ description	Bin delivery fee (incl. GST)	Monthly rental* (incl. GST)
240L	\$	\$
660L	\$	\$
1,100L	\$	\$
1.5M <sup>3</sup>	\$	\$
$3.0M^{3}$	\$	\$
4.5M <sup>3</sup>	\$	\$
Bulk skip bins 12M³ or larger	\$	\$

<sup>\*</sup> Bin maintenance and repairs shall be the sole responsibility of the Supplier.

Specify what mix of materials is acceptable for receipt at the recycling facility:

Material type	To be included in recycling collection (Y/N)
Bottles, cans and containers	
Paper and cardboard	
E-waste	
Metal	
Soft plastics	
Rigid plastics	
Polystyrene	
Other	

#### 4. Rates for collection and transport of recyclables to recycling facility per bin lift

Recycling bin size/ description	Collection cost (incl. GST)	Product cost/income (incl. GST)	Total cost/ income (incl. GST)
240L	\$	\$	\$
660L	\$	\$	\$
1,100L	\$	\$	\$
1.5M <sup>3</sup>	\$	\$	\$
3.0M <sup>3</sup>	\$	\$	\$
4.5M <sup>3</sup>	\$	\$	\$
Other	\$	\$	\$

#### 5. Suitable days for the collection of waste and/or recycling

Nominate preferred days for the collection of waste and/or recycling (this will be negotiated between [Insert your business name] and the Supplier):

Waste collection day	Y/N	Recycling collection day	Y/N
Monday		Monday	
Tuesday		Tuesday	
Wednesday		Wednesday	
Thursday		Thursday	
Friday		Friday	
Saturday		Saturday	
Sunday		Sunday	

#### Supplier response to any other relevant matters referred to in this document

Is there potential for conflicts of interest to occur?			
If yes, actual or perceived, provide details:			
Proposed amendments to this agreement (if any)			
Any additional conditions or contractual requirements:			

#### RFQ submission requirements

Name and position \_\_\_\_\_

Before you submit your response, please check that you have completed the following:

- Your organisation and contact details on page 1 are complete and accurate
- Details of current public liability and professional indemnity insurance have been provided
- Specifications in each of the sections on pages 2-4 including any additional comments
- Your contact details and signature have been provided in the Offer (see Agreement section below)
- All documents have been submitted by email or in hard copy by the closing date [specify the closing date].

#### Offer:

[Insert organisation name of supplier] offers to supply the services detailed in this RFQ for [insert charity trading name] as specified, at the fees and charges offered, within the period offered and on the terms of the RFQ with any amendments which have been offered.

Signed for and on behalf of [Insert organisation name of supplier] by (who represents that they have the authority to bind the Supplier):

·			
Signature			
Dated this	day of	20	
Acceptance:			
[Insert charity trading name] accepts the offer of the [Insert organisation name of supplier] to supply the services as set out in the Offer section above.			
Signed for and on behalf of the Organisation by:			
Name and position			
Signature			

Dated this \_\_\_\_\_ day of \_\_\_\_\_ 20\_\_\_



Victorian Litter Action Alliance (VLAA) Litter Champion Project managed by Sustainability Victoria Level 28, Urban Workshop 50 Lonsdale Street Melbourne 3000 T 1300 363 744 E litterchampion@litter.vic.gov.au www.litter.vic.gov.au

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