

LITTER PREVENTION PROGRAM

2012-2021 EVALUATION

**NSW ENVIRONMENT PROTECTION
AUTHORITY**

FINAL EVALUATION REPORT

27 OCTOBER 2021

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ARTD consultancy team

Gerard Atkinson

Jack Rutherford

Pravin Siriwardena

Wendy Hodge

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KEY FINDINGS

OVERVIEW

- The EPA has conducted an evaluation of the Litter Prevention Program over the period 2012–2021. The overall evaluation is designed determine the effectiveness, efficiency and appropriateness of the 2012-2021 NSW Litter Prevention Program.
- The goal of this evaluation is to provide evidence, insights and recommendations to inform the design of future litter prevention programs and ensure alignment with future plans.
- A rubric approach has been applied to analyse programs against their objectives using available evidence.
- ARTD worked with key EPA stakeholders to develop a rubric approach to enable comparison of the individual programs.
- The evaluation draws upon evidence from a review of 86 documents provided by the EPA, along with a partnership survey of stakeholders, and 19 interviews with key EPA staff and external stakeholders on their experiences.

FINDINGS

A summary of performance against the rubric tool at a high level for the entire Litter Prevention Program is provided below. Over the 2012-21 period the Litter Prevention Program has fully realised its objectives in delivering positive outcomes for litter prevention across its pillars of activity, and its activities have been aligned with strategy pillars. For other criteria, there have been largely positive outcomes, with opportunities for further improvement by some programs of activity.

Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Fully realised	Making progress	Making progress	Fully realised

RECOMMENDATIONS

Three broad areas of recommendations for future strategy development are made – further details on specific recommendations can be found in Section 6:

- 1. Ensure responsiveness to stakeholder needs**
- 2. Continue research into trends and program options**
- 3. Improve systems for reporting and sharing data.**

EXECUTIVE SUMMARY

PROJECT

The EPA has conducted an evaluation of the Litter Prevention Program over the period 2012–2021. The goal of this evaluation is to provide evidence, insights, and recommendations to inform the design of future litter prevention programs from 2021 onwards and ensure alignment with the Waste and Sustainable Materials Strategy 2041 and the NSW Plastics Action Plan.

The evaluation was designed to determine the effectiveness, efficiency, and appropriateness of the 2012-2021 NSW Litter Prevention Program. The insights will be used to inform the development of future programs and to support the establishment of performance targets for these programs.

The current report represents the final evaluation of the available evidence to understand program performance. The information collected focuses on the role of activities in supporting the pillars of the Strategy, the wider program and other relevant government programs. It also provides recommendations around approaches to develop an updated strategy and KPIs that are responsive to updated policy priorities.

METHODS

For the evaluation, a rubric approach was applied to analyse key program areas against their objectives using available evidence. Rubrics are used in evaluation studies to consistently apply evaluative criteria, particularly where multiple programs or elements are being evaluated alongside each other.

For the evaluation we worked with key EPA stakeholders to develop a rubric approach to enable comparison of the individual programs. A draft rubric was developed using existing documentation on the program. A workshop was then conducted with the program team to review the draft rubric and to ensure that dimensions of merit adequately reflected the goals and scope of the activities under consideration, and that the scale for scoring was appropriate.

The evaluation draws upon evidence from a review of 86 documents provided by the EPA, along with 19 interviews with key EPA staff and external stakeholders on their experiences of program delivery and their views on future priorities for development.

FINDINGS

Figure 1 and Figure 2 provide summaries of performance against the rubric tool at a high level for the entire litter prevention program based on evidence provided, and by program area. The table shows that across two of the four areas the program has fully realised its objectives – namely that activities have led to positive outcomes and are aligned with the strategy pillars. All other areas were scored as “making progress”. In terms of individual program areas:

- Tosser campaigns have made a positive contribution to outcomes, and the general campaign has performed well across all areas.
- Enforcement has had mixed success in achieving outcomes, with recent reports on enforcement outcomes showing issues in the consistency and quality of enforcement, though recruitment of the public as reporters of littering has been successful and correlates with a 40% reduction in roadside litter. There are opportunities to improve alignment with pillars and to consider sustainability of programs going forward.
- Litter prevention grants have demonstrated both alignment with pillars and positive outcomes. While processes and tools can be improved, along with adaptation, it is noted that improvements are being implemented as part of future activities.
- Partnerships and awards have performed positively across all areas, driven by the Tidy Towns program and the results of the partnerships survey, which indicate that the EPA is largely collaborative and meeting stakeholder needs.
- Return and Earn has demonstrated alignment with pillars as well as positive outcomes.
- Monitoring and evaluation have made a substantial contribution to positive outcomes, and while evaluation and monitoring tools have performed well across all areas, the National Litter Index shows significant opportunities for revision and improvement which are being pursued by the EPA.

FIGURE 1. RUBRIC SCORE SUMMARY



FIGURE 2. RUBRIC SCORE SUMMARY BY PROGRAM GROUP

	Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Tosser campaigns	Fully realised	Fully realised	Fully realised	Fully realised
Enforcement	Making progress	Making progress	Making progress	Making progress
Litter prevention grants	Fully realised	Fully realised	Making progress	Fully realised
Partnerships and collaborations & Sponsorships and awards	Fully realised	Fully realised	Fully realised	Fully realised
Return and Earn	Fully realised	Fully realised	Fully realised	Fully realised
M&E	Fully realised	Making progress	Making progress	Fully realised

This report represents the final evaluation of the program. The overall assessment of the Litter Prevention Program over the 2012-2021 period based on the evidence provided is positive. The strategy adopted has delivered success in relation to all but one Key Performance Indicator (Increase in belief that you will be seen and fined). Where there are gaps in delivery, it is understood that these have been proactively addressed over time and are being considered for future integration. Moreover, the program represents value for money across a range of indicators, and data indicate that it provides a net economic benefit to the residents of NSW both through direct savings on litter cleanup and through indirect effects of improved amenity in communities.

RECOMMENDATIONS

The following recommendations from the interim report remain substantially unchanged – further details on specific recommendations can be found in Section 6:

- 1. Ensure responsiveness to stakeholder needs**
- 2. Continue research into trends and program options**
- 3. Improve systems for reporting and sharing data.**

1. LITTER PREVENTION PROGRAM 2012-2021

1.1 THE POLICY CONTEXT

The NSW Environment Protection Authority (EPA) is responsible for raising awareness of regulatory requirements, delivering strong compliance and enforcement programs, and driving improved waste and recycling practices with households, business and industry.

To support enhanced waste and recycling, the NSW Government is delivering Waste Less, Recycle More, a waste and recycling agenda for NSW that aims to deliver economic, employment and environmental benefits for local communities and transform waste and recycling in NSW.

As part of this, Waste Less, Recycle More has provided \$50 million to support the Litter Prevention Program in NSW, which is delivered through the Litter Prevention Unit (LPU). This was provided in two phases; the first between 2012 and 2016, and the second between 2017 and 2021.

In addition, in 2015 the NSW Government set a Premier's Priority of reducing the volume of litter in NSW by 40% by 2020.

1.2 THE PROGRAM

The LPU is responsible for managing the program and delivering on the Premier's Priority through the articulation of the NSW Litter Prevention Strategy, which was published in December 2019. The Strategy sets out key actions against five pillars (Figure 3):

- Education and awareness—delivered through the “Tosser!” campaign, along with sponsorships and awards and partnerships
- Infrastructure— primarily supported through grants programs, including grants to councils and community groups
- Enforcement—delivered through the registration of litter reporters in NSW to the Report to EPA application, capacity building of State and Local Government authorised officers, and campaigns to increase enforcement
- Rewarding responsible behaviour—the Return and Earn scheme (not delivered by the Litter Prevention Unit) is the primary activity under this pillar
- Evaluation and monitoring—delivered through a combination of local litter checking, national indices of littering, studies of key litter items, and the evaluations of programs delivered under the Strategy.

FIGURE 3. LITTER PREVENTION STRATEGY PILLARS

1.3 PROGRAM OBJECTIVES

The primary program objective was to achieve the Premier's Priority target of reducing litter volume in NSW by 40% by 2020. Progress towards the target was measured using the National Litter Index indicator of litter volume per 1000 metres squared.

There have been seven other objectives for the program with associated targets. The full set of objectives is shown in Table 1.

TABLE 1. PROGRAM OBJECTIVES

Objective	Indicator	Target
Premier's Priority: Reduced litter volume in NSW	Litter volume per 1000m ² – National Litter index	40% reduction by 2020
Increase in reporters registered to Report to EPA	Number of individuals registered to report	10% increase annually
Increase in number of littering from vehicle reports received by EPA	Number of littering from vehicle reports received by EPA	12,000 every year

Objective	Indicator	Target
Increase in belief that you will be seen and fined	Number of people that feel it is likely or somewhat likely that they will be seen and fined for littering	40% by 2021
Maintain support for Tosser campaign and its messages	Number of people that approve the Tosser message	92% approval rating
Achieve average 60% litter reduction across funded litter prevention grants	60% litter reduction in identified hotspots compared to pre-project baseline, as measured through the Local Litter Check	60% average reduction
Increase number of new councils and community groups funded by the grants program	Number of new groups/councils applying for funding compared to previous round	New grantees supported in each round
Maintain disapproval of littering in community	Number of people that believe littering is socially unacceptable/ wrong	90%

1.4 2021-2022 TRANSITION YEAR ACTIVITIES

The Litter Prevention Program under Waste Less Recycle More was delivered over 9 years from 2012-2021. As part of the transition towards the new Waste and Sustainable Materials Strategy 2014, which is due to start in July 2022, transition year funding was established to allow programs to continue to run and support stakeholder transitions. The Litter Prevention Program received \$6 million to support transition year activities. During this year (2021-22), existing programs continued, while a number of significant new projects and initiatives were delivered:

- A new website was launched in August 2021 to augment the Tosser campaign¹ with an “always on” presence and to provide deeper education to the public on littering and how people can be involved in reducing littering in their communities.
- The EPA launched a transitional round of grant funding in October 2021 to support continued delivery of current activities and to aid stakeholders to transition to the new waste strategy.
- Round 2 of the Cigarette Butt Litter Prevent Grant Program was launched.
- The Litter Prevention Unit switched to the Smarty Grants system for managing applications and reporting from grantees.
- Enforcement training shifted to a fully online model, prompted in part by the restrictions on face-to-face activities caused by COVID-19.
- The EPA is collaborating with its sister agencies in Queensland and Victoria to deliver an updated cost of litter study, with results due in early 2022. A platform is also being developed for the Key Littered Item study data to enable greater access to information.

While the above projects have built upon some of the early findings of the Litter Prevention Program evaluation, they are not within the scope of the current evaluation.

¹ <http://www.dontbeatosser.epa.nsw.gov.au>

1.5 OUTCOMES HIERARCHY

ARTD developed an outcomes hierarchy in consultation with the LPU to capture the range of programs delivered and the associated outcomes (Appendix 4). The outcomes hierarchy provides a framework for the design of the evaluation.

1.6 THE EVALUATION

The EPA is conducting an evaluation of the Litter Prevention Program over the period 2012–2021. The goal of this evaluation is to provide evidence, insights and recommendations to inform the design of future litter prevention programs from 2021 onwards and ensure alignment with the 20 Year Waste Strategy and the NSW Plastic Plan.

The evaluation is designed to determine the effectiveness, efficiency and appropriateness of the 2012-2021 NSW Litter Prevention Program. These insights will be used to inform the development of future programs and to support the establishment of performance targets for these programs.

1.6.1 SCOPE AND FOCUS

While the scope and focus of the evaluation extends to the activities delivered under program areas, the evaluation was not expected to evaluate programs directly and in isolation. Instead, most programs have in place or are developing evaluations to provide information to support the report.

1.6.2 EVALUATION PROCESS

A preliminary evaluation was completed in 2020 to assess at a high level the coverage of evidence in relation to program activities, and to make formative recommendations to inform future activity development. For the interim evaluation, a deeper analysis of evidence was completed to determine the effectiveness and outcomes of programs at an individual level and collectively, while further identifying gaps in evidence that could be addressed ahead of a final evaluation process (this report).

For all evaluations a rubric approach was applied to analyse key program areas against their objectives using available evidence. The evaluation drew upon evidence from a review of existing documentation, along with interviews with key EPA staff and external partner stakeholders, and a partnership survey of external stakeholders (details of these are in Appendix 7, Appendix 1 and Appendix 9).

1.6.3 KEY QUESTIONS

The broad questions addressed in the evaluation are:

- How well did programs perform in regard to the pillars of the Strategy?
- How effectively were pillars integrated into the broader Strategy?
- How effectively was the program integrated into wider, relevant government programs?

- Are gains from the program likely to be sustained over the long term?
- What are the barriers and incentives for further program evolution?
- What should be the future priorities and targets of the program?
- What are recommendations for future program development?
- How well did the program deliver value for money?

2. METHODS

2.1 RUBRIC APPROACH

Rubrics are used in evaluation studies to consistently apply evaluative criteria, particularly where multiple programs or elements are being evaluated alongside each other. They provide a transparent and easily communicated assessment of program performance and can incorporate both qualitative and quantitative data.

The rubric consists of two elements, the scale and the dimensions of merit or criteria. The scale provides a set of thresholds and criteria by which a program objective or goal (here the action area) is scored. The dimensions of merit describe what criteria will be assessed; in this case, the criteria are drawn from the five pillars, along with the outcomes hierarchy and key evaluation questions.

ARTD worked with key EPA stakeholders to develop a rubric approach to enable comparison of the individual programs. A draft rubric was developed using existing documentation on the program. A workshop was then conducted with the program team to review the draft rubric and to ensure that the criteria adequately reflected the goals and scope of the activities under consideration, and that the scale for scoring was appropriate.

The full rubric, including the dimensions of merit (criteria) and scale definitions is provided at Appendix 5.

2.2 DOCUMENT REVIEW AND MAPPING

We conducted a review of available relevant documentation across each of the programs, including existing evaluation reports, post campaign reviews, and data on activities. The review focused on the content of the documentation and its ability to answer key evaluation questions and to address the dimensions identified in the rubric instrument. The full list of documents considered is provided at Appendix 7.

The EPA provided 86 documents for analysis as part of the interim evaluation, which were supplemented by ARTD's independent research of publicly available information and information from evaluations of other programs. The documents were classified based on their relevance to the evaluation, and then analysed using the rubric to develop an initial understanding of performance, and to identify gaps in evidence for each of the programs and appropriate strategies for addressing these gaps.

2.3 INTERVIEWS WITH EPA STAKEHOLDERS

The desktop review activity was supplemented with primary research through individual and group interviews with LPU team members and EPA executives. The interviews were delivered in a two-stage format, with a set of questions delivered prior to the interview as a survey to which interviewees could provide written responses at their convenience, followed by a

supplemental telephone/ video interview of half an hour in length to explore topics and responses in more detail.

The interviews examined existing evidence, gaps in available evidence and how these might be best addressed, and to identify relevant targets and metrics for post-2021 activities. A full list of the interviewees and interview questions is provided at Appendix 8.

2.4 INTERVIEWS WITH EXTERNAL STAKEHOLDERS

For the interim evaluation, interviews were completed with eight external stakeholders, representing a mix of groups including local councils, regional groups of councils, NSW Government agencies, non-profits and community groups. These were delivered as half-hour phone interviews to discuss the nature of their interactions with the EPA, the impacts of the Litter Prevention Program on their work and activities, and considerations around future program design and activities. A full list of the interviewees and interview questions is provided at Appendix 8.

2.5 PARTNERSHIP SURVEY

A partnership survey was designed and distributed to a list of external stakeholders identified as having prior interactions with the EPA as part of the Litter Prevention Program, including campaign activities, grants, research and training.

The survey gathered information on external views of the EPA's performance in relation to achieving outcomes, the capability of the EPA to adapt and innovate in relation to programs, and the overall alignment of programs with Litter Prevention Strategy pillars. The survey also investigated the current and desired levels of collaboration between stakeholders and other groups, and whether EPA programs are expected to align with future planned activities of stakeholders. Respondents were also invited to suggest possibilities for future EPA activities to support litter prevention.

In total, 67 completed responses and 10 partially completed responses were received from a list of 268 contacts. This represents a response rate of 29% which is above the rate normally expected for this type of survey. The survey instrument is provided at Appendix 9.

3. OVERALL FINDINGS

This section of the report provides an analysis of the available evidence against the rubric tool. It is designed to focus on broadly understanding the following key evaluation questions:

- How well did programs perform in regard to the pillars of the Strategy?
- How effectively were pillars integrated into the broader Strategy?
- How effectively was the program integrated into wider, relevant government programs?

For the evaluation, every attempt was made to obtain relevant information to support a score against the rubric.

The rubric scale is also conservative in nature; top level scores are rare and correspond to leading/exemplary practice, while a rating of “fully realised” represents a substantially complete fulfilment of objectives.

Figure 4 provides a summary of performance against the rubric tool at a high level for the entire litter prevention program based on evidence provided so far. The table shows that across two of the four areas the program has fully realised its objectives – activities have been aligned with strategic pillars and have led to positive outcomes, something demonstrated through evaluations of programs as well as through the substantial achievement of program objectives. In other areas, “making progress” was provided; while there has been substantial work done in this area in most programs with evidence of success, there are some opportunities for improvement within a plurality of programs. Note that specific detail for program areas is provided in Section 4. A comprehensive rubric covering all dimensions and programs is provided at Appendix 6.

FIGURE 4. RUBRIC SCORE SUMMARY



3.1 COVERAGE OF AVAILABLE EVIDENCE

To better understand the assessment of evidence against the rubric tool, it is important to understand the level of evidence available in relation to each of the programs being assessed. Table 2 provides an overview of each of the program areas and an assessment of the level of evidence available for each area.

TABLE 2. RUBRIC EVIDENCE AND GAP ANALYSIS

Program area	Missing	Limited	Moderate	Strong	Notes
Tosser campaigns				✓	Market research reports and campaign plans have been provided
Enforcement			✓		There is some data on enforcement activities and outcomes, but with some small gaps in detail on specific enforcement campaign activities
Litter prevention grants				✓	Strong evidence from case studies of grants and outcomes
Sponsorships, partnerships and awards				✓	The partnership assessment was completed, and data provided on partnerships and sponsorships
Return and Earn				✓	The Return and Earn program team has provided input on the program, including a completed evaluation report and market research
M&E activities				✓	Program evaluations have been provided for most programs, along with interim research; other monitoring data has been provided

3.2 MEETING OF OBJECTIVES

Ahead of analysis against the rubric, consideration was given to whether the Litter Prevention Program had achieved the objectives set out as part of its current strategy. Table 3 provides an assessment of each of the objectives, relevant indicators and targets, and whether these have been achieved as of May 2021.

TABLE 3. RUBRIC EVIDENCE AND GAP ANALYSIS

Objective	Indicator	Target	Achieved
Reduced litter volume in NSW	Litter volume per 1000m ² – National Litter index	40% reduction	✓
Increase in reporters registered to Report to EPA	Number of individuals registered to report	10% increase annually	✓
Increase in number of littering from vehicle reports received by EPA	Number of littering from vehicle reports received by EPA	12,000 every year	✓
Increase in belief that you will be seen and fined	Number of people that feel it is likely or somewhat likely that they will be seen and fined for littering	40% by 2021	✗
Maintain support for Tosser campaign and its messages	Number of people that approve the Tosser message	92%	✓
Achieve average 60% litter reduction across funded EPA litter prevention grants	60% litter reduction in identified hotspots compared to pre-project baseline, as measured through the Local Litter Check	60% average reduction	✓
Increase number of new councils and community groups funded by EPA	Number of new groups/councils applying for funding compared to previous round	New grantees in each round	✓
Maintain disapproval of littering in community	Number of people that believe littering is socially unacceptable/wrong	90%	✓

The table shows that for all but one indicator— increase in belief that a person will be seen and fined—the targets have been achieved. For the remaining indicator, analysis of market research data from the Tosser campaign indicates that it is unlikely that this target will be met. The most recent available data from Phase 8 of the campaign indicated that the percentage of people with this belief was 34%².

As noted in the previous report, closer analysis of this figure shows a disparity between litterers and non-litterers; the most recent data show 41% of litterers believed that a person would be seen and fined, close to the target, while only 29% of non-litterers held this belief. This disparity presents an important consideration for both the evaluation for the target, and for future strategic activity.

3.3 ALIGNMENT WITH PILLARS

The first area of the rubric considers whether activities delivered as part of the Litter Prevention program were aligned with the pillars of the litter prevention strategy. A summary of the assessment of the evidence against each of the dimensions in this area is provided in Figure 5 and Figure 6. Overall, there is good evidence of alignment with the pillars. While some programs have shown some evidence in relation to delivering enforcement and in rewarding behaviour, the scope and impact of these activities has been limited when considered across all programs (noting that that for Return and Earn, this has been delivered well). Monitoring and evaluation program results obscure the positive performance of evaluation reports, along with issues observed for the National Litter Index as a monitoring metric. Specific detail on this is provided in Section 4.7.

² DBAT Phase 8 Mid-campaign report, 6 July 2021

FIGURE 5. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS

Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
Fully realised	Fully realised	Fully realised	Making progress	Making progress	Fully realised

FIGURE 6. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS (DETAILED)

	Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
Tosser campaigns	Fully realised	Fully realised				Fully realised
Enforcement	Making progress	Fully realised		Making progress		Making progress
Litter prevention grants	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised
Partnerships and collaborations & Sponsorships and awards	Fully realised	Fully realised	Fully realised	Making progress	Making progress	Fully realised
Return and Earn	Fully realised	Fully realised	Fully realised		Fully realised	Fully realised
M&E	Fully realised	Making progress	Making progress			Fully realised

3.3.1 IMPROVEMENT OF EDUCATION AND AWARENESS

The first pillar considered under the rubric is the improvement of education and awareness amongst stakeholders. In this area, the available evidence demonstrates that activities have made a substantial contribution to improving education and awareness with only minor gaps or flaws.

The primary evidence which demonstrates success in this dimension comes from the body of work completed around the Tosser campaign (including the Report a Tosser campaign), which has across the lifetime of the program shown a high rate of recall of messages (and increases in recall over time), and strong cut through in a crowded marketplace. There have also been positive results observed in grants programs as evidenced by case studies of grant program outcomes, which show that education and awareness materials from the Tosser campaign has been integrated as part of activities and engagement to produce a consistent message across different grant activities. For evaluations, while evaluation activities such as the Local Litter Check have successfully contributed to improving education and awareness, there are opportunities to further leverage large scale trend data in the National Litter Index and Key Littered Items study to drive public awareness around littering and its impacts.

3.3.2 DEVELOPING LITTER PREVENTION INFRASTRUCTURE

Overall, the program fully realised this dimension, in light of evidence from grant outcomes for the Council and LRIP grant programs. Moreover, the Cigarette Butt Litter Prevention Trial and Cigarette Butt Grants program demonstrate leading practices in testing, assessing and delivering the kinds of infrastructural interventions that can reduce littering of this item. Evidence from Return and Earn also shows positive results in terms of infrastructure development and its contribution to reducing litter.

Nonetheless, there remain opportunities for further enhancement. One LPU interviewee noted that while there has been strong investment in this area, there is a gap in terms of both the mapping of what infrastructure is out there (including stormwater and trap infrastructure), and the maintenance of existing infrastructure. This presents a future opportunity in this area:

"It's out there, but not being used effectively."

– LPU Interviewee

3.3.3 DELIVERING ENFORCEMENT ACTIVITIES

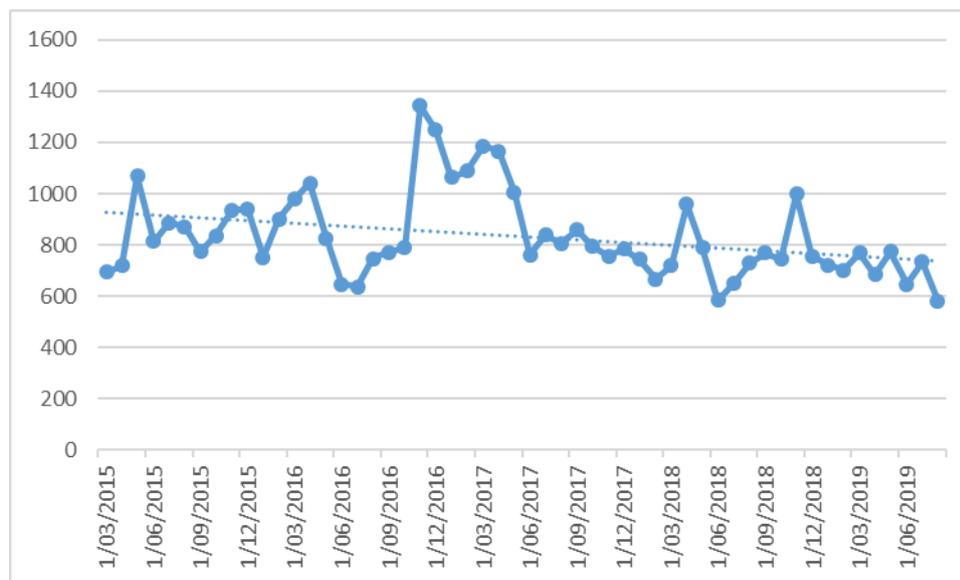
The primary sources of evidence about outcomes on this dimension related to summaries of enforcement activities. The customer journey mapping for reporting to the EPA also provided strong evidence of the reporting process. However, direct evidence on the enforcement activities themselves was limited to raw data on reports, users and fines from vehicles.

As of 2020, there have been more than 50,000 new Report to EPA community litter reporters, 66,000 litter reports and 44,000 litter fines issued. While these figures are positive, research with stakeholders on the reporting process found that substantial improvements were needed to the reporter registration and reporting process. As a result, the LPU has implemented recommendations and improved the reporting process and systems.

Moreover, evidence from market research reports found that perceptions around enforcement, especially among litterers, indicates that people do not believe that it is likely that they will be caught for littering in most situations. This is correlated in the available data on fines (for litter from vehicles only), which shows a downward trend in the number of fines over time (Figure 7), though this effect can also be attributable to the general downward trend in littering as seen in the National Litter Index figures, and a reduction in roadside littering of 40%.

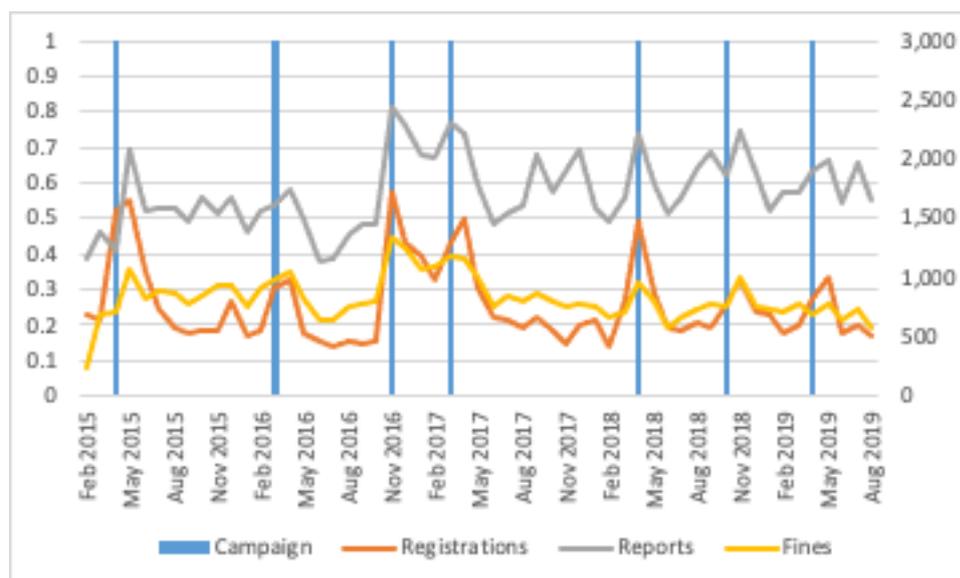
There is a correlation between campaign activities and registrations for the program. Figure 8 presents data on registrations, reports and fines for the Report a Tosser app between 2015 and 2019. Campaign commencements are marked as blue lines. We can see that campaigns tend to correspond with spikes in registrations as well as fines, demonstrating that the Tosser campaign has an impact on enforcement activities.

FIGURE 7. FINES FOR LITTER FROM VEHICLES, MARCH 2015 TO AUGUST 2019



Source: EPA, Fines issued from a vehicle, all sources

FIGURE 8. MONTHLY REGISTRATIONS, REPORTS AND FINES, FEB 2015 – AUG 2019



Source: EPA, Fines issued from a vehicle, all sources

3.3.4 REWARDING RESPONSIBLE BEHAVIOUR

In terms of rewarding responsible behaviour, the Litter Prevention Program has made progress in this area. The Return and Earn Scheme has demonstrated positive results in terms of using a reward system to reduce littering of drink containers.

Both interviewees and documentary evidence noted that this scheme could benefit from stronger integration with other litter prevention programs.

The evidence available from grants awards schemes shows positive results in terms of delivering rewards for responsible and proactive behaviour in litter prevention, though it is not fully clear whether these awards drive or can sustain responsible behaviour in the community.

3.3.5 EVALUATION AND MONITORING OF OUTCOMES

The evaluation and monitoring of outcomes of programs is an area where the Litter Prevention Program has performed strongly, fully realising its objectives in nearly all programs. Programs have evaluations that have been delivered over the lifetime of the program, with further evaluations being planned for activities yet to be completed.

There are some areas where there are opportunities for improvement in usability of tools, and in aggregate measures of litter, though the lack of these improvements has not been detrimental to the delivery of evaluation and monitoring.

Of note is the strong use of research and testing to drive program development and improvement, and the responsiveness to evaluation findings. This was seen across the Litter Prevention Unit, along with the integration of findings into program improvements. A recent example of this was the changes made to Round 6 of the Community Litter Grants program based on input from a formative evaluation of Round 5 of the program.

3.4 QUALITY OF DELIVERY

This section of the report considers whether the delivery of activities have been supported by high quality inputs in the form of processes, tools and communication that support the goals of the strategy. A summary of the assessment of the evidence against each of the dimensions in this area is provided in Figure 9 and Figure 10. Overall, a rating of making progress has been given because of variability across some programs in quality of delivery. For some programs, such as the Tosser campaign, there is strong evidence of sound processes in place. For grant programs, quality has improved over time as the Litter Prevention Unit has updated and adapted programs in response to feedback and broader trends. The Return and Earn program has demonstrated high quality program delivery across all dimensions.

FIGURE 9. RUBRIC SCORECARD, QUALITY OF DELIVERY



FIGURE 10. RUBRIC SCORECARD, QUALITY OF DELIVERY (DETAILED)

	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach
Tosser campaigns	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised
Enforcement	Making progress	Making progress	Making progress	Making progress	Making progress	Making progress
Litter prevention grants	Fully realised	Making progress	Making progress	Making progress	Fully realised	Making progress
Partnerships and collaborations & Sponsorships and awards	Fully realised	Making progress	Fully realised	Fully realised	Fully realised	Fully realised
Return and Earn	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised
M&E	Making progress	Fully realised	Making progress	Making progress	Making progress	Making progress

3.4.1 EFFECTIVENESS AND EFFICIENCY OF PROCESSES

In this area, progress has been made over time and continues to improve. The strongest evidence of effective and efficient processes was seen for the Tosser general campaign and the most recent rounds of the Community Litter Grants programs, which demonstrated sound approaches to the design and delivery of activities, including engagement with external stakeholders including the Peer Review process for advertising, creative agencies, and external organisations supporting grant processes. In particular, the use of a comprehensive cost-benefit analysis framework for the assessment of Phase 7 of the Tosser campaign demonstrated a best-practice approach to understanding and optimising delivery. That said, earlier rounds of the Community Litter Grants program saw deficiencies in delivery which stemmed from the arms-length method of operation of the program. The decision to reintegrate the program into the EPA stemmed in part from these issues, and subsequent rounds have seen significant improvements in this area.

3.4.2 EFFECTIVENESS AND EFFICIENCY OF TOOLS

For this evaluation, tools represent the combination of external-facing resources that support stakeholders in delivering activities, along with internal systems used to administer and monitor the program. The strongest evidence around tools was seen for external tools supporting the Tosser and Grants programs, as well as documentation on awards. The development of a litter library as a central resource for communities and grantees to access marketing materials and information supports a consistent message across grant programs. Over the lifetime of the program, key tools such as the Local Litter Check have been digitised, enabling improved access and centralised data collection.

In other areas, progress is being made, though not without opportunities for improvement. Undertaking Customer Journey Mapping of reporting identified issues with the reporting tools being used by the public. These issues are thought to have negatively impacted on reporting outcomes. Improvements have been made to the tools as a result, the quality of

which has resulted in a Good Design Award. On the back end, the data provided from systems on reporting and fine outcomes has been limited in nature and did not provide much context. This limits the utility of the reporting tools to drive decision making and efficient program delivery. It is understood that this may be a function of the way in which the report was generated, rather than a lack of collected contextual data itself.

Opportunities have already been identified, and are being delivered through the revision of the evaluation framework, to improve future processes around grant application and reporting, particularly in relation to forms and data collection. The transition to the SmartyGrants platform in 2021 has been an opportunity to put these improvements in place, along with the adoption of an information system through the data framework, and the development of dashboards to enable real-time monitoring of program delivery and outcomes.

The Litter Prevention Unit have also identified opportunities to improve stakeholder engagement and are rolling out tools to support internal management of their engagement activities.

3.4.3 EFFECTIVENESS AND EFFICIENCY OF COMMUNICATIONS MATERIALS

The program has performed well in terms of the effectiveness and efficiency of communications materials, based on the evidence provided so far. The largest source of evidence has come from the Tosser campaign materials and high rates of awareness and recall from the public for the campaign and its messages. Reports by the NSW Litter Congress and Tidy Towns Report demonstrate strong communications with stakeholders. Early analysis of the latest round of the Community Litter Grants program also shows evidence of positive and proactive engagement with stakeholders by the EPA, which has improved the application quality. Quarterly newsletters from the unit have also provided a touchpoint with stakeholders around news and programs being delivered. However, the communication of the full range grants programs, along with reporting mechanisms, could be further improved. Furthermore, an integrated communications plan across the portfolio can enable coordination of activities and messaging, driving efficiency and effectiveness.

3.4.4 SUPPORT OF STAKEHOLDER NEEDS

This dimension of the rubric produced mixed results from different programs, based on the evidence provided, though in the most recent years of the program support for stakeholder needs has been an area of focus which has produced consistently positive results. Evidence on reporting and enforcement activities showed positive results, along with feedback from the Litter Congresses on the quality of information provided and the depth of engagement. The Tosser campaign also demonstrated a consideration and adaptation of messaging to different audiences (including CALD audiences) through their testing, feedback and market research processes.

For Community Litter Grants, early rounds of the program showed evidence that stakeholder needs were not being fully considered or met, particularly with regard to supporting them through the grant and acquittal process. The Muller Report on Rounds 1-4 notes:

“Relatively high rates of non-completion and non-acquittal of CLG projects suggests that volunteer-based community sector projects face challenges to complete paper-work in a budget-cycle driven time-frame, and their ‘get things done ourselves’ nature is often not well suited to administratively burdensome controls around the expenditure of public funds.”

For Rounds 5 and 6 significant changes have been made to improve engagement with stakeholders and to support reporting processes. The Own It and Act framework has better enabled stakeholders to understand their capacity to support litter prevention, and to identify ways in which they can improve delivery. Moreover, the Litter Prevention Unit has adopted co-design processes to support grant program design, working proactively to understand areas of demand and how investment can be best directed.

3.4.5 BUILDING STAKEHOLDER CAPACITY AND REACH

There was limited evidence in relation to this dimension for many of the programs, though noting that for some programs this is not necessarily a priority.

Grants are the critical area where the EPA has focused its efforts to build capacity, through working with applicants, running webinars, and developing clear guidelines that encourage high quality activity delivery. The Own It and Act Framework is a strong example of actively working with stakeholders to build their capacity. Grants programs demonstrated strong reach, with community grants reaching 69 organisations across 45 council areas. Council and LRIP grants reached 130 of the 132 LGAs in the state, with 63% of this investment being made in regional NSW.

Strong evidence of success in this dimension was observed for the NSW Litter Congress reports, which saw positive feedback from stakeholders in terms of improving skills and capacity:

“The Congress provides an outstanding opportunity for managers and influencers to network, share initiatives and ideas but more importantly to be challenged, supported, encouraged and empowered in the war on waste.”

- Attendee, 2018 Congress

There were also positive results for the Tosser enforcement campaign, in terms of improving awareness of how to report littering. Interviews with councils and other government stakeholders has also indicated a positive contribution of the Litter Prevention Program in this area.

3.5 ADAPTATION AND INNOVATION

This area of the rubric considers the extent to which adaptation, innovation and sustainability have been integrated in the delivery of the Litter Prevention Program and its strategies. It also considers the extent to which programs are integrated with and contribute to other programs, both within the Litter Prevention Program as well as to programs delivered by other NSW Government departments, local and federal government agencies, and

community groups and businesses. Based on the evidence provided so far, there is positive evidence of innovation and adaptation over the lifetime of the program, though this varies by program area. In the most recent years of operation there appears to have been a greater focus not only on identifying and incorporating improvements to the program, but consideration of the roles that the program plays in relation to evolving policy priorities, such as plastics, marine litter and the circular economy. Partnerships and awards, and monitoring and evaluation have been particularly strong in this area. A summary of the scorecard is provided in Figure 11 and Figure 12.

FIGURE 11. RUBRIC SCORECARD, ADAPTATION AND INNOVATION

Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
Making progress	Making progress	Making progress	Making progress

FIGURE 12. RUBRIC SCORECARD, ADAPTATION AND INNOVATION (DETAILED)

	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
Tosser campaigns	Fully realised	Fully realised	Fully realised	Fully realised
Enforcement	Making progress	Fully realised	Making progress	Fully realised
Litter prevention grants	Making progress	Making progress	Making progress	Making progress
Partnerships and collaborations & Sponsorships and awards	Fully realised	Fully realised	Fully realised	Fully realised
Return and Earn	Fully realised	Fully realised	Fully realised	Beginning but limited
M&E	Fully realised	Fully realised	Fully realised	Fully realised

3.5.1 ALLOWING FOR ADAPTATION AND INNOVATION IN ACTIVITIES

There is evidence of adaptation and innovation in activities. The strongest evidence came from the Tosser campaign, which saw examples of research and testing of concepts to better understand how to target and optimise messaging for groups. Similarly, the Cigarette Butt

Litter Prevention Trial demonstrated the testing of multiple innovative approaches to reduce littering. There is also evidence of adaptation in the Litter Grants programs through the addition of the “Own it and Act” approach to facilitating partnerships and long-term sustainability. Recent rounds of the Community Litter Grants programs have also seen adaptation to new activities that can support litter prevention, ranging from waterway management, to microplastics, to engagement with the tourism industry. Awards programs have demonstrated an ability to broadly adapt and incorporate changing community priorities and new activities to tackle litter prevention.

3.5.2 CONSIDERATION OF LONG-TERM SUSTAINABILITY

There is evidence of the consideration of long-term sustainability in relation to activities, especially regarding more recent program activities. A key example of this was the Litter Partnership Strategy background report, which mapped out stakeholders and relationship priorities for the development and delivery of future plans. The Litter Prevention Unit were able to influence the shaping of the new waste strategy and the plastics plan using the information from program outcomes, and research and evaluation activities. This has led to the establishment of new litter targets, along with influencing policies on the phasing out of certain materials.

This was supported by documents that showed the team actively considering how to adapt and evolve program delivery beyond the lifetime of the strategy. A key example of this was the “Leading litter prevention beyond 2020” report commissioned by the EPA in 2018, and the facilitated panel at the NSW Litter Congress in the same year. This was designed to understand how the EPA could move to an “Own it and Act” framework for litter prevention. Evaluation and monitoring reports have also demonstrated a commitment to sustainability.

There are still opportunities to evolve and adapt the programs to meet considerations of long-term sustainability; changes in supply chains and consumer behaviour in a post-COVID world will inevitably require proactive consideration of the implications for littering.

3.5.3 INTEGRATION WITH OTHER PROGRAMS AND ACTIVITIES

There is good evidence of complementarity and integration between programs within the Litter Prevention Program. For grant programs, there is complementarity between the programs in addressing specific stakeholders and needs. There is also evidence of the use of materials and information from other programs in the delivery of programs, such as the incorporation of the Tosser campaign materials into the Litter Grants Program.

Multiple interviewees indicated that on a day-to-day basis, programs can be siloed from each other, and that while Tosser materials are used in other programs, information from other programs may not be fed back to the Tosser team to enable adaptation:

“[there’s] a lot of information and perspectives that happen completely separately to the rest of us... it would be useful to know more and to be able to contribute to it, it’s always had a problem connecting to local initiatives and with initiatives creating own messages.”

It's not always a comfortable fit, and there's a top-down imposition of rules. There needs to be a way to meet in the middle and focus on what messaging means in a local space."

- Interviewee

In addition, available evidence indicated that the Return and Earn program is separated from other activities within the Litter Prevention Program, in large part due to it being delivered by another group within the EPA. However, interviews with Return and Earn stakeholders indicated that the program team are using information from the Key Littered Items Study to inform the evolution of the Return and Earn program, and recent market research on the scheme has investigated the (successful) role that the program plays in litter prevention.

A further issue where there were opportunities for improvement was around the level of integration with other departments around areas such as awareness and enforcement, and with corporate and council activities. That said, the partnership survey did provide positive results for the capability of the EPA in this space as compared to other agencies and stakeholders.

One area where the Litter Prevention Program has actively sought to integrate with other programs is in the interjurisdictional space, where the LPU has worked with other states and territories to revise the National Litter Index approach to make it more robust and applicable. The new Australian Litter Measure is currently being developed as a result of activities in this space.

3.6 EFFECTIVENESS OF OUTCOMES

In terms of the outcomes of activities, the available evidence so far indicates that generally positive outcomes have been observed across programs, though evidence was not available on enforcement, infrastructure and clean-up activity outcomes (Figure 13, Figure 14). The body of market research data for the Tosser campaign has strongly demonstrated the impact on public attitudes over time. Case studies of grant outcomes have also provided strong evidence of the impacts of the Litter Prevention Program on communities.

FIGURE 13. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES

Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised

FIGURE 14. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES (DETAILED)

	Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
Tosser campaigns	Fully realised		Fully realised	Fully realised	Fully realised	Fully realised		
Enforcement	Making progress	Making progress				Making progress		Fully realised
Litter prevention grants	Fully realised	Fully realised	Fully realised			Fully realised	Fully realised	Fully realised
Partnerships and collaborations & Sponsorships and awards	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Making progress
Return and Earn	Fully realised	Fully realised			Fully realised		Fully realised	Fully realised
M&E	Fully realised	Fully realised				Fully realised	Fully realised	Making progress

3.6.1 COMMUNITY PARTICIPATION

Evidence from the grants programs, Return and Earn, awards programs, the reporting programs and the Tosser campaign data show strong levels of community participation over the delivery period of the Litter Prevention Program. Litter has and remains an important issue for the community at large, and this has been borne out in the substantial reduction in litter and the achievement of the Premier’s Priority target.

A standout example was the Report a Tosser program, where over 50,000 community members across the state have registered. Another strong example was the EPA-sponsored Tidy Towns program, which has encouraged innovative, engaging and localised approaches in communities to address littering.

3.6.2 IMPROVING ATTITUDES TOWARDS LITTERING

Market research data collected by the EPA over the course of the Litter Prevention Program has shown that attitudes have improved in relation to littering. The Tosser deep dive research piece found that the percentage of people who feel that litter is “extremely important” to them has increased over time.

Data also show that the percentage of people who feel that it is likely that they will be caught and fined for littering has increased from 17% in 2014 to 23% in 2019, though this also peaked at 32% in November 2018, suggesting a loss of campaign effectiveness or an external influence.

The percentage of people who self-report that they litter also increased from 32% to 41% over the same period, which is a concerning result. However, this does not determine whether the cause of this is more people littering or more people acknowledging or feeling comfortable to admit that they are littering, which can be seen as a first step in behavioural change.

3.6.3 MAKING LITTERING MORE SOCIALLY UNACCEPTABLE

Considering the social acceptability of littering within the community, market research data from the Tosser campaign indicate that the negative sentiment towards people who litter has fluctuated over time but appears to have increased slightly since 2014 from 88% to 89% in 2019.

3.6.4 IMPROVING COMMUNITY CONFIDENCE IN THEIR ABILITY TO AVOID LITTERING

The Tosser campaign market research discusses awareness of fines and of how to report. It has also measured the longitudinal impacts of the campaign on litterer behaviour and the community’s propensity to litter, with the 2019 follow-up study of respondents finding 83% of recontacted respondents who had previously self-reported as littering had not littered in the past three months. Campaign data from Phase 6 of the Tosser campaign found that 68% of respondents agreed that it influenced them to be less likely to litter, and that 80% felt it was effective in addressing litter prevention.

The Tidy Towns awardee summaries show that award winning activities, along with the recognition of their activities had improved community confidence. This was also seen for partnership activities, where the survey found that 89% of respondents agreed that this was the case.

Another area which indirectly addresses confidence comes from the Cigarette Litter Butts trial, which reported that the designation of smoking areas improved confidence in smokers that they were able to smoke in that area. The accompanying presence of available options for disposal may have contributed to improved confidence around avoiding littering.

3.6.5 IMPROVING LITTER ENFORCEMENT AND REPORTING

An assessment of results for litter enforcement and reporting shows that the numbers of reporters have cumulatively increased over the period of the program, though the number of new reporters per year is decreasing, suggesting saturation of the potential user base using the existing strategy. The EPA expects that improvements to the reporting platform should ensure that new users are engaged, and the change of reporting metric to numbers of reports per user demonstrates a shift to driving engagement with the platform.

In terms of enforcement, up to now over 44,000 litter fines have been issued, but an assessment of the numbers of fines issued for litter from vehicles over time indicates a downward trend in the number of fines per year.

The customer journey mapping exercise for the app indicated that many users found difficulties with using the reporting system, and this may be a driver in terms of the numbers of reporters, reports and fines issued. The EPA has since made changes to the system to improve the reporting experience.

Moreover, there is evidence to indicate a limited effect of enforcement as a strategy to address litter. Analysis by the Behavioural Insights Team found that infringement data and litter count data do not appear to correspond, nor are there clear patterns that would potentially indicate correlations with capacity building or campaign activities.

3.6.6 IMPROVING LITTER INFRASTRUCTURE

There is positive evidence around improvements in litter infrastructure, most of which comes from the Council Litter Prevention Grant and BWRP reports, but is also supported by the Tosser program, partnerships, grants and Return and Earn.

The BWRP and Council Litter Prevention Grants evaluation report provides strong evidence that these grants make a positive contribution to litter infrastructure, especially where they have been delivered as a result of an earlier litter prevention grant:

"BWRP investment in infrastructure upgrades across a region or local government area does reduce litter. Where these upgrades follow an infrastructure trial (funded by a Litter Prevention Grant), the BWRP investment ensures roll out in other locations (hotspots) across a council or region. BWRP funds should be considered as essential and complimentary [sic] to the Litter Prevention Grant process."

In cases where inappropriate infrastructure exists that has been allowing animal and windborne litter, investment in bin upgrades ensures an immediate and ongoing reduction in litter. BWRP funding has been essential in addressing this litter challenge on a broad scale and would not have been funded from the Litter Prevention Grant."

- Muller, "Assessment of Litter Grants", Final Report, October 2016

3.6.7 IMPROVING LITTER CLEAN-UP

Improvements in litter clean-up have been generally positive, though with scope for improvement. Alongside the overall result of reduced litter volumes as measured by the NLI, evidence from Community Litter Grants, and Return and Earn found indications that clean-up activities have improved as a result of EPA investment.

For Community Litter Grants, the Muller report on Rounds 1-4 notes that a key achievement of the program was the scale of litter reduction in projects that were completed (though noting that a high number of projects were not completed under these rounds). Other grant programs also demonstrated strong performance in improving litter clean-up.

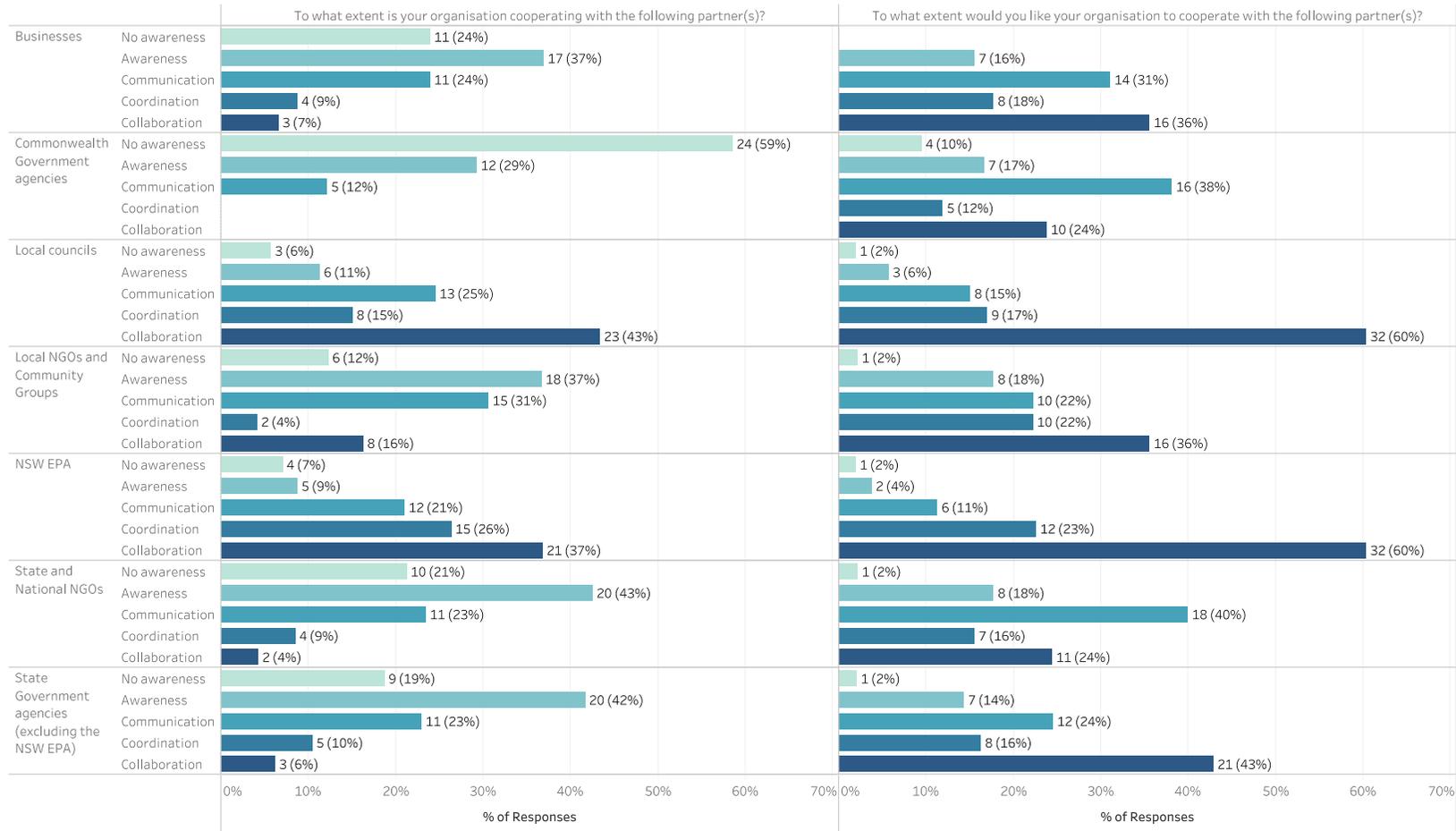
3.7 COLLABORATION BETWEEN ORGANISATIONS

The partnership survey of stakeholders who have worked with the Litter Prevention Unit as part of the program examined perceptions on the impact of program activities over time, as well as the level of collaboration between organisations and with the EPA. Figure 15 presents results from the survey for the actual and desired levels of collaboration for each stakeholder group. The definitions of each of the levels are:

- **No awareness:** We are not aware of approaches in these other organisations
- **Awareness:** We are aware of approaches in these other organisations, but organise our activities solely on the basis of our own objectives, materials and resources
- **Communication:** We are aware of approaches in these other organisations and actively share information (formally or informally) with these other organisations
- **Coordination:** In addition to communication, we work together by modifying planning and delivery to take into account methods, materials and timing in these other organisations
- **Collaboration:** In addition to coordination, we jointly plan and deliver key aspects of our work with these other organisations with the aim of an integrated approach.

The results show that 37% of organisations feel that they currently have a collaborative relationship with the EPA, though 60% would like to have such a relationship, indicating that the EPA can invest more in this area. However, the EPA is seen to be more collaborative than other stakeholders excepting Local Councils.

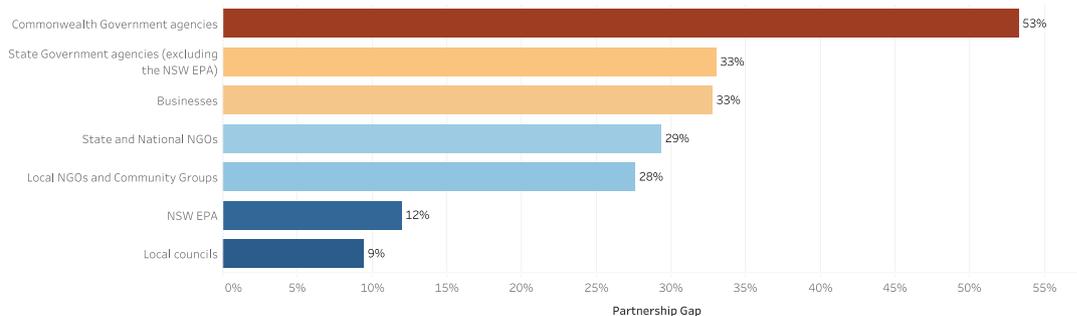
FIGURE 15. ACTUAL AND DESIRED LEVELS OF COLLABORATION BY STAKEHOLDER



Source: ARTD Partnership survey, 2021

Another element of the survey looked at the gap in present and desired levels of collaboration between stakeholder groups (Figure 16). Again, the EPA performs well, with an average gap of 12%. This is better than all groups excepting councils. Of note is the 53% gap between desired and actual collaboration between Commonwealth Government agencies and stakeholders, suggesting that work needs to be done in this area.

FIGURE 16. PARTNERSHIP GAP BY STAKEHOLDER TYPE

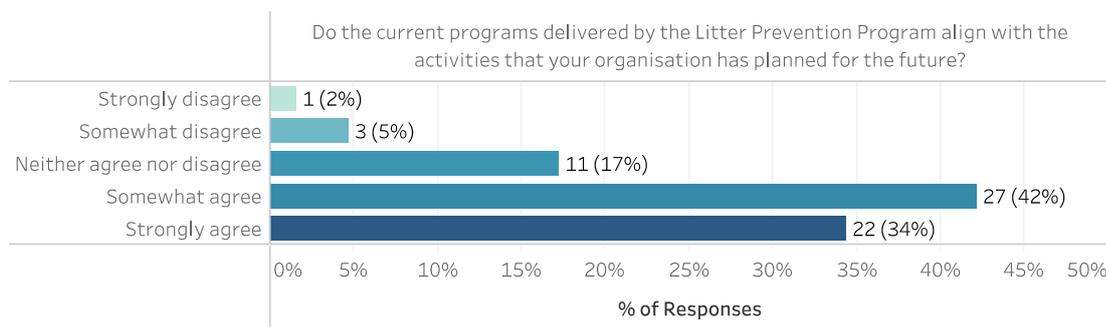


Source: ARTD Partnership survey, 2021

3.8 FUTURE ALIGNMENT

The partnership survey also examined whether the EPA’s current litter prevention programs align with the future priorities of organisations (Figure 17). A total of 76% of respondents agreed to some degree that programs aligned, and only 7% disagreed, the majority of which came from regional organisations of councils (ROCs).

FIGURE 17. ALIGNMENT OF EPA PROGRAMS WITH FUTURE ACTIVITIES



Source: ARTD Partnership survey, 2021

Analysis of comments from respondents around where future programs could be developed indicated some key areas for future development:

- a need to better integrate into circular economy initiatives, for example by reducing potential sources of litter from manufacturers and commercial outlets

- improved and more consistent training and powers for authorised officers
- a focus on marine litter (noting that this is already a priority for the unit).

4. FINDINGS BY PROGRAM AREA

4.1 OVERVIEW

The following section presents a more detailed breakdown of the rubric analysis by program area, across all rubric dimensions. Figure 18 presents a summary of these results. Most programs and areas are either fully realised or making progress, which is a positive result. Notably, positive outcomes have been substantially demonstrated for all but one area of delivery.

FIGURE 18. RUBRIC SCORECARD BY PROGRAM AREA

	Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Tosser campaigns	Fully realised	Fully realised	Fully realised	Fully realised
Enforcement	Making progress	Making progress	Making progress	Making progress
Litter prevention grants	Fully realised	Fully realised	Making progress	Fully realised
Partnerships and collaborations & Sponsorships and awards	Fully realised	Fully realised	Fully realised	Fully realised
Return and Earn	Fully realised	Fully realised	Fully realised	Fully realised
M&E	Fully realised	Making progress	Making progress	Fully realised

4.2 TOSSER CAMPAIGNS

The Tosser campaigns represent the primary general marketing and communications activities of the Litter Prevention Strategy, incorporating the “Don’t Be a Tosser!” multi-channel campaigns aimed at raising awareness and changing attitudes in relation to littering. The Campaign began in 2014 with Hey Tosser, then evolved to Don’t be a Tosser to address evolving community attitudes and behaviours.

The assessment of the Tosser campaigns and their elements are provided in Figure 19. The Tosser campaign has fully realised its objectives, and represents an example of a strong and memorable campaign that has evolved its message over time to adapt to changing attitudes.

FIGURE 19. RUBRIC SCORECARD, TOSSER PROGRAMS

		Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Tosser campaigns	Tosser campaign	Fully realised	Fully realised	Fully realised	Fully realised

4.2.1 AVAILABLE EVIDENCE

The primary sources of evidence for assessment of this area were documents relating to campaign design and outcomes for the Tosser campaign. This was supplemented by data from case studies of grants along with interviews with stakeholders (Table 4).

TABLE 4. RUBRIC EVIDENCE

Evidence Type	Evidence Name
Documents	Campaign objectives for 2019 2020 KPIS recommendation v2
	DBAT Deep Dive Review
	DBAT Evaluation Effect Report
	DBAT Evaluation Framework
	DBAT FY1819 V5 - Plan
	DBAT P6-2 Post Campaign Evaluation
	DBAT PCR 2019
	DBAT Phase 6 Final
	Don't be a Tosser Partnership History
	OMD Communications Brief DBAT Phase 8
	Repeat Campaign Advertising Submission
	Understanding change in litter behaviour post-exposure
Interviews	Interviews

4.2.2 ALIGNMENT WITH PILLARS

Overall, the Tosser campaigns show substantial alignment across relevant pillars (Figure 20).

FIGURE 20. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS

		Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
Tosser campaigns	Tosser campaign	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised

IMPROVEMENT OF EDUCATION AND AWARENESS

Improvement in education and awareness is the primary focus of the general Tosser campaign, and campaign reports on both the reach and the impact of campaign messaging shows that there have been improvements in the knowledge and awareness of litter issues that can be attributed to the campaign. A reinforcement of the campaign to driving education, awareness and action also been demonstrated through the evolution of the campaign over time from the original "Hey Tosser" message to the "Don't Be a Tosser", Report a Tosser, and most recently the marine litter campaign which draws attention to the impacts of litter on waterways. This evolution is further discussed in Appendix 3.

DEVELOPING LITTER PREVENTION INFRASTRUCTURE

The development of litter prevention infrastructure was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

DELIVERING ENFORCEMENT ACTIVITIES

Enforcement was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension. However, the Report a Tosser campaign and associated reporting mechanisms are covered in the Enforcement programs (Section 4.3).

REWARDING RESPONSIBLE BEHAVIOUR

The rewarding of responsible behaviour was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

EVALUATION AND MONITORING OF OUTCOMES

The evaluation and monitoring of outcomes is another area in which the Tosser campaign activities have performed strongly, with findings being integrated into program activities. As a media campaign, the general Tosser campaign has had sound reporting on the activities completed as well as a body of market research on outcomes and impacts on the general population. Of particular note is the work completed by IPG Mediabrand, which explored

the attitudes of different types of litterers as well as the types of litter generated. Moreover, there is evidence from the campaign monitoring reports that campaign materials have been updated and changed in response to findings from this research and from other research activities such as the Key Littered Items study.

4.2.3 QUALITY OF DELIVERY

The general Tosser campaign has demonstrated effective and high-quality support for the goals of the Litter Prevention Strategy through its processes, tools, communications activities, and development of stakeholder capacity (Figure 21).

FIGURE 21. RUBRIC SCORECARD, QUALITY OF DELIVERY

		Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach
Tosser campaigns	Tosser campaign	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised

EFFECTIVENESS AND EFFICIENCY OF PROCESSES

For the Tosser general campaign, evidence from supplied planning documentation demonstrated an adherence to best practices in the development, testing and rollout of campaign materials.

EFFECTIVENESS AND EFFICIENCY OF TOOLS

A similar pattern is observed for the effectiveness and efficiency of tools. For the Tosser general campaign, planning documentation showed best practices in the development, testing and rollout of campaign materials, particularly in having multiple channels and forms that could be integrated into other activities such as grant activities. The litter library is also an example of high-quality tool development and as an accessible and consistent means of accessing campaign materials for use in projects and activities. Further tools have been developed including a dedicated microsite to support the new marine litter elements of the campaign.

EFFECTIVENESS AND EFFICIENCY OF COMMUNICATIONS MATERIALS

For the Tosser campaign, the communications materials have been a generally strong point. Reports on campaign awareness showed strong recall and reach, and the consistency of the message over time has firmly established it as not only the flagship campaign for the EPA, but also one of the most prominent NSW Government campaigns. Other government agency representatives did note that there are further opportunities for the materials to be

distributed and effective across different domains through targeted partnerships that leverage joint values.

SUPPORT OF STAKEHOLDER NEEDS

In this area, programs were generally making progress, in that performance was reasonable but with some key gaps. From a community perspective, the Don't Be a Tosser Deep Dive evaluation found sustained levels of support for the issue of litter over the lifetime of the campaign and increases in the proportion who saw litter as an extremely important issue. However, interviews with other government agencies found that there were opportunities for the EPA to provide greater support and to consider how messaging can be aligned strategically with existing brand identities of partner agencies – a possible way to do this may be to replicate the litter library resources in a way that can be adopted by other agencies.

There were also some concerns from councils around the appropriateness and localisation of message for certain stakeholders, particularly Aboriginal and CALD stakeholders:

“Hey Tosser’ is offensive to the indigenous population. This region has 11% of the population that identify as Aboriginal or Torres Strait Islander. The program should be inclusive to all people.”

- Local Council partnership survey respondent

However, Tosser campaigns have evolved over time and have actively attempted to address this through the development of localised material which incorporates culturally appropriate messaging. The ongoing development of this material presents an opportunity to work with communities to ensure that messaging resonates with them while remaining consistent with the overall brand message, and to ensure that the right collateral is in the hands of the communities to use it.

BUILDING STAKEHOLDER CAPACITY AND REACH

The general Tosser campaign is seen to fully realise building stakeholder capacity and reach, especially for community groups and local councils through the provision of materials, the litter library, and a consistent campaign message as part of grantee activities.

4.2.4 ADAPTATION AND INNOVATION

In the area of adaptation and innovation (Figure 22), we can see that the Tosser campaign is fully realised across all dimensions.

FIGURE 22. RUBRIC SCORECARD, ADAPTATION AND INNOVATION

		Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
Tosser campaigns	Tosser campaign	Fully realised	Fully realised	Fully realised	Fully realised

ALLOWING FOR ADAPTATION AND INNOVATION IN ACTIVITIES

The Tosser campaign has fully considered and implemented opportunities to innovate. This is evidenced by the revision of the messaging over the lifetime of the campaign to better address audiences (e.g. changing from “Hey Tosser” to “Don’t be a Tosser” to place the focus of the behaviour on the individual and the introduction of the “If it’s not in the bin, it’s on you” messaging), and emergent policy priorities such as marine litter. The program has also adapted messaging for CALD and Aboriginal communities.

CONSIDERATION OF LONG-TERM SUSTAINABILITY

As noted above, the Tosser campaign has considered how to sustain its messaging over time, in relation to addressing priority areas such as marine environments, as well as ensuring that the messaging remains relevant to audiences. This is supported by the evaluation activities for campaigns, which explicitly consider how well the message resonates with audiences over time and impacts on attitudes and behaviours.

INTEGRATION WITH OTHER PROGRAMS AND ACTIVITIES

The Tosser campaign has demonstrated strong integration with other programs and activities. As the flagship campaign for the Litter Prevention Strategy, it has been central to driving enforcement and has been a key part of grants programs. Multiple case studies of grants to councils acknowledged the use of campaign materials as part of activities, and interviewees noted the value of having a unified message with broad reach. It is noted that there appears to be little crossover with the Return and Earn scheme though.

4.2.5 EFFECTIVENESS OF OUTCOMES

Figure 23 shows the ratings for the Tosser program in terms of effectiveness of outcomes. The campaign has clearly demonstrated positive outcomes in their key areas of activity, along with positive outcomes in secondary areas. It is important to note that for the Tosser program, not all outcomes are expected to be addressed (such as infrastructure and clean-up) as these are not direct priorities (though Tosser materials can be integrated into other programs that deliver infrastructure).

FIGURE 23. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES

		Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
Tosser campaigns	Tosser campaign	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	N/A	N/A

COMMUNITY PARTICIPATION

Community participation was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING ATTITUDES TOWARDS LITTERING

The general Tosser campaign has fully realised this objective, with data from deep-dive market research on the campaign showing that it has raised the importance of litter as an issue amongst the general public. The most improvement in this area was seen with the initial campaign, while subsequent campaigns have sustained the importance of the issue (and increased the number of people who see it as “extremely important”).

MAKING LITTERING MORE SOCIALLY UNACCEPTABLE

The same can be said for making littering more socially unacceptable, in that the Tosser campaign has increased the social unacceptability of littering along with the awareness that littering is seen as socially unacceptable. For example, 2018 post campaign evaluations showed increases in negative sentiment towards people who litter, along with increased recall of messaging in relation to the acceptability of littering.

IMPROVING COMMUNITY CONFIDENCE IN THEIR ABILITY TO AVOID LITTERING

The Tosser campaign has also increased community confidence in their ability to avoid, reduce and prevent littering. Campaign data from Phase 6 of the Tosser campaign found that 68% of respondents agreed that it influenced them to be less likely to litter, and that 80% felt that the campaign was effective in addressing litter prevention, suggesting that the community believes the campaign supports the public to avoid littering behaviours.

IMPROVING LITTER ENFORCEMENT AND REPORTING

The Report a Tosser campaign has clearly demonstrated that it drives both litter enforcement and reporting, through the data linking campaign activities with reporting activities (Figure 26). The Litter from Vehicles reporting tool has enabled reporting to take place, though there are opportunities to make the process more efficient and further improve litter reporting activities.

IMPROVING LITTER INFRASTRUCTURE

The improvement of litter infrastructure was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING LITTER CLEAN-UP

The improvement of litter clean-up was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

4.3 ENFORCEMENT

On the ground enforcement relates to on-ground enforcement delivered through the building of capacity of enforcement officers and campaigns to enforce litter prevention (separate from the Report a Tosser campaign), and the “Report a Tosser” campaign with an associated reporting mechanism for reporting litter from vehicles to the EPA. Generally, alignment with strategy pillars has been achieved to some degree (Figure 24). Concerningly, outcomes of enforcement activities were found to be limited, with a high degree of non-compliance with fines and difficulties in delivering enforcement despite strong efforts by the EPA to build the capacity of on-ground enforcement officers. Research on the subject also indicates that there are significant barriers and questions around the role of enforcement, especially when delivered as a standalone strategy.

The “Report a Tosser” enforcement activities had some gaps in delivery over their lifetime, particularly around supporting reporters of litter from vehicles. However, these gaps have been actively addressed by the LPU as part of their activities, through engagement with users to understand needs and experiences, and by evolving reporting platforms to improve user experience.

FIGURE 24. RUBRIC SCORECARD, ENFORCEMENT

		Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Enforcement	Litter from vehicles report to EPA	Making progress	Beginning but limited	Making progress	Fully realised
	On ground enforcement: Capacity building	Making progress	Fully realised	Fully realised	Making progress
	On ground enforcement: Enforcement campaigns	Making progress	Fully realised	Making progress	Making progress
	Report a Tosser campaign	Making progress	Making progress	Fully realised	Fully realised

4.3.1 AVAILABLE EVIDENCE

Data on enforcement outcomes and research on enforcement are provided in Table 5. Documents available for analysis included outputs data and research studies, along with data on the numbers of registered reporters, and a customer journey mapping exercise on the reporting process. Interviews and surveys did not directly address this area, and where enforcement was discussed it was often in the context of the adjacent policy area of waste dumping.

TABLE 5. RUBRIC EVIDENCE

Evidence Type	Evidence Name
Documents	CouncilGrantsCaseStudies.pdf
	Customer Journey Mapping of reporting to EPA
	EPA LMS
	Fines Issued from a vehicle
	Litter Grants Outputs and Outcomes_SLS WORKINGS
	Newsletters
	OMD Communications Brief DBAT Phase 8
	Report - Litter Enforcement data analysis
	Report a Tosser award email
	Report a Tosser Communication Toolkit
	Reporter data
	Summary of Litter Enforcement training course data
	The Role of enforcement in litter prevention

4.3.2 ALIGNMENT WITH PILLARS

In terms of alignment with pillars (Figure 25), activities have made a tangible contribution to delivering enforcement activities, but research notes that there are opportunities for improvement in delivery. Other pillars were not addressed, and evidence is required to understand the level of evaluation of capacity building and campaign activities.

FIGURE 25. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS

		Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
Enforcement	Litter from vehicles report to EPA	Making progress	N/A	N/A	Beginning but limited	N/A	Fully realised
	On ground enforcement: Capacity building	Making progress	N/A	N/A	Making progress	N/A	Fully realised
	On ground enforcement: Enforcement campaigns	Making progress	N/A	N/A	Making progress	N/A	Making progress
	Report a Tosser campaign	Making progress	Fully realised	N/A	Making progress	N/A	Making progress

IMPROVEMENT OF EDUCATION AND AWARENESS

The Report a Tosser campaign was the only area that was directed at improving education and awareness, and evidence from the market research activities indicate that the campaign has contributed to the perception that people can be caught and fined and also empowers the community to report litter from vehicles. For other programs this was not an identified priority, and there was not an indication of actions directly addressing this pillar.

DEVELOPING LITTER PREVENTION INFRASTRUCTURE

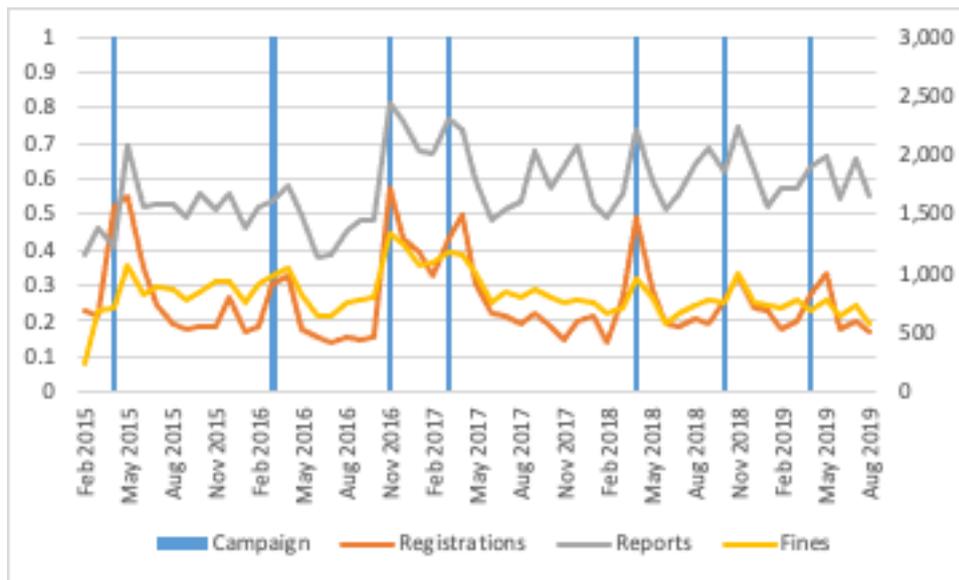
This was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

DELIVERING ENFORCEMENT ACTIVITIES

In this area, the programs are seen to be making progress. Data on outcomes shows delivery of activities and a contribution to litter prevention evidenced by the number of fines issued, but research on the psychology of enforcement raises questions around the effectiveness of this strategy, especially when used in isolation from other pillars. The Behavioural Insights Team found that the number of infringement notices has decreased over time, and that this number does not correspond to EPA operations or litter counts. The report also found that there were substantial differences between authorities on the types of infringements issued and paid, suggesting that capacity and coordination can be improved.

The Report a Tosser campaign and the Litter from Vehicles report also address this pillar. For the Report a Tosser campaign, activities have made a substantial and complete contribution to addressing enforcement, as evidenced by the correlation between campaign activities, reporter registrations, reports and fines (Figure 26). Registrations and reports tend to spike in line with campaign activities.

FIGURE 26. MONTHLY REGISTRATIONS, REPORTS AND FINES, FEB 2015 – AUG 2019

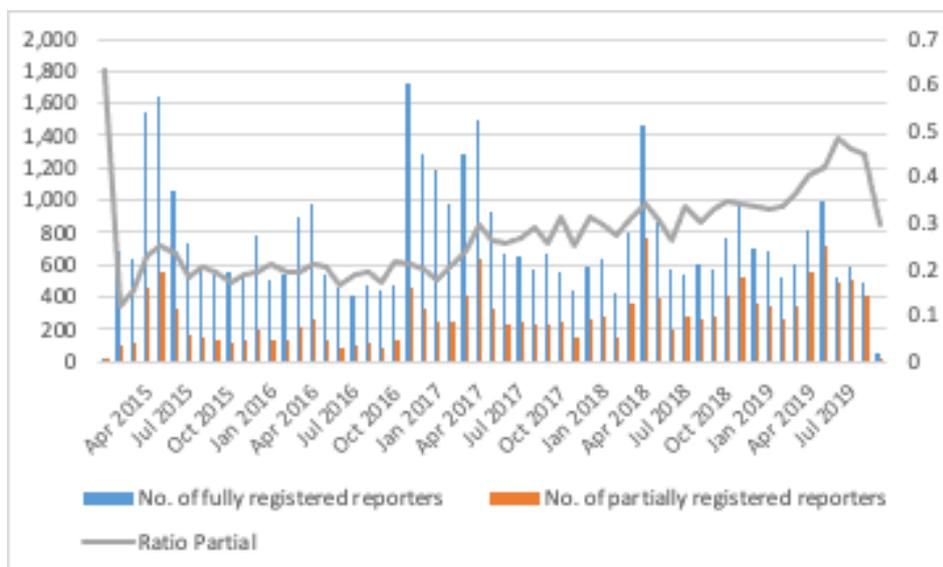


Source: EPA, Fines issued from a vehicle, all sources

Furthermore, data on Report a Tosser program outcomes showed that as of July 2020 the program had resulted in 43,820 fines and \$11 million in State revenue to Treasury.

The Litter from Vehicles reporting mechanism had some significant flaws in operation. Customer Journey Mapping exercises identified that users encountered barriers in the registration and reporting process that inhibited their desire to report littering activity. This is correlated by Figure 27, which shows the ratio of partially registered reporters per month compared to all partial and fully registered reporters in that same month. The ratio shows a steady increase in this ratio over time, suggesting difficulties in the ease of registration for new users.

FIGURE 27. REGISTERED REPORTERS PER MONTH, FEB 2015 – AUG 2019



Source: EPA, Fines issued from a vehicle, all sources

REWARDING RESPONSIBLE BEHAVIOUR

This was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

EVALUATION AND MONITORING OF OUTCOMES

Data were provided in relation to capacity building and on some campaign activities relating to enforcement. For the capacity building activities, evidence showed data on demand and completions of courses, both in the face-to-face and online formats. For the enforcement activities relating to the Tosser campaign, there is the opportunity for more data to be made available and analysed in relation to the Report a Tosser and Litter from Vehicles activities, for which some data has been supplied on activities over time. That being said, the customer journey mapping exercise that was completed with users of the litter from vehicles Report to EPA platform demonstrated a commitment to evaluation of how well the systems deliver on their objectives and identify opportunities for improvement.

4.3.3 QUALITY OF DELIVERY

The evidence available to address this dimension came from the Report a Tosser campaigns which showed some evidence of quality in delivery, but the Litter from Vehicles report was less strong in this area (Figure 28). There was strong quantitative data relating to on-ground programs from enforcement outcomes in terms of infringements issued and paid, and to the subject matter, delivery and numbers of participants in capacity building activities.

FIGURE 28. RUBRIC SCORECARD, QUALITY OF DELIVERY

		Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach
Enforcement	Litter from vehicles report to EPA	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited
	On ground enforcement: Capacity building	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised
	On ground enforcement: Enforcement campaigns	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised
	Report a Tosser campaign	Making progress	Making progress	Making progress	Fully realised	Making progress	Making progress

EFFECTIVENESS AND EFFICIENCY OF PROCESSES

Evidence provided around on-ground processes indicated a well-designed set of engagement, training and support processes for enforcement officers. For Report a Tosser, campaign design materials showed some quality in processes, but with the caveat that reporting generally seemed to be a secondary consideration relative to the broader campaign. This is reinforced by the results of the customer journey mapping process for the Litter from Vehicles report, which showed that reporters found the process frustrating.

EFFECTIVENESS AND EFFICIENCY OF TOOLS

Evidence provided around on-ground processes indicated a well-designed set of engagement, training and support processes for enforcement officers. For example, the online litter enforcement training module has enabled reach to a wider audience of enforcement officers at lower cost. For Report a Tosser, campaign materials had multiple channels but were less integrated in terms of driving reporting behaviour; while there was a strong call to action, taking the action requires multiple steps of registration. There may be future opportunities to lower the barrier to reporting at the point of litter observation. The customer journey mapping process for the Litter from Vehicles report, showed that reporters found the reporting tool to be problematic. These issues have been addressed through the development and rollout of an updated platform and user interface, which has won an award for its design quality.

EFFECTIVENESS AND EFFICIENCY OF COMMUNICATIONS MATERIALS

The communications materials to councils on capacity building were clear in terms of the content and value of courses, and who would benefit from these activities. Communications materials for Tosser-related activities were seen to be strong, leveraging the established brand of the Tosser campaign, though this was less well achieved for the litter from vehicles report, where there are significant opportunities to leverage data on litter enforcement outcomes to further strengthen perceptions that people will be seen and fined for littering.

SUPPORT OF STAKEHOLDER NEEDS

For on-ground activities, data on capacity building outcomes and from interviews indicate that activities largely supported stakeholder needs and capabilities. For Tosser activities, similar issues were echoed about appropriateness of materials as for the broader Tosser campaign, though this may reflect a need to improve visibility of available resources that can be localised to audiences.

BUILDING STAKEHOLDER CAPACITY AND REACH

Data from capacity building activities clearly indicates successful and sustained delivery of training and education to enforcement staff, even in light of shifting to online-only modes. The Report a Tosser campaign is making progress, though this is not as prominent as the general Tosser campaign. The customer journey mapping research found that the issues with reporting tool inhibited the development of the public's ability to take a more proactive

approach to litter prevention through reporting, and improvement of this tool would benefit the development of stakeholder capacity.

4.3.4 ADAPTATION AND INNOVATION

While more evidence is required in relation to adaptation and sustainability, overall, this area is seen to be making progress (Figure 29). This is driven primarily by the use of research into the role of enforcement, suggesting consideration of how future enforcement activities may be designed to achieve outcomes. There is also evidence of the integration of enforcement training and campaigns as part of the delivery of grants activities.

The reporting process has some areas that need to be addressed, particularly in relation to long-term sustainability. The Report a Tosser campaign did not have sufficient evidence to make a complete assessment, though available evidence indicates that the activities are integrated with other programs (such as grants).

FIGURE 29. RUBRIC SCORECARD, ADAPTATION AND INNOVATION

		Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
Enforcement	Litter from vehicles report to EPA	Making progress	Fully realised	Making progress	Making progress
	On ground enforcement: Capacity building	Fully realised	Fully realised	Fully realised	Fully realised
	On ground enforcement: Enforcement campaigns	Making progress	Making progress	Making progress	Fully realised
	Report a Tosser campaign	Fully realised	Making progress	Fully realised	Fully realised

ALLOWING FOR ADAPTATION AND INNOVATION IN ACTIVITIES

Evidence around on-ground activities demonstrates that the capacity-building programs have adapted to online methods of delivery, which now represent the primary mode of delivery for the program. For the Litter from Vehicles report, the delivery of the customer journey mapping exercise and subsequent redevelopment of the reporting system showed a willingness to adapt and innovate the program to meet user needs.

CONSIDERATION OF LONG-TERM SUSTAINABILITY

The primary source of evidence in this area was the delivery of research on campaign outcomes and their linkage with enforcement, along with research on the role of

enforcement as part of strategies to address litter. These reports provide useful insights into this area, and recommendations on activities have been developed.

For the Litter from Vehicles reporting, some consideration has been demonstrated of this through research into reporter behaviours and needs, which has led to significant changes in the reporting platform. The adoption of online methods for capacity building enables wider reach and accessibility for programs, as well as allows for more cost effective delivery of training.

INTEGRATION WITH OTHER PROGRAMS AND ACTIVITIES

Programs are doing well in this area, as enforcement and capacity building are provided as part of other activities, including the delivery of council grants – grantee reports identified 200 rangers had received training – as well as coordination of enforcement campaigns with Tosser campaign activities. Council grantee reports also identified that over 630 fines were issued as part of council grants, indicating that enforcement was being integrated as part of these grants.

For the Litter from Vehicles reporting tool, progress is being made. Evidence shows that the Report a Tosser campaign does drive reporting, but the tool could benefit from greater visibility through integration as part of other activities, such as integration with grant activities and Return and Earn, and by further investigating how barriers to reporting can be reduced.

4.3.5 EFFECTIVENESS OF OUTCOMES

The primary outcome addressed by enforcement programs is litter enforcement and reporting, and in this area there appear to be reasonable results based on enforcement data (Figure 30). Capacity building and enforcement campaigns have resulted in some improvements in litter enforcement, but there remain opportunities to address issues of non-payment of fines and empowering enforcement officers to issue fines.

The Report a Tosser campaign has clearly demonstrated positive outcomes in their key areas of activity, along with positive outcomes in secondary areas. For the Litter from Vehicles report, there has been evidence of positive outcomes in terms of fines delivered, but with some opportunities for improvement. The reduction of roadside litter by 40% indicates that the campaign and reporting platform have likely contributed to improvements in litter clean-up. It is important to note that for these programs, not all outcomes are expected to be addressed (such as infrastructure and clean-up) as these are not priorities for these programs.

FIGURE 30. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES

		Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
Enforcement	Litter from vehicles report to EPA	Fully realised	Making progress	N/A	N/A	N/A	Fully realised	N/A	N/A
	On ground enforcement: Capacity building	Making progress	N/A	N/A	N/A	N/A	Making progress	N/A	N/A
	On ground enforcement: Enforcement campaigns	Making progress	N/A	N/A	N/A	N/A	Making progress	N/A	N/A
	Report a Tosser campaign	Fully realised	Making progress	Fully realised	Fully realised	N/A	Fully realised	N/A	Fully realised

COMMUNITY PARTICIPATION

As noted in Figure 26, the Report a Tosser campaign has driven both registrations and reporting through the Litter from Vehicles reporting tool, enabling the community to participate in litter prevention. The upgrade of the Report to EPA system made it easier and more timely for the community to participate in these activities. This was not an identified priority for on-ground programs, and there was not an indication of actions directly addressing this pillar. Therefore, no ratings were reported for this dimension for these programs.

IMPROVING ATTITUDES TOWARDS LITTERING

For the Report a Tosser campaign, market research indicates that campaign materials and activities positively influenced attitudes towards littering, both through the empowerment of people to be part of enforcement, as well as changing perceptions of being seen and fined. For other programs this was not an identified priority, and there was not an indication of actions directly addressing this pillar.

MAKING LITTERING MORE SOCIALLY UNACCEPTABLE

For the Report a Tosser campaign, market research indicates that campaign materials and activities increased the social unacceptability of littering, by reinforcing the illegality of littering. For other programs this was not an identified priority, and there was not an indication of actions directly addressing this pillar.

IMPROVING COMMUNITY CONFIDENCE IN THEIR ABILITY TO AVOID LITTERING

This was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING LITTER ENFORCEMENT AND REPORTING

Data on enforcement outcomes provided by the Behavioural Insights Team indicates that there have been mixed results in terms of improving enforcement and reporting. Infringement data and litter count data do not appear to correspond, nor are there clear

patterns that would potentially indicate correlations with capacity building or campaign activities. Added to this is the research by the Behavioural Insights Team on the role of enforcement, which identified two studies on the impact of enforcement activities that concluded:

“enforcement is at best no more effective than other litter prevention strategies, and may be less effective.”³

However, the successful completion of capacity building courses has increased the number of enforcement officers who are educated in their role and powers that they can deploy. Moreover, the Report a Tossler campaign has clearly demonstrated that it drives both litter enforcement and reporting, through the data linking campaign activities with reporting activities (Figure 26). The recent upgrade to the Litter from Vehicles reporting tool has improved reporting processes.

IMPROVING LITTER INFRASTRUCTURE

This was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING LITTER CLEAN-UP

This was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

4.4 LITTER PREVENTION GRANTS

The litter prevention grants component covers five separate programs, four of which are delivered by the litter prevention unit (BWRP is not delivered by LPU, though it incorporates grants that comprise litter prevention activities). Figure 31 provides a summary of ratings for each program against the rubric. Generally, litter prevention grants are performing well, though there are opportunities to improve innovation and processes. What should be noted as part of the assessment is that the Cigarette Butts grant program is relatively new, though early outcomes are positive. As well as this, the ratings for the Community Litter Grants program are made on the basis of evidence across all six rounds of the program; substantial revisions were made to the program for Rounds 5 and 6, including improvements to tools and processes. Evaluation of the outcomes of the most recent rounds of the program is ongoing.

³ The Behavioural Insights Team, “The role of enforcement in litter prevention: An evidence review”, October 2020

FIGURE 31. RUBRIC SCORECARD, LITTER PREVENTION GRANTS

		Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Litter prevention grants	Litter prevention grants: Better Waste and Recycling Fund	Fully realised	Making progress	Making progress	Fully realised
	Litter prevention grants: Cigarette butts	Fully realised	Fully realised	Making progress	Fully realised
	Litter prevention grants: Community litter grants	Making progress	Making progress	Making progress	Fully realised
	Litter prevention grants: Council grants	Fully realised	Fully realised	Making progress	Fully realised
	Litter prevention grants: Litter Regional Implementation Program	Fully realised	Fully realised	Making progress	Fully realised

4.4.1 AVAILABLE EVIDENCE

Data used for the assessment of the grants programs are listed in Table 6. There were reasonable amounts of documentation available ranging from application forms to evaluation reports and case studies of grant outcomes including the first round of the Cigarette Butt grants program. In addition, information from the ongoing evaluation of Community Litter Grants Rounds 5 and 6, along with data from interviews with grant recipients were incorporated into the analysis.

TABLE 6. RUBRIC EVIDENCE

Evidence Type	Evidence Name
Documents	20p2186-cigarette-butt-litter-grants-round-1-guidelines.pdf
	20p2187-cigarette-butt-litter-round-1-application-form.docx
	Assessment of Litter Grants Final Report
	betterwaste-project-outcomes.pdf
	butt-litter-index-2020.pdf
	Cigarette Butt Litter Prevention Grants Program.pdf
	CLG Evaluation Report R1 and R2
	CLG Evaluation Report R1-R4
	Council Litter grants and LRIP.docx
	CouncilGrantsCaseStudies.pdf
	DBAT 2018 Budget FINAL
	Guide to prevent Cigarette Butt Littering
	Litter Grants Outputs and Outcomes_SLS WORKINGS
	LRIPGrantsCaseStudies.pdf
	Plastic litter reduction projections
WSROC litter bin factsheets	
Evaluations	CLG evaluation R5/R6
Interviews	Interviews
Surveys	2021 Butt Litter Community Impact Survey

4.4.2 ALIGNMENT WITH PILLARS

Grant programs show substantial alignment with pillars (Figure 32) in all cases except for Community Litter Grants, which is the result of early issues in Rounds 1-4 of the program as evidenced in the evaluation reports; preliminary results from Rounds 5 and 6 indicate improvements in terms of alignment driven by stronger oversight from the Litter Prevention Unit and improvements in the guidelines and tools.

The wide scope of most grants programs and activities has meant that they have showed generally strong alignment and contribution to education, awareness, infrastructure, and enforcement. In relation to monitoring and evaluation, there is generally good delivery, though with some opportunities for improvement.

FIGURE 32. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS

		Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
Litter prevention grants	Litter prevention grants: Better Waste and Recycling Fund	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Making progress
	Litter prevention grants: Cigarette butts	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised
	Litter prevention grants: Community litter grants	Making progress	Making progress	Making progress	Making progress	N/A	Making progress
	Litter prevention grants: Council grants	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised
	Litter prevention grants: Litter Regional Implementation Program	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised

IMPROVEMENT OF EDUCATION AND AWARENESS

Overall, grant programs have made a substantial contribution to improving education and awareness. This is seen through evidence from case studies of grant outcomes, as well as evaluation and research reports on the grant programs. An important driver of these improvements is the integration of activities with the Tosser campaign and collateral. Additionally, the support of councils through grants programs has enabled them to undertake education and awareness campaigns in the community.

DEVELOPING LITTER PREVENTION INFRASTRUCTURE

Grants programs have also made a substantial contribution to developing infrastructure. In many cases, a core element of grants has been the provision and installation of litter prevention infrastructure such as bins or litter traps. While this was also achieved for Community Litter Grants, this was with mixed results in Rounds 1-4. The Cigarette Butt grants program incorporates an infrastructure component that appears to have improved access to cigarette-specific disposal systems where deployed.

DELIVERING ENFORCEMENT ACTIVITIES

For enforcement activities, the grants programs have also demonstrated an effective contribution to delivery. The outputs of the BWRP, Council and LRIP grants have included the funding and training of rangers and the enforcement of littering fines, while the cigarette butt program which underpins the program is delivering strategies for effective enforcement with this litter group. Again, early Community Litter Grants rounds showed mixed results in this area.

REWARDING RESPONSIBLE BEHAVIOUR

This was not an identified priority for these programs, however BWRF funded grants did support initial pilots of container deposit scheme infrastructure, as well as monitoring activities to support the rollout and evaluation of this scheme.

EVALUATION AND MONITORING OF OUTCOMES

In terms of monitoring and evaluation, both the Council and LRIP grants have delivered effective monitoring through the acquittal and publication of recipient case studies including activities and outcomes data, as well as through site visits by the EPA to verify and understand activities and outcomes delivered. The BWRF and CLG programs are seen to be making progress, though the coverage of acquittals data was only partial in both cases. For the Cigarette Butts grants program, early reporting on grant outcomes has been provided.

4.4.3 QUALITY OF DELIVERY

Overall, the quality of delivery is good (Figure 33), but with some opportunities for improvement. By program, Cigarette Butt grants show sound processes and tools, while BWRF and CLG have made progress in developing processes and tools. Communication of outcomes of BWRF grants could be improved, while for Cigarette butts, communication of the program could be optimised. For Council and LRIP grants, interviews indicated that processes and tools had improved over time, and case study data indicates that both have effectively built stakeholder capacity, skills and reach.

FIGURE 33. RUBRIC SCORECARD, QUALITY OF DELIVERY

		Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach
Litter prevention grants	Litter prevention grants: Better Waste and Recycling Fund	Making progress	Making progress	Making progress	Making progress	Fully realised	Making progress
	Litter prevention grants: Cigarette butts	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised
	Litter prevention grants: Community litter grants	Making progress	Making progress	Making progress	Fully realised	Making progress	Making progress
	Litter prevention grants: Council grants	Fully realised	Making progress	Making progress	N/A	Fully realised	Fully realised
	Litter prevention grants: Litter Regional Implementation Program	Fully realised	Making progress	Making progress	N/A	Fully realised	Fully realised

EFFECTIVENESS AND EFFICIENCY OF PROCESSES

Grants programs are making progress in this area, though with mixed results. The Cigarette Butts program, as the most recent program, has up to date processes and guidelines that reflect best practices and knowledge in the sector. For other programs, processes and

guidelines are currently high quality (something supported by interviewees), though substantial improvements were made over the lifetime of the program.

EFFECTIVENESS AND EFFICIENCY OF TOOLS

In terms of tools, a similar result is seen for each of the grant programs, with the most recent programs demonstrating high quality tools (though there is a demand to shift to an online grants platform, something that the Litter Prevention Unit are implementing for the latest transition round of funding across four grants programs). The most recent rounds of the Community Litter Grants program have adopted an improved application form designed to reduce administrative burden for applicants, though the effectiveness of this is yet to be fully evaluated. Further evidence is required for the Council and LRIP programs, though some stakeholder interviewees desired more flexibility in how funds could be disbursed:

"...sometimes we estimate for project activities but when you start working things change. It would be good for there to be flexibility for council to spend money and find savings through better management or spending from internal resources. We could use funding for other litter prevention activities in Council..."

- Local Council Interviewee

EFFECTIVENESS AND EFFICIENCY OF COMMUNICATIONS MATERIALS

For communications materials, the provision of prepared materials and the litter library provides a convenient, high quality and customisable set of resources that enables effective and efficient delivery of project activities. A concern from interviews with some grantees was the integration of the Tosser campaign. While the campaign has wide awareness, the grant requirements for its use made localisation of grant activities difficult in some cases. Some interviewees (including unsuccessful applicants) also indicated that they felt campaign messaging was inappropriate to their target locations and demographics:

"I don't like the Hey Tosser terminology in some respects, we have struggled with messaging from CALD community who don't quite get the derivation of it and maybe find it offensive."

- Local Council Interviewee

While alternative, culturally appropriate messaging has been developed and delivered for the campaign, there appears to be an awareness gap with some stakeholders that can be addressed in future activities. Despite this awareness gap, the overall performance of communications materials in the context of grants has been strong.

SUPPORT OF STAKEHOLDER NEEDS

Reports on BWRP outcomes indicate that stakeholder needs have been fully met by the program. Early issues for Community Litter Grants mean that community and grantee needs

were not fully met, though early indications for the current rounds are that this has improved. For council and LRIP programs, recent interviews indicate that the EPA is proactive in seeking to understand and support stakeholder needs, particularly through the introduction of the Own it and Act (OIAA) framework. Early evidence from the Cigarette Butt grants indicate that stakeholder needs are being met.

BUILDING STAKEHOLDER CAPACITY AND REACH

Case studies for the LRIP and Council grants demonstrate that grants programs have built stakeholder capacity and reach. Similar observations were made for the BWRP and CLG programs based on outcomes and evaluation reports. Interviews with stakeholders (particularly regional organisations of councils) indicate that grant funding has been a significant driver of their capacity to deliver litter prevention activities:

"We exist purely because of EPA funding and help to deliver EPA/state priorities, guided by that and the 20-year waste strategy."

- ROC Interviewee

For this evaluation, an analysis was also completed of available data from the Community Litter Prevention Grants, Cigarette Butt Grants, Council Grants and LRIP Grants programs (Table 7). In total, 273 grants were analysed across the four programs, reaching all 132 councils in NSW. LRIP had the largest coverage of the grant programs, reaching 127 councils; this is primarily due to the grant program being delivered to regional waste groups representing multiple councils. Analysis of the distribution of grants by councils is shown in Figure 34, with the number labels representing the number of grants reaching that council area, and the colours representing an estimate of funding distributed to those areas from grants programs⁴.

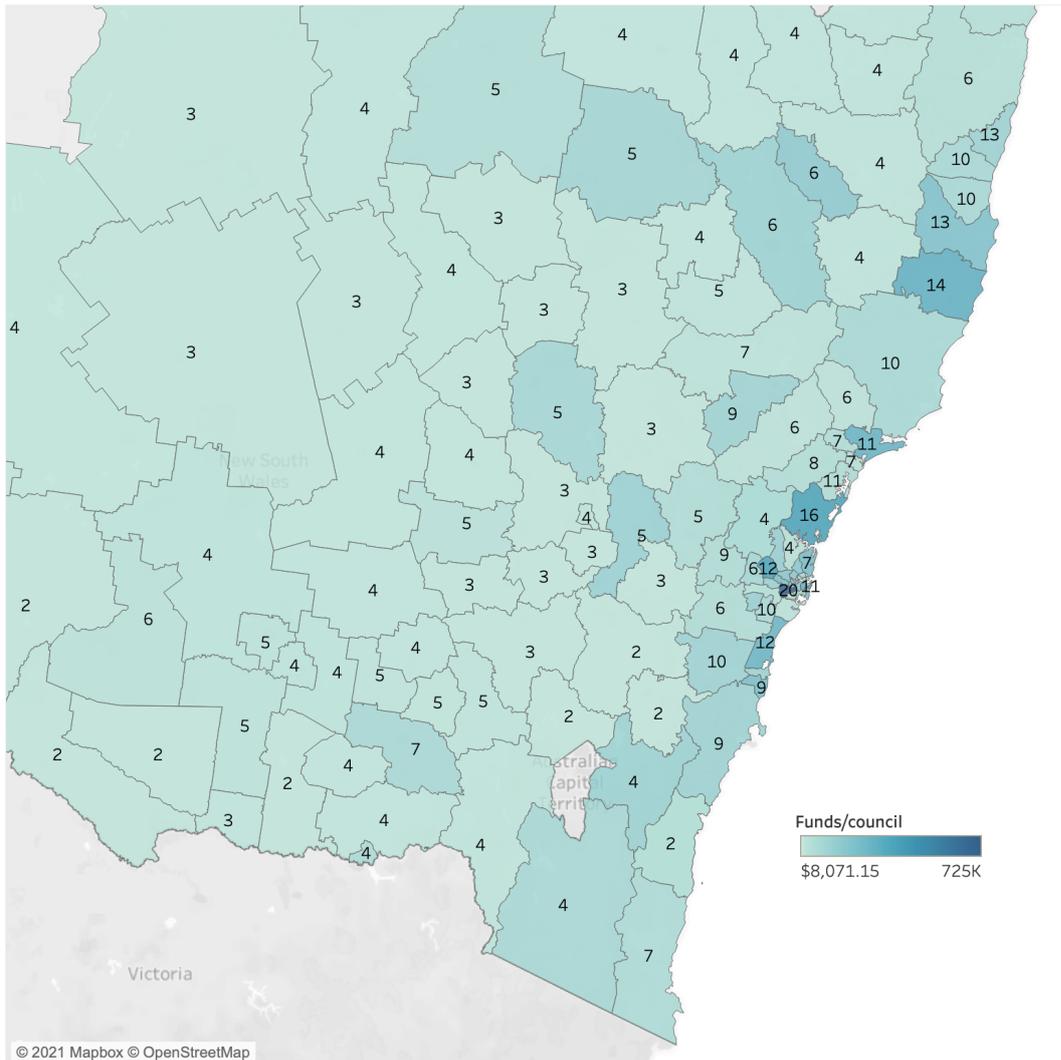
TABLE 7. DISTRIBUTION OF LITTER PREVENTION GRANTS

Grant Program	Grants	Councils	Total \$	Average \$/Grant
Cigarette Butt Litter Prevention	15	12	\$499,512	\$33,301
Community Litter Prevention	91	49	\$1,180,106	\$12,968
Council Litter Prevention	96	81	\$5,818,119	\$60,605

⁴ For grants covering multiple councils such as LRIP grants, the funding was apportioned equally across all councils covered by the grant. This may not reflect the actual investment in programs in these council areas.

Litter Regional Implementation Program	71	127	\$3,882,350	\$54,681
Grand Total	273	132	\$11,380,087	\$41,685

FIGURE 34. DISTRIBUTION OF LITTER PREVENTION GRANTS



This indicates that investment broadly follows population, with the largest number and amount of grants being directed to the coastal LGAs.

A further analysis was completed to compare the relative investment between Sydney metropolitan LGAs and the rest of NSW (Table 8). Based on this we see that the grants programs have delivered equal or greater investment in regional New South Wales compared to the metropolitan areas. This is most evident for the Community Litter Grants and the Litter Regional Implementation Program. This may potentially reflect the dynamics of

regional communities and councils compared to metropolitan councils; regional councils may have less direct resources for delivering litter prevention, and so these activities are delivered through community groups and through combined initiatives that pool council resources to deliver activities.

TABLE 8. DISTRIBUTION OF LITTER PREVENTION GRANTS (REGIONAL V METRO⁵)

Grant Program Name	Metro- Regional	Grants	Councils	Total \$	Average \$/Grant
Cigarette Butt Litter Prevention	Metro	10	7	\$324,804	\$32,480
Cigarette Butt Litter Prevention	Regional	5	5	\$174,708	\$34,942
Cigarette Butt Litter Prevention	Total	15	12	\$499,512	\$33,301
Community Litter Prevention	Metro	32	11	\$579,381	\$18,106
Community Litter Prevention	Regional	59	38	\$600,725	\$10,182
Community Litter Prevention	Total	91	49	\$1,180,106	\$12,968
Council Litter Prevention	Metro	44	24	\$2,846,762	\$64,699
Council Litter Prevention	Regional	52	57	\$2,971,357	\$57,141
Council Litter Prevention	Total	96	81	\$5,818,119	\$60,605
Litter Regional Implementation Program	Metro	21	29	\$1,265,305	\$60,253
Litter Regional Implementation Program	Regional	59	98	\$3,179,878	\$53,896

⁵ For this report, Metropolitan Sydney does not include Blue Mountains, Hawkesbury, Wollondilly, Central Coast and Illawarra LGAs

Litter Regional Implementation Program	Total	71	127	\$3,882,350	\$54,681
Grand Total	Total	266	132	\$11,007,283	\$41,685

4.4.4 ADAPTATION AND INNOVATION

In terms of adaptation and innovation, all programs are making progress generally towards their objectives (Figure 35). The primary gap identified in grant programs is flexibility to respond to changes in stakeholder needs and priorities as part of guidelines. In terms of integration, there is a substantial overlap with enforcement and with the Tosser campaign, though interviews with stakeholders suggested this could be improved to better reflect local needs.

FIGURE 35. RUBRIC SCORECARD, ADAPTATION AND INNOVATION

		Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
Litter prevention grants	Litter prevention grants: Better Waste and Recycling Fund	Making progress	Making progress	Making progress	Making progress
	Litter prevention grants: Cigarette butts	Making progress	Making progress	Making progress	Fully realised
	Litter prevention grants: Community litter grants	Making progress	Fully realised	Fully realised	Fully realised
	Litter prevention grants: Council grants	Making progress	Making progress	Making progress	Making progress
	Litter prevention grants: Litter Regional Implementation Program	Making progress	Making progress	Making progress	Making progress

ALLOWING FOR ADAPTATION AND INNOVATION IN ACTIVITIES

While evidence from evaluations and reports on grant programs including the Community Litter Grants program have demonstrated evolution and adaptation of guidelines in response to feedback, interviews with stakeholders indicated that there are still some limitations on the scope of activities across grants programs that may be limiting the ability of stakeholders to engage with these programs effectively, such as requirements around using existing

campaign materials which cannot be localised to the communities or aligned with existing branding. As a result, there is a potential opportunity for funding to be directed to grants for projects which address innovative approaches and research in litter prevention activities.

CONSIDERATION OF LONG-TERM SUSTAINABILITY

All grant programs have had some consideration of long-term sustainability in terms of how grants are structured to maximise ongoing results, whether through promoting volunteer activity or improving the quality of infrastructure. However, interviews indicated that particularly for dedicated council officers funded by the EPA there is a risk of discontinued funding, especially now that litter is no longer a Premier's priority:

"Litter was not a huge priority but once the Premier's priority came in that then gave litter primacy that it hadn't previously had, certainly we wouldn't have given it that level but councils are adaptable and pragmatic and if there's funding available they will throw their efforts in."

- ROC Interviewee

From the perspective of councils, priorities often follow funding, so sustainment of projects by stakeholders is often predicated upon there being resources to support activities, which may in turn depend on ongoing EPA funding.

INTEGRATION WITH OTHER PROGRAMS AND ACTIVITIES

In this area, overall grant programs are performing well with some gaps. That said, both the Cigarette Butt Grants and Community Litter Grants are fully realised through their successful integration of the Tosser campaign components and for the Cigarette Butt grants, consideration of other components such as enforcement. Some Better Waste Recycling Fund grants have also been directed to projects supporting the Return and Earn scheme, though consistent integration could be improved for this and the Council and LRIP programs.

4.4.5 EFFECTIVENESS OF OUTCOMES

The ratings for grants programs on the effectiveness of outcomes are provided in Figure 36. Overall, programs have delivered effective outcomes across the core and secondary areas that they target. For the Cigarette Butts program, early evidence indicates that the program has had positive effects in encouraging positive behaviours, and in engaging the community around litter prevention.

FIGURE 36. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES

		Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
Litter prevention grants	Litter prevention grants: Better Waste and Recycling Fund	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Fully realised
	Litter prevention grants: Cigarette butts	Fully realised	Fully realised	Making progress	N/A	N/A	Making progress	Fully realised	Fully realised
	Litter prevention grants: Community litter grants	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Making progress
	Litter prevention grants: Council grants	Fully realised	Fully realised	Fully realised	N/A	N/A	Fully realised	Fully realised	Fully realised
	Litter prevention grants: Litter Regional Implementation Program	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Fully realised	Fully realised

COMMUNITY PARTICIPATION

All grants programs with evidence have fully realised the community participation dimension. Outcomes data from grants, along with case studies and acquittals clearly demonstrate that grant funding under the Litter Prevention Program has successfully engaged communities to participate in litter prevention activities such as awareness campaigns, targeted clean-ups, and the implementation of other strategies to reduce litter in communities.

IMPROVING ATTITUDES TOWARDS LITTERING

Changes in attitudes to littering are seen as a secondary outcome for grants programs, driven by the integration of the Tosser campaign into activities, though evidence from case studies and evaluations of BWRP, Council and Community Litter Grants indicate that these programs have made a positive contribution to improving attitudes through the activities delivered. For Cigarette Butt grants, early evidence indicates potentially positive results, but further evidence is needed to fully characterise the extent of this.

MAKING LITTERING MORE SOCIALLY UNACCEPTABLE

This was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING COMMUNITY CONFIDENCE IN THEIR ABILITY TO AVOID LITTERING

This was not an identified priority for these programs, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING LITTER ENFORCEMENT AND REPORTING

On this dimension, both the Council and LRIP program case studies and outcomes data clearly demonstrated that litter enforcement and reporting had increased at local levels where these were identified objectives of activities. For other grant programs, these were not priorities, and in the case of Cigarette Butt grants only limited data is available to draw

conclusions at this stage, though the initial research work for this program did develop a sound understanding of how to optimise enforcement approaches in this domain.

IMPROVING LITTER INFRASTRUCTURE

Evidence from case studies and evaluations of grants programs found that across all programs there was a substantial improvement in litter infrastructure as a result of the investment made, where this was an identified part of grants. The range of infrastructure was also wide, from improved bins through to infrastructure to trap marine litter.

IMPROVING LITTER CLEAN-UP

The case studies and outcomes data provided for the BWRP, LRIP, Cigarette Butt and Council Grants demonstrated that ongoing clean-up of litter has improved as a result of these programs in the funded areas. For Community Litter Grants, the evaluation of Rounds 1-4 indicated that results were mixed, while more recent rounds are still not enough progressed to provide a definitive conclusion.

4.5 SPONSORSHIPS, PARTNERSHIPS AND AWARDS

This area of the Litter Prevention Programs is a combination of sponsorships and awards, along with partnerships and collaborations between the EPA and other stakeholders, including councils, other NSW Government agencies, and the wider community. The assessment of these programs are provided in Figure 37. Overall, this area is achieving its objectives across all parts of the rubric, and in the case of sponsorships and awards, represents an example of leading practices in innovation and sustainability.

FIGURE 37. RUBRIC SCORECARD, SPONSORSHIPS, PARTNERSHIPS AND AWARDS

		Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Partnerships and collaborations & Sponsorships & awards	Partnerships and collaborations	Fully realised	Fully realised	Fully realised	Fully realised
	Sponsorships and awards	Fully realised	Fully realised	Leading/innovating	Fully realised

4.5.1 AVAILABLE EVIDENCE

To address this component of the rubric, a combination of case studies from Council and LRIP grants, reports on the Tidy Towns program and Tosser partnerships, and interviews and

surveys of external stakeholders were used to provide evidence to be analysed against the rubric (Table 9).

TABLE 9. RUBRIC EVIDENCE

Evidence Type	Evidence Name
Documents	Council Litter grants and LRIP.docx
	CouncilGrantsCaseStudies.pdf
	Don't be a Tosser Partnership History
	EPA NSW Report 2019 Final
	LRIPGrantsCaseStudies.pdf
	Tidy Towns 2019 final report
	WSROC litter bin factsheets
Interviews	Interviews
Surveys	Partnership survey

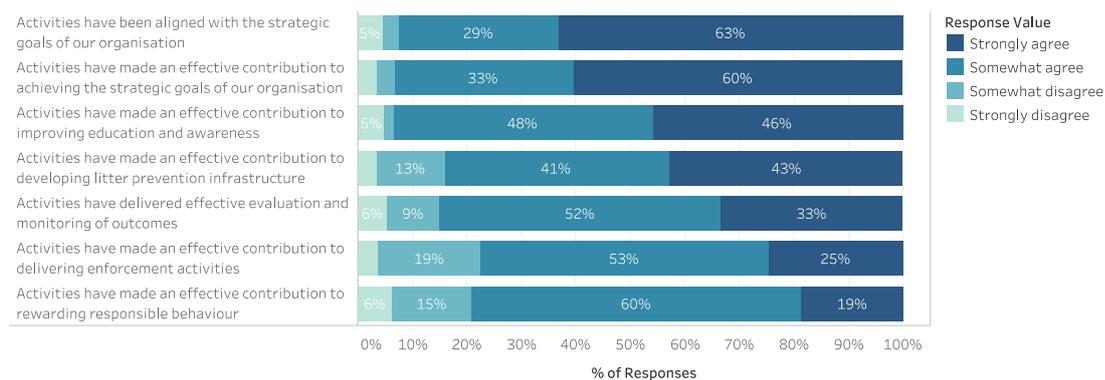
4.5.2 ALIGNMENT WITH PILLARS

In terms of the alignment of the partnership and sponsorship activities with pillars, the activities under partnerships and sponsorships have demonstrated full alignment across pillars, most strongly in improving education and awareness (Figure 38). This is also agreed to by partners for activities that have been conducted jointly with the EPA (Figure 39).

More importantly, the partnership survey data show that the strongest agreement is seen for alignment of EPA activities with those of partners (63% strongly agreeing) and for activities contributing to the strategic goals of partners (60% strongly agreeing). This indicates that partner organisations value the partnerships that they have with the EPA.

FIGURE 38. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS

		Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
Partnerships and collaborations & Sponsorships and awards	Partnerships and collaborations	Fully realised	Fully realised	Fully realised	Making progress	Making progress	Fully realised
	Sponsorships and awards	Fully realised	Fully realised	N/A	N/A	Fully realised	Fully realised

FIGURE 39. PARTNERSHIP SURVEY, ALIGNMENT WITH PILLARS

Source: ARTD Partnership Survey, 2021

IMPROVEMENT OF EDUCATION AND AWARENESS

For education and awareness, both partnerships and sponsorships have made a substantial contribution to improvement in this area. For partnerships, 94% of respondents to the survey agreed or strongly agreed that this was the case. This is supported by evidence from case studies of grants delivered in partnerships with councils, and in interviews with stakeholders who agreed that the partnerships enabled them to deliver activities in this area.

For sponsorships and awards, the Tidy Towns program provided a clear demonstration of the contribution of awards to improving education and awareness of litter prevention, through the various activities that were delivered as part of the program as well as the highlighting of programs and projects to reduce litter and improve cleanliness.

DEVELOPING LITTER PREVENTION INFRASTRUCTURE

The development of infrastructure has been realised through the process of partnerships, which has enabled funding and access to resources to identify, develop and install infrastructure for litter management (84% of surveyed partners agreed this was the case). This is particularly seen in council case studies: councils were able to leverage EPA support to deliver infrastructure-based solutions to littering in their areas.

DELIVERING ENFORCEMENT ACTIVITIES

While enforcement partnerships are being developed to some degree, particularly around building capacity of rangers through training supported by council grants, there appear to be opportunities for improvement. Only a quarter of respondents to the partnership survey strongly agreed that activities delivered in partnership with the EPA made an effective contribution to delivering enforcement activities, suggesting more and/ or better training could be delivered in this area.

REWARDING RESPONSIBLE BEHAVIOUR

In terms of rewarding responsible behaviour, partnerships are an area where more improvement is possible; only 19% of partnership survey respondents strongly agreed that an effective contribution was being made in this area. Awards, however, make a clear and substantial contribution through activities such as Tidy Towns, which recognise activities that support responsible behaviour.

EVALUATION AND MONITORING OF OUTCOMES

Partnerships and collaborations appear to deliver effective monitoring and evaluation of outcomes; 33% of respondents to the partnership survey strongly agreed with this. The high number of case studies also indicates that partners in the delivery of activities are willing to provide data on the results of their work and to consider how activities can be further developed.

4.5.3 QUALITY OF DELIVERY

In the domain of quality of delivery, evidence shows that both partnerships and sponsorships/ awards have been supported by high quality processes, tools and communication (Figure 40).

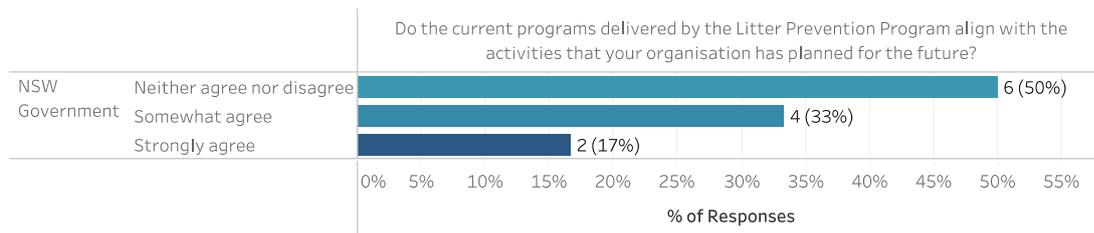
FIGURE 40. RUBRIC SCORECARD, QUALITY OF DELIVERY

		Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach
Partnerships and collaborations & Sponsorships and awards	Partnerships and collaborations	Fully realised	Making progress	N/A	Fully realised	Fully realised	Fully realised
	Sponsorships and awards	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	N/A

EFFECTIVENESS AND EFFICIENCY OF PROCESSES

Interviews with stakeholders on the processes for partnerships generally indicated that processes worked well, and that the EPA was a good partner to work with. Some interviewees did note that the processes for developing partnerships could be improved, primarily by the NSW Government. This appeared to relate to collaboration between government agencies, and Figure 41 shows that alignment could be stronger for this stakeholder group, as half of respondents answered 'neither agree or disagree' that programs aligned with future activities.

FIGURE 41. PARTNERSHIP SURVEY, ALIGNMENT WITH FUTURE ACTIVITIES (NSW GOVERNMENT)



Source: ARTD Partnership survey, 2021

For sponsorships and awards, the Tidy Towns report showed that processes were effective and efficient for engagement, nomination and awards.

EFFECTIVENESS AND EFFICIENCY OF TOOLS

A similar result was seen for tools for sponsorships and awards (e.g. nomination forms), as evidenced by the Tidy Towns program, which has an online platform for nomination of candidates.

EFFECTIVENESS AND EFFICIENCY OF COMMUNICATIONS MATERIALS

Communications materials developed and delivered as part of partnerships and awards were seen to be both effective and efficient. Both the partnership survey and Tidy Towns report indicated that EPA communications materials for partnership and award activities (e.g. co-branded materials) worked to raise awareness as well as to increase the importance of the materials.

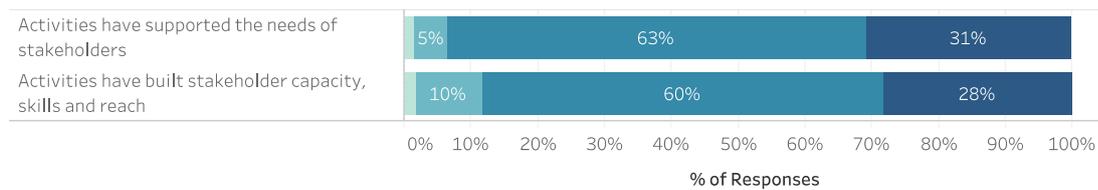
SUPPORT OF STAKEHOLDER NEEDS

The partnerships survey found that most partners felt that their needs were supported by the EPA, and that the EPA was a good partner to work with. This was especially true for councils:

"Working with the EPA was efficient."

- Local Council survey respondent

This was also supported by the data from the partnership survey (Figure 42), which showed that 94% of respondents agreed to some extent that needs were supported.

FIGURE 42. PARTNERSHIP SURVEY, SUPPORT OF STAKEHOLDERS

Source: ARTD Partnership survey, 2021

For awards, the Tidy Towns report demonstrated that the needs of various stakeholders, whether government, non-profit or the community were supported through the delivery of awards activities.

BUILDING STAKEHOLDER CAPACITY AND REACH

Evidence from the partnerships survey and from interviews also found that partnerships with the EPA had built stakeholder capacity:

"[Our] council has a memorandum of understanding with the EPA in relation to litter enforcement and education. We have provided training for other enforcement agencies and made presentations at litter related conferences. We are proactive in issuing litter fines to offenders and perform this task each day as part of our normal duties"

- Local Council survey respondent

"The EPA's Litter Prevention Program has given Council the opportunity to do so much work in this space. Work that would not necessarily be budgeted for."

- Local Council survey respondent

The partnership survey (Figure 42) shows that 88% of respondents agreed to some extent that activities built capacity, skills and reach.

4.5.4 ADAPTATION AND INNOVATION

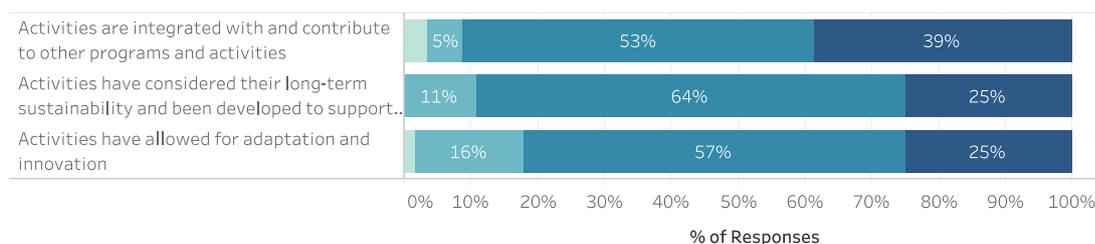
Evidence from the partnership survey and the Tidy Towns report indicates that programs are fully realising their objectives in the domain of adaptation and innovation. In the case of awards, there is evidence to indicate that this goes above and beyond what would be expected for such work (Figure 43).

FIGURE 43. RUBRIC SCORECARD, ADAPTATION AND INNOVATION

		Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
Partnerships and collaborations & Sponsorships and awards	Partnerships and collaborations	Fully realised	Fully realised	Fully realised	Fully realised
	Sponsorships and awards	Leading/innovating	Leading/innovating	Leading/innovating	Leading/innovating

The data from the partnership survey also indicate strong performance in this area, particularly with respect to integration (Figure 44).

FIGURE 44. PARTNERSHIP SURVEY RESULTS, ADAPTATION AND INNOVATION



Source: ARTD Partnership survey, 2021

ALLOWING FOR ADAPTATION AND INNOVATION IN ACTIVITIES

In terms of adaptation and innovation, this is seen to be fully realised for partnerships, with a quarter of respondents strongly agreeing this is the case, and a further 57% agreeing somewhat (a total of 82%). The only area where adaptation and innovation in partnerships raised concerns was in relation to adapting and innovating messages to align with the directions of partners, though examination of this indicated that partner organisations were also relatively rigid in this area.

The ability of awards programs to encourage and celebrate novel ways of addressing litter in communities indicates that the awards programs are going beyond awarding traditional approaches and are integrating a culture of innovation into what gets nominated and selected.

CONSIDERATION OF LONG-TERM SUSTAINABILITY

Considering long-term sustainability, the partnerships survey saw a quarter of respondents strongly agree that EPA programs did this. In addition there appears to be generally strong alignment of long-term sustainability priorities with partner organisation priorities.

The only area of concern regarding sustainability related to the cessation of litter as a Premier's Priority and the end of associated funding to organisations to address this:

"Litter was not a huge priority, but once the Premier's Priority came in that then gave litter primacy that it didn't previously have..."

- Local Council interview respondent

As for the previous dimension, the development of multiple award streams reflecting the different and broad ways in which litter waste can be addressed was seen as representing leading long-term sustainability practice, showing proactivity in considering the long-term relevance of these award programs.

INTEGRATION WITH OTHER PROGRAMS AND ACTIVITIES

Integration with other programs and activities had the strongest response from the partnership survey for this area, with 39% of respondents strongly agreeing that activities completed with the EPA were well integrated with stakeholders' programs and activities.

For awards, reporting data indicate that awards have been integrated with other programs in ways that go beyond what would normally be expected. An example of this is the "Don't be a Tosser! Litter Action Award", which promotes the Tosser message of litter reduction while also highlighting the range of ways that litter reduction can be achieved.

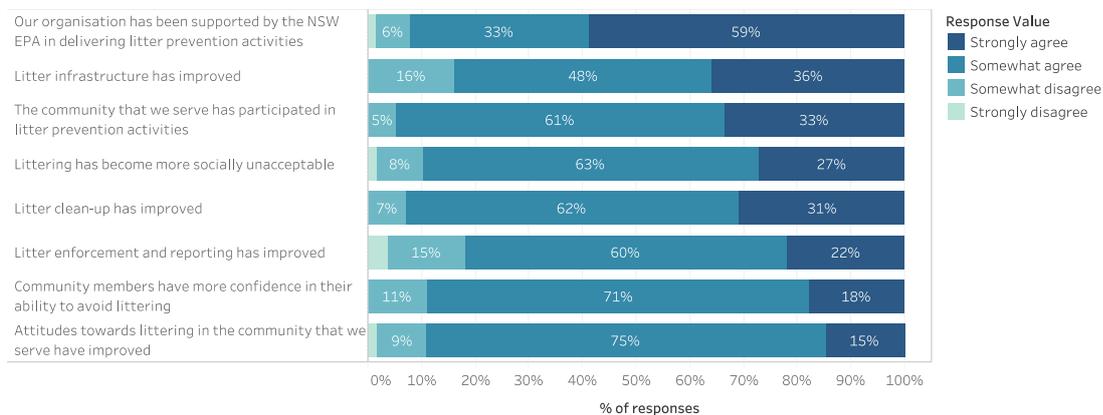
4.5.5 EFFECTIVENESS OF OUTCOMES

In terms of outcomes, partnerships, sponsorships and awards have all demonstrated positive outcomes for the community (Figure 45). The primary dimensions of interest are participation and confidence, and these have both been demonstrated. Moreover, organisations report that the EPA has supported them in delivering litter prevention activities, with 59% of respondents strongly agreeing that this was the case (Figure 46).

FIGURE 45. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES

		Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
Partnerships and collaborations & Sponsorships and awards	Partnerships and collaborations	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised
	Sponsorships and awards	Fully realised	Fully realised	N/A	N/A	Fully realised	N/A	N/A	Making progress

FIGURE 46. PARTNERSHIP SURVEY RESULTS, EFFECTIVENESS OF OUTCOMES



Source: ARTD Partnership Survey, 2021

COMMUNITY PARTICIPATION

The partnership survey found that 94% of respondents agreed that community participation had taken place as a result of activities, something that is corroborated by case studies of grants in communities. For awards, an analysis of award recipients demonstrates that communities have both participated in and led litter prevention activities.

IMPROVING ATTITUDES TOWARDS LITTERING

The partnership survey showed that attitudes towards littering in the community had improved as a result of activities delivered in partnership with the EPA, with 90% of respondents agreeing to some extent that this was the case.

MAKING LITTERING MORE SOCIALLY UNACCEPTABLE

Results from the partnership survey showed that attitudes about the social acceptability of littering in the community had increased as a result of activities delivered in partnership with the EPA, with 90% of respondents agreeing to some extent that this was the case.

IMPROVING COMMUNITY CONFIDENCE IN THEIR ABILITY TO AVOID LITTERING

The Tidy Towns awardee summaries show that award winning activities, along with the process of recognition of their activities had improved community confidence. This was also seen for partnership activities, where the survey found that 89% of respondents agreed that this was the case.

IMPROVING LITTER ENFORCEMENT AND REPORTING

The partnership survey found that 82% of respondents felt that litter enforcement and reporting had improved as a result of activities with the EPA, indicating that partnerships were making a strong contribution to outcomes in this area.

IMPROVING LITTER INFRASTRUCTURE

The partnership survey found that 84% of respondents felt that infrastructure had improved as a result of activities with the EPA, indicating that partnerships were making a strong contribution to outcomes in this area.

IMPROVING LITTER CLEAN-UP

The partnership survey showed that litter clean-up had improved: 93% of respondents agreed that this had improved as a result of partnerships with the EPA. The awards had mixed results, with most award recipient projects being about avoidance rather than clean-up. With the focus on marine waste, there is the opportunity to deliver awards relating to clean up activities in fresh-water and salt-water marine environments.

4.6 RETURN AND EARN

Return and Earn comprises a single program primarily addressing the single pillar of rewarding responsible behaviour. It entered the Litter Prevention Strategy portfolio at a later date than other programs and is administered from a different team within the EPA. Because of this, the direct link with other litter prevention programs has been comparatively more limited. Nonetheless, activities do deliver against its primary pillar, and they have led to positive outcomes (Figure 47). Evidence shows that activities have been delivered to a high degree of quality, and that adaptations and innovations have been made to the program over time.

FIGURE 47. RUBRIC SCORECARD, RETURN AND EARN

		Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
Return and Earn	Return and Earn	Fully realised	Fully realised	Fully realised	Fully realised

4.6.1 AVAILABLE EVIDENCE

Available evidence on the Return and Earn program has consisted of marketing plans, a comprehensive evaluation report, and market research (Table 10), and it has been possible to complete two interviews with EPA staff members from the program.

TABLE 10. RUBRIC EVIDENCE

Evidence Type	Evidence Name
Documents	2021-2022 NSW Community Education, Marketing and Stakeholder Engagement Plan
Evaluations	Return and Earn - Final Evaluation Report
Interviews	Interviews
Surveys	Return and Earn - Consumer Research (June 2021)

4.6.2 ALIGNMENT WITH PILLARS

In terms of alignment with pillars, the Return and Earn program has demonstrated a strong alignment with its primary pillar of rewarding responsible behaviour (Figure 48). However, it has also delivered outcomes in education and infrastructure, and in monitoring outcomes of activities through its data collection activities.

FIGURE 48. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS

		Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
Return and Earn	Return and Earn	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised

IMPROVEMENT OF EDUCATION AND AWARENESS

The evaluation of the program shows that Return and Earn has successfully addressed education and awareness through its program and associated campaign. As of June 2021, 86% of participants in consumer research were aware of the program, and 63% had participated directly in the program (with a further 14% having indirectly participated by giving containers to others to return).

DEVELOPING LITTER PREVENTION INFRASTRUCTURE

The Return and Earn scheme, as a container deposit scheme, has made a clear contribution to the development of litter prevention infrastructure through the provision of 627 return points as of April 2021, including reverse vending machines, automated depots and other collection points throughout NSW. Many of these are located in areas which have previously had limited infrastructure for disposal or recycling of such containers, such as outside train stations and in suburban centres.

DELIVERING ENFORCEMENT ACTIVITIES

This was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

REWARDING RESPONSIBLE BEHAVIOUR

Rewarding responsible behaviour is a core objective of Return and Earn, and this has been achieved fully. As well as the basic reward of funding for peoples' own containers, the quantitative research found that 55% of participant respondents felt that "it was the right thing to do", and 49% saw it as a means of reducing litter.

EVALUATION AND MONITORING OF OUTCOMES

A degree of data gathering was built into the Return and Earn scheme from its inception, to determine the eligibility of containers and the outcomes in terms of bottles returned. This has been bolstered by a program of consumer research on behaviours relating to the scheme, including quantitative research which has informed the current assessment. An evaluation was completed for the program in 2021.

4.6.3 QUALITY OF DELIVERY

This domain of the rubric has been fully realised across all areas (Figure 49). The primary source of evidence is the evaluation report completed in June 2021.

FIGURE 49. RUBRIC SCORECARD, QUALITY OF DELIVERY

		Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach
Return and Earn	Return and Earn	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised

EFFECTIVENESS AND EFFICIENCY OF PROCESSES

The evaluation report identifies that clear processes are in place for the operation of the strategy, including the effective management of program delivery through subcontracted entities, the management of key supply chains to support program operations, and audit oversight of funding distribution.

EFFECTIVENESS AND EFFICIENCY OF TOOLS

The evaluation report, interviews and market research identified that tools for management of the program and its delivery were effective and efficient. Of particular note was the implementation of a single data platform for the return point network, which has enabled strong oversight of program activities while ensuring efficient delivery of the programs.

EFFECTIVENESS AND EFFICIENCY OF COMMUNICATIONS MATERIALS

The market research report demonstrated strong performance in relation to this dimension, with 48% of the NSW population having seen advertising for the program and 86% of the population being aware of the program.

SUPPORT OF STAKEHOLDER NEEDS

Both the evaluation and market research report demonstrated strong support of stakeholder needs, including the beverage industry, return point operators, and the general public. Scheme satisfaction has increased over the lifetime of the program, and was at 80% as of June 2021. While the evaluation report identified some gaps in return point locations, it also noted that these are being proactively addressed.

BUILDING STAKEHOLDER CAPACITY AND REACH

This dimension has been fully realised by the program, as evidenced through the evaluation and market research. Of particular note is the impact on participant routines, with positive results seen in the regularity of usage behaviour. Market research data from June 2021 reports that 91% of participants participate at least once per quarter, with 70% participating at least monthly.

4.6.4 ADAPTATION AND INNOVATION

Interviews, the evaluation report and quantitative research demonstrated that the program has adapted and innovations brought in over time, and has considered sustainability (Figure 50). However, the interviews indicated that the scheme operates in a functionally separate manner to other Litter Prevention Program activities, though there is a desire for stronger integration, especially in light of the new Plastics Plan.

FIGURE 50. RUBRIC SCORECARD, ADAPTATION AND INNOVATION

		Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
Return and Earn	Return and Earn	Fully realised	Fully realised	Fully realised	Beginning but limited

ALLOWING FOR ADAPTATION AND INNOVATION IN ACTIVITIES

Evidence shows that the program has been adapted and innovated over time across a range of areas. The program has identified and targeted areas of demand and supported enhancements in infrastructure to handle higher volumes of recyclables. Notably, the evaluation report points out the operational adaptation of the program in response to the China National Sword policy helped mitigate the impacts on Material Recovery Facility operators from the loss of a key export market.

CONSIDERATION OF LONG-TERM SUSTAINABILITY

The program’s design as a self-funding model and ongoing maintenance of this model is clear evidence that long-term sustainability has been built into the program and delivered over time. The response of the program to the China National Sword policy has also driven consideration of sustainability of the program in future scenarios where foreign export of material may be restricted.

INTEGRATION WITH OTHER PROGRAMS AND ACTIVITIES

The interviews with EPA staff indicated that there are some gaps in the integration of the scheme with other activities. The Return and Earn program is operated by a separate team to the Litter Prevention Unit, and makes use of its own branding and collateral. Stakeholders recognised this as an issue and noted missed opportunities to leverage the respective successes of programs:

"...[Return and Earn is] not well integrated with the rest of the programs, most of the other pillars are Litter Prevention Unit, and we don't touch base together enough on that sort of stuff. Maybe there are opportunities to use the social capital of Return and Earn in other litter reduction areas. It's a well-recognised and trusted scheme and the brand could be better utilised across other activities. The Litter Prevention Strategy was developed before the scheme and before government commitment, once the commitment was made it was added as an extra pillar, so... it operates separately to other activities and pillars."

- EPA Interviewee

4.6.5 EFFECTIVENESS OF OUTCOMES

In terms of outcomes, the Return and Earn scheme has fully realised outcomes in the core area of infrastructure improvement. It has also demonstrated support for litter clean-up and prevention, though with some caveats (Figure 51).

FIGURE 51. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES

	Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
Return and Earn	Fully realised	Fully realised	N/A	N/A	Fully realised	N/A	Fully realised	Fully realised

COMMUNITY PARTICIPATION

The Return and Earn scheme has delivered some degree of litter prevention through community participation, with the proportion of scheme-eligible waste in the litter stream having reduced by 52% since the scheme's introduction, indicating a potential effect (especially when compared with the overall reduction in litter of 40%). The introduction of an alternative channel for disposal of potential litter appears to have had a positive effect on participation.

IMPROVING ATTITUDES TOWARDS LITTERING

This was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

MAKING LITTERING MORE SOCIALLY UNACCEPTABLE

This was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING COMMUNITY CONFIDENCE IN THEIR ABILITY TO AVOID LITTERING

Market research data identified that community members are routinely participating in the program, with 77% of residents participating in some form, and 91% of these residents participating at least once per quarter. This establishment of routine use of the program indicates that people are confident in using the program as a channel for handling waste as an alternative to littering.

IMPROVING LITTER ENFORCEMENT AND REPORTING

This was not an identified priority for this program, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

IMPROVING LITTER INFRASTRUCTURE

The introduction of 627 collection points for returnable waste, including reverse vending machines and automated depots, has improved litter infrastructure by providing more places where waste can be disposed of instead of through littering.

IMPROVING LITTER CLEAN-UP

In this area the scheme has fully realised its objectives; the evaluation report indicates that reductions in container litter eligible for the scheme has outstripped the overall reduction in litter. The evaluation report, as well as interviews and surveys with stakeholders noted that there is an opportunity to expand the scope of the scheme to include other materials that contribute to the litter stream, and to encourage clean-up more generally:

"Return and Earn is good but doesn't encourage collection of 'old cans and bottles' and it doesn't encourage collection of other litter."

- NSW Government survey respondent

4.7 MONITORING AND EVALUATION

In the area of Monitoring and Evaluation, there are five sets of activities under consideration (Figure 52). For these activities, the strongest performance has been seen with program evaluations that have been completed, the Butt Litter Check and the Key Littered Item study. For the Local Litter Check, activities have led to positive outcomes, but there remain opportunities for evolution and improvement. The National Litter Index (which is not administered by the EPA but forms a crucial part of addressing Litter Prevention Program objectives) is the weakest area, and it is being replaced in large part because of issues in

terms of adaptation and sustainability, though it has shown some reasonable performance in terms of outcomes.

FIGURE 52. RUBRIC SCORECARD, MONITORING AND EVALUATION

		Activities are aligned with strategy pillars	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have led to positive outcomes
M&E	M&E: Butt litter check	Fully realised	Fully realised	Fully realised	Fully realised
	M&E: Key litter item study	Fully realised	Fully realised	Fully realised	Fully realised
	M&E: Local litter check	Making progress	Making progress	Fully realised	Fully realised
	M&E: National litter index	Making progress	Beginning but limited	Opposed	Making progress
	M&E: Program evaluations	Fully realised	Fully realised	Fully realised	Fully realised

4.7.1 AVAILABLE EVIDENCE

For this set of activities, interviews, evaluation reports, case studies, guidelines and tools were used as sources of evidence (Table 11).

TABLE 11. RUBRIC EVIDENCE

Evidence Type	Evidence Name
Documents	butt-litter-index-2020.pdf
	ButtLitterCheck Guidelines and Tools.pdf
	CLG Evaluation Report R1 and R2
	CLG Evaluation Report R1-R4
	CouncilGrantsCaseStudies.pdf
	epa-local-litter-check.pdf
	EPA/KLI websites
	Guide to prevent Cigarette Butt Littering
	Litter Grants Outputs and Outcomes_SLS WORKINGS
LRIPGrantsCaseStudies.pdf	
Evaluations	CLG evaluation R5/R6
Surveys	2021 Butt Litter Community Impact Survey

4.7.2 ALIGNMENT WITH PILLARS

In general, monitoring and evaluation activities have aligned with pillars, most notably in the delivery of effective evaluation and monitoring of outcomes (Figure 53). However, while evaluation activities have had strong performance in this area, the Local Litter Check and National Litter Index have had some areas where improvements could be made, not only in effective evaluation and monitoring, but also in secondary areas of education and infrastructure development.

FIGURE 53. RUBRIC SCORECARD, ALIGNMENT WITH PILLARS

		Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes
M&E	M&E: Butt litter check	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised
	M&E: Key litter item study	Fully realised	Making progress	N/A	N/A	N/A	Fully realised
	M&E: Local litter check	Making progress	Making progress	Making progress	N/A	N/A	Making progress
	M&E: National litter index	Making progress	Making progress	N/A	N/A	N/A	Making progress
	M&E: Program evaluations	Fully realised	N/A	N/A	N/A	N/A	Fully realised

IMPROVEMENT OF EDUCATION AND AWARENESS

The Local Litter Check has made a contribution to educating communities about the level of litter in their areas, though the evaluation of Round 1 and 2 of the Community Litter Grants

program notes that the check was difficult at times to implement for community groups and required some effort. Later rounds of the grants have encountered similar issues. For the National Litter Index, the check has been a key tool in communicating litter amounts and trends at state and national levels, though there is general agreement across state and territory governments that the index itself has flaws in its methodology that impact on the accuracy of individual data points.

DEVELOPING LITTER PREVENTION INFRASTRUCTURE

In the area of developing Litter Prevention Infrastructure, the Local Litter Check has made demonstrable progress through its contribution to Community Litter Grant program activities, particularly the case-making and targeting of infrastructure. There are opportunities for improvements to make the check easier to use so to allow it to be more broadly applied by grant applicants as well as the general public to make the case for infrastructure funding from other sources (such as councils).

DELIVERING ENFORCEMENT ACTIVITIES

Most activities do not identify the delivery of enforcement activities as a primary or secondary goal. The Butt Litter Check may potentially be used to identify enforcement activities for cigarette butt littering, though evidence was not available to confirm this.

REWARDING RESPONSIBLE BEHAVIOUR

This was not an identified priority for these activities, and there was not an indication of actions directly addressing this pillar. Therefore, no rating is reported for this dimension.

EVALUATION AND MONITORING OF OUTCOMES

Evaluation and monitoring of outcomes is the primary objective of evaluation and monitoring activities. Evidence from evaluation reports shows that this has been delivered effectively for evaluations. For the Local Litter Check and the National Litter Index, aforementioned gaps in ease of use and applicability create opportunities for improvement. For the Butt Litter Check, the recent statewide research report shows quality monitoring and delivery of evidence in this area.

4.7.3 QUALITY OF DELIVERY

In this domain, monitoring and evaluation activities show mixed results (Figure 54). Evaluation and Butt Litter Check activities demonstrate high quality of delivery in process, communications (for evaluation) and activities, while the Local Litter Check has improved over time. The National Litter Index is limited in quality, largely due to its proprietary methodology and low access to granular data, which has curbed the ability of the EPA and other stakeholders to use and to verify results. Evidence on the Key Littered Item study indicated that processes and tools have been effective and efficient.

FIGURE 54. RUBRIC SCORECARD, QUALITY OF DELIVERY

		Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach
M&E	M&E: Butt litter check	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised
	M&E: Key litter item study	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised
	M&E: Local litter check	Making progress	Fully realised	Making progress	Making progress	Making progress	Making progress
	M&E: National litter index	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited
	M&E: Program evaluations	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised

EFFECTIVENESS AND EFFICIENCY OF PROCESSES

In terms of process, the Local and Butt Litter Checks, Key Littered Item study and evaluation activities have demonstrated effective and efficient processes, based on their integration into the overall delivery of the strategy. For example, the evaluations of the Community Litter Grants program made use of the Local Litter Check as a part of the evaluation process and evaluated the use of the Local Litter Check in supporting program outcomes.

The delivery of the National Litter Index by a contracted organisation using a proprietary process has limited the applicability of their approach to litter measurement. Scrutiny of the process by CSIRO found deficiencies in data gathering processes, consistency of site selection, counting methodology and data collector training. All of these were seen to undermine the effectiveness of the index.

EFFECTIVENESS AND EFFICIENCY OF TOOLS

The Local Litter Check and Butt Litter Check have developed readily available and usable tools for measuring litter in a repeatable and straightforward manner. However, evaluation of the Community Litter Grants program has indicated that there are some opportunities to improve the tool to make it easier to input information, and to reduce the time required to gather data (and the burden on volunteers). For the National Litter Index, the primary tool provided to users is the dataset, which requires a customised request (and fee) for any data beyond the core index data provided by agreement. Even then, the core data has limitations in its applicability.

EFFECTIVENESS AND EFFICIENCY OF COMMUNICATIONS MATERIALS

In this area evaluations have been strongly effective, primarily as a result of the development and use of case studies as a powerful communication tool for the EPA and their stakeholders, for example the case studies for the LRIP and Council grants programs. The publication of

reporting on research outcomes that drove the development of the Butt Litter Check is a positive communication of activity and research to stakeholders. Communications materials for the Local Litter Check are reasonably clear, though grantee stakeholders have identified that they could be made more user friendly and salient. In the case of the National Litter Index, the limited information on the method, the variability of results and the presentation of a simplified index means that misinterpretations of the data (especially for single data points) are possible. There have been reported instances of the index being used to make assertions about litter performance that may not reflect the truth, such as relative litter performance between states, or year-on-year.

SUPPORT OF STAKEHOLDER NEEDS

Evaluation and monitoring activities have fully supported stakeholder needs, for example, grant acquittal data has been used to establish the collective impact of programs. The application of the Local Litter Check is evolving in Rounds 5 and 6, and early indications are that stakeholders are better supported by these changes. The Own It and Act Framework has also been introduced as a tool for assessing the capacity of organisations to address littering issues. However, the National Litter Index has had substantial issues in this area, particularly in terms of its appropriateness to different contexts, and its level of detail to inform sound policy making and targeted intervention.

BUILDING STAKEHOLDER CAPACITY AND REACH

Evaluations have demonstrated their value in building the capacity and reach of stakeholders, particularly through providing stakeholders with opportunities to better communicate results to their stakeholders and partners (for example through case studies). The Local Litter Check and Butt Litter Check are helping to develop capacity of stakeholders in the community to measure litter. The proprietary and closed nature of the National Litter Index limits its ability to support stakeholder development.

4.7.4 ADAPTATION AND INNOVATION

Evidence from design and delivery documentation shows that the Butt Litter Check, Local Litter Check, Key Littered Item study and evaluations have all considered sustainability and how their activities contribute to other programs and activities (Figure 55).

Notably, a negative effect in these areas has been seen for the National Litter Index. This is primarily because it is a contracted and proprietary methodology reliant on the engagement and training of operators, which is seen as unsustainable for gathering national level data (especially in light of COVID-19). Moreover, the National Litter Index has not considered adaptation and innovation as part of its remit, which is a key driver of the development of a future replacement.

FIGURE 55. RUBRIC SCORECARD, ADAPTATION AND INNOVATION

		Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long-term sustainability and been developed to support sustainment	Activities are integrated with and contribute to other programs and activities
M&E	M&E: Butt litter check	Fully realised	N/A	Fully realised	Fully realised
	M&E: Key litter item study	Fully realised	Fully realised	Fully realised	Fully realised
	M&E: Local litter check	Fully realised	N/A	Fully realised	Fully realised
	M&E: National litter index	Opposed	Absent	Opposed	Making progress
	M&E: Program evaluations	Fully realised	N/A	Fully realised	Fully realised

ALLOWING FOR ADAPTATION AND INNOVATION IN ACTIVITIES

There is evidence from reporting on outcomes of the Key Littered Items Study that it both adapts to and drives adaptation in terms of priorities for addressing litter. It is evident that the study has played an important role in raising the profile of marine litter as an area to be addressed.

Adaptation and innovation are demonstratively absent from the design and implementation of the National Litter Index, due to its rigidity and proprietary methodology (evidenced by the CSIRO report into the index in 2019). The development of a new index has been driven by the inability of the National Litter Index to address changing needs of stakeholders and to adapt to different environments and litter scenarios, particularly small sites.

This dimension is not considered relevant for evaluations, the Butt Litter Check and the Local Litter Check.

CONSIDERATION OF LONG-TERM SUSTAINABILITY

By design, the Butt Litter Check, Local Litter Check and evaluation activities have all been developed to be sustainable long-term, by informing decision-making on improvements, or by identifying opportunities for program innovation. The Key Litter Item study also addresses this area both in terms of driving long-term policy, but also in terms of adapting to reflect emerging waste streams.

By contrast, the design of the National Litter Index doesn't allow for activities that would improve its sustainment over time. Its proprietary methodology and policy of limited access to data means that it cannot be readily used by stakeholders, nor can it evolve to meet their needs. The decision by state and territory governments to develop a replacement for this index demonstrates that the existing index was not fit for purpose in the long term.

INTEGRATION WITH OTHER PROGRAMS AND ACTIVITIES

Integration with other programs and activities is fully realised for all but the National Litter Index (noting that the Key Littered Items study needs further evidence to make a rating). The National Litter Index is considered to have some degree of integration, in that it represents a national benchmark used in the development of outcomes measures. However, it is known to be a crude measure of litter activity, and can lead to flawed interpretation, which has inhibited its use in other programs and activities.

4.7.5 EFFECTIVENESS OF OUTCOMES

The ratings for monitoring and evaluation programs on the delivery of outcomes is provided in Figure 56. The Butt Litter Check has supported improved measurement of cigarette butts by the community, which has enabled the implementation of litter prevention activities by the community. The Key Littered Items study has been a driver of improved infrastructure and litter clean-up, through the use of its data to shape policy and grant program priorities. The Local Litter Check and evaluations have contributed to enforcement and reporting outcomes as well as supporting litter prevention activities. The National Litter Index has been used to support litter reporting outcomes, but the methodology and reliability of numbers could be improved, which in turn could lead to improved outcomes.

FIGURE 56. RUBRIC SCORECARD, EFFECTIVENESS OF OUTCOMES

		Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement and reporting has improved	Litter infrastructure has improved	Litter clean-up has improved
M&E	M&E: Butt litter check	Fully realised	Fully realised	N/A	N/A	N/A	N/A	N/A	N/A
	M&E: Key litter item study	Fully realised	N/A	N/A	N/A	N/A	N/A	Fully realised	Fully realised
	M&E: Local litter check	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	N/A	Making progress
	M&E: National litter index	Making progress	N/A	N/A	N/A	N/A	Making progress	N/A	N/A
	M&E: Program evaluations	Fully realised	N/A	N/A	N/A	N/A	Fully realised	N/A	N/A

COMMUNITY PARTICIPATION

The Local Litter Check has demonstrated a positive impact on community participation through its adoption as a core element of the Community Litter Grants program, and more generally by providing a tool the community can use to measure litter, which helps to inform

litter prevention interventions. Similarly, the Butt Litter Check has been a core element of the Cigarette Butt Grants program and is being adopted as a general tool for use by the community.

IMPROVING ATTITUDES TOWARDS LITTERING

This was not an identified priority for these activities (or evidence was not available), and there was not an indication of actions directly addressing this pillar. Therefore, no ratings are reported for this dimension.

MAKING LITTERING MORE SOCIALLY UNACCEPTABLE

This was not an identified priority for these activities (or evidence was not available), and there was not an indication of actions directly addressing this pillar. Therefore, no ratings are reported for this dimension.

IMPROVING COMMUNITY CONFIDENCE IN THEIR ABILITY TO AVOID LITTERING

This was not an identified priority for these activities (or evidence was not available), and there was not an indication of actions directly addressing this pillar. Therefore, no ratings are reported for this dimension.

IMPROVING LITTER ENFORCEMENT AND REPORTING

The Local Litter Check and evaluations have both made a contribution to enforcement and reporting outcomes through their use to target interventions in this area to “hot spots” and by identifying ways in which enforcement and reporting can be improved. For example, the customer journey mapping exercise for the app represents an evaluation of the effectiveness of the reporting system, and this has led to recommendations on system improvement. For the National Litter Index, progress has been made in using this to support litter reporting outcomes (e.g. through linking enforcement activities with litter reductions over time), though the variability of this metric has limited the interpretative capability.

IMPROVING LITTER INFRASTRUCTURE

The Key Littered Items Study has made a positive contribution to this outcome, through raising marine litter as a priority area and encouraging the placement of infrastructure to prevent litter entering waterways.

IMPROVING LITTER CLEAN-UP

The Key Littered Items Study has made a positive contribution to this outcome, through raising the profile of marine litter in the community and encouraging clean-up of waterways. Finally, the Local Litter Check is making progress in contributing to this outcome by encouraging the community to measure changes in litter. It is expected that improvements in the usability and applicability of tools will further enhance this contribution.

5. VALUE FOR MONEY ANALYSIS

As part of the evaluation we have conducted a Value for Money (VFM) analysis of the program following the '4Es definition' of VFM proposed by Barr and Christie⁶, providing a framework for analysis shaped by Economy, Efficiency, Effectiveness and Equity. Evaluating the programs, with an understanding that value for money should improve over time, we have categorised results (value) against the costs that can be allocated.

Using the Barr and Christie framework, and assessing available data, we identified a series of indicators (Table 12) addressing the different dimensions of value for money, along with the type of indicator and measurement type (at the highest level in the hierarchy). This produced a strong set of value for money indicators, addressing all four dimensions of value for money, as shown in Table 13, which shows the number of indicators by highest measurement typology and by indicator typology along with the high-level indicator value.

Based on these indicators the program is seen to have provided strong value for money across all four dimensions. Importantly, it can be demonstrated that the program provides a positive economic return through the reduction of ongoing costs for the management of litter within communities. The program also demonstrates evidence of grant investment in regional communities, supporting Government priorities in this area.

TABLE 12. VALUE FOR MONEY INDICATORS (OVERALL)

E-Type	Reference number	Description	Indicator type	Measurement type (highest level)	Value
Economy	1	\$ variation in program delivery to budget (overall)	Monetary	Benchmark	\$199,048 (0.40%) below budget
	2	Benefit/cost ratio for program	Monetary	Benchmark	10.23
Effectiveness	3	Cost per percentage reduction in litter volume	Quantitative	Comparative	\$1,387,213
	4	Reduction of economic costs for litter management	Monetary	Benchmark	\$73,954,000

⁶ Barr, J and Christie, A. *Better Value for Money, An organising framework for management and measurement of VFM indicators*. itad. Available online: <http://www.itad.com/wp-content/uploads/2014/11/Itad-VFM-paper-v21.pdf>

Efficiency	5	Cost per percentage reduction of litter in hotspots	Quantitative	Comparative	\$1,285 (by volume) \$1,009 (by items)
	6	Average fine revenues per reporter	Quantitative	Stand-alone	\$293
	7	Cost per reporter registered	Quantitative	Stand-alone	\$1,178 (overall) \$25.91 (Report to EPA costs)
Equity	8	Spend per person	Quantitative	Comparative	\$1.43 (combined grants)
	9	Ratio of Regional to Metro spend per person	Quantitative	Comparative	2.51:1 (combined grants)

TABLE 13. VALUE FOR MONEY INDICATOR FRAMEWORK

	Benchmark	Comparative	Stand-alone
Monetary	3		
Quantitative	3	2	
Qualitative			

5.1 ECONOMIC INDICATORS

Economic indicators represent the cost and value of inputs to programs. In a practical sense, they include metrics around financial investment and benefits represented in dollar terms. For the Litter Prevention Program, two economic metrics were identified – the variation to budget and the benefit cost ratio.

5.1.1 VARIATION IN PROGRAM DELIVERY TO BUDGET

For this metric, the available data were the spend data between 2012 and 2021 of \$49.8 million, and the announced budget of \$50 million for the program. Based on this we can establish the variation in program spending as \$199,048 below budget figures, or 0.4% under

budget. This is a positive outcome relative to the standard benchmark of a balanced budget, while not being an extreme underspend.

5.1.2 BENEFIT TO COST RATIO

A benefit to cost ratio is a numeric value that quantifies the relationship between the relative costs and benefits of an activity. It is calculated by dividing the monetary value⁷ of the benefits, by the cost of generating those benefits. If the benefit to cost ratio exceeds 1, the project is expected to deliver a positive return of benefits relative to the cost of investment.

Three benefit to cost ratios were identified for the program (Table 14). The first two assess the cost-benefit ratios for the full program including and excluding non-market benefits (such as improved amenity), while the third is taken from prior cost-benefit analyses for Tosser campaign activities. In all three cases, the value exceeds 1, indicating that the program provides a net benefit. When non-market benefits are included (such as the impact on health and amenity), this ratio is 10.23: the economic benefits to society are over ten times what is invested. Even when only considering the impact on economic costs for litter management, the Litter Prevention Program has a ratio of 1.48, which demonstrates an appreciable return on investment.

TABLE 14. BENEFIT TO COST RATIOS

Ratio Type	Ratio value
Overall (including non-market benefits)	10.23
Overall (direct market benefits only)	1.48
Tosser campaign (including non-market benefits)	4.9

The inputs for deriving these indicators were derived from work completed by Inform Economics in 2019 to estimate the benefits of Phase 7 of the Tosser Campaign. The model used there was extended across the period of the program from the 2012-13 to the 2019-20 Financial Years and then correlated with NLI data on litter reduction over this period.

5.2 EFFECTIVENESS INDICATORS

Effectiveness indicators represent the achievement of outcomes and impact in the relation to the underlying costs associated with outputs. Five indicators were identified in this category.

⁷ Using discounted cash flow calculations as appropriate to determine the present monetary value of costs and benefits. Monetary values for non-market benefits (such as improved health and amenity) are derived using economic modelling; details for the non-market benefit valuations are provided in the source documents for this analysis.

5.2.1 COST PER PERCENTAGE REDUCTION IN LITTER VOLUME

Using the overall costs of the program, we estimate that it costs \$1,387,213 to deliver a percentage point reduction in littering across the state. This is based on the total cost of the program, divided by a 36% reduction in litter attributable to the Litter Prevention Program above and beyond estimated baseline trends which were calculated as part of the 2019 Inform Economics report.

Looking at Tosser in isolation (and not including the impacts of the campaign refresh or the report a tosser campaign), the Inform Economics data provided an estimate of \$2,832,632 of campaign investment for every percentage reduction in litter attributable to the campaign⁸.

5.2.2 REDUCTION OF ECONOMIC COSTS FOR LITTER MANAGEMENT

Economic analysis by MRA in 2015 found that the annual costs of litter management across the state totalled over \$190 million, of which \$130 million is borne by councils. Using these figures, along with data from the Inform Economics report, we were able to establish the total attributable reduction in economic costs over the period of the Litter Prevention Program as \$73,954,000, or an annual reduction in costs of \$9,244,250. This figure is higher than the amount invested in the program, indicating that the Litter Prevention Program provides a net saving to New South Wales.

5.2.3 COST PER PERCENTAGE REDUCTION OF LITTER IN HOTSPOTS

A more localised estimate of value for money is based on available data for percentage reductions in litter in hotspots that received grant funding through the Council and LRIP grants programs. The percentage reduction was compared with the funding provided for the grant, and the results were averaged across all grants for reductions in volume and item numbers. This produced an average figure of \$1,285 per percentage reduction in volume, and \$1,009 per percentage reduction in items. However, we note that data were limited and the variation in results was large, so these figures may not be reliable indicators.

5.2.4 FINE REVENUE PER REGISTERED REPORTER

The issued amount of fines was compared with the number of registered reporters between 2015 and 2019 to estimate the average amount of fine revenues generated by each reporter registered in the Report a Tossler program. This resulted in a value of \$293 per reporter. We note that data on fines represented fines issued and not the actual amount collected. We also note that the amount of fines issued cover a longer period than the data for registered reporters, so the above value may vary up or down in reality.

⁸ The Inform Economics report estimated that Tosser alone is responsible for 14.5% of each percentage point reduction in litter.

5.3 EFFICIENCY INDICATORS

Efficiency indicators represent the aggregate cost of inputs that are transformed by sets of activities into outputs. Only one indicator was identified in this area, relating to the Report a Tosser program.

5.3.1 COST PER REPORTER REGISTERED

Using the cost of the full Litter Prevention Program, the cost spent on Report a Tosser, and the data on registered reporters, we calculated the cost per reporter registered (i.e. the investment required to lead to one registered reporter). Across the whole program this was \$1,178, though this is an overestimate of the true cost as much of the Litter Prevention Program investment is not directed to the goal of recruiting reporters. Conversely, looking at Report to EPA spending only produces a figure of \$25.91 per reporter, which realistically represents the ongoing cost per reporter of maintenance of the program, and does not include costs of advertising and recruitment of reporters. However, this maintenance cost is well below the estimated revenue generated per reporter, so this represents a positive investment.

5.4 EQUITY INDICATORS

These indicators examine the fairness of outputs across key stakeholder groups. Only one indicator was developed based on the data available, which considers the spend per resident of the state, comparing spend data for grant programs by metro and regional location of projects.

5.4.1 SPEND PER PERSON

Data were available on the location of investment for the Community Litter Grants, Council Grants and LRIP Grants programs. These were combined with data on the total population of NSW in 2018 of 7.95 million and the split between regional NSW and Greater Sydney of 35.5% to 64.5%⁹. Using these figures, the spend per person could be calculated for each program and in total (Table 15).

TABLE 15. SPEND PER PERSON

	Metro	Regional	Total
Population	5,127,750	2,822,250	7,950,000

⁹ <https://www.nsw.gov.au/about-nsw/key-facts-about-nsw>; For the purposes of this analysis Greater Sydney excludes the Blue Mountains, Central Coast, Wollondilly, and Hawkesbury LGAs

Cigarette Butt Litter Prevention	\$0.06	\$0.06	\$0.06
Community Litter Prevention	\$0.11	\$0.21	\$0.15
Council Litter Prevention	\$0.56	\$1.05	\$0.73
Litter Regional Implementation Program	\$0.25	\$1.13	\$0.49
Total	\$0.98	\$2.45	\$1.43

The data show that the Litter Prevention Program has invested over a dollar per resident across the three programs over their lifetime. Regional residents have received over twice the investment per capita, particularly through the LRIP grants, which support groups of councils. This indicates that the Litter Prevention Program is actively addressing inequities in funding to regional areas through its grants programs.

6. CONCLUSIONS AND RECOMMENDATIONS

This report represents the final evaluation of the program.

Our overall assessment of the delivery of the Litter Prevention Program over the 2012-2021 period is positive. The strategy adopted has delivered success in relation to all but one KPI, and surpassed expectations in relation to the Premier's Priority target. Collectively, individual programs have delivered against the pillars of the strategy, as well as provided positive outcomes in relation to litter prevention priorities. Where there have been opportunities for improvement, these have either been implemented during the lifetime of the program, been implemented during the 2021-22 transition year, have started to be implemented, or are being considered for implementation.

We have reviewed and updated our recommendations from the interim evaluation to inform future strategy development:

1. Ensure responsiveness to stakeholder needs

- a) Develop deeper connections with the community and ensure that programs can adapt and be integrated with local initiatives and needs. This will help make programs community driven.
- b) Deliver advocacy and engagement with governments (federal, state and local) to maintain litter as a core policy priority.
- c) Improve integration and communication between programs within the Litter Prevention Unit, the EPA, and with other agencies, including the sharing of emerging trends and lessons learned from program delivery.
- d) Ensure that programs are designed with scope to allow their adaptation to future needs and policy priorities.
- e) Develop an integrated communications plan across the portfolio to minimise duplication of resources, harmonise messaging (and timing of messaging) across pillars of activity and link program activities so that learnings and information are fed back into communications material evolution. Develop approaches for systematic and ongoing measurement of engagement and advocacy activities with stakeholders to support the delivery of the integrated communications plan.
- f) Develop an advocacy strategy to address litter at a national level to inform consistent and coordinated engagement with Commonwealth agencies, and to improve the engagement of Commonwealth agencies with stakeholders.
- g) Develop a proactive response to the removal of litter as a state level priority, and to the impact on this on funding of waste initiatives for councils and ROCs. This may include funding, advocacy and/ or awareness campaigns to maintain the profile of litter as an issue.
- h) Continue to invest in and support the measurement of economic impacts of litter as a means of assessing the value of litter prevention programs and to catalyse support from stakeholders.
- i) Consider (alongside the communications plan) ways to further enable and support localisation and innovation in communications materials for targeted program delivery that retain key messaging while resonating with targeted communities.

The CALD and Aboriginal-focused Tosser materials represent an example of this that can be built upon in enabling groups and LGAs to use and adapt this material.

2. Continue research into trends and program options

- a) Consider enshrining research as an element of the strategy, either as a standalone pillar or as an expansion of Monitoring and Evaluation.
- b) Continue research into ways to encourage reporting, perceptions of enforcement, and how to shift perceptions and behaviours around littering.
- c) Consider the role of enforcement as part of a broader strategy, and whether this represents a cost-effective contribution to reducing litter.
- d) Investigate the possibility of diminishing returns on investment and the behavioural effects from sustained campaigns and programs
- e) Investigate impacts of broader trends (e.g. changes in smoking behaviours such as hand-rolling and vaping) on littering patterns.
- f) Research the impacts of COVID-19 on single use items and supply chains and investigate the potential impacts on existing and future targets.
- g) Investigate ways to map out activities and infrastructure in communities, to help target initiatives and grants
- h) Investigate and develop ways to engage and empower individuals and communities to deliver "citizen science" activities using tools such as the Local Litter Check.

3. Improve systems for reporting and sharing data

- a) Develop stronger tools for application, management and reporting that are user-friendly and encourage quality reporting.
- b) Develop an integrated system for gathering and analysis of data across programs, including considering whole of program dashboards

APPENDIX 1 CASE STUDY: CIGARETTE BUTT RESEARCH

FIGURE 57. LITTER PREVENTION PILLARS



CONTEXT

To support enhanced waste and recycling, the NSW Government is delivering Waste Less, Recycle More, a waste and recycling agenda for NSW that aims to deliver economic, employment and environmental benefits for local communities and transform waste and recycling in NSW. As part of this, Waste Less, Recycle More has provided \$50 million to support the Litter Prevention Program in NSW, which is delivered through the Litter Prevention Unit. In addition, the NSW Government has set a Premier's Priority of reducing the volume of litter in NSW by 40% by 2020.

Cigarette butts are the most common type of littered item in NSW, both in terms of number as well as in terms of being the most commonly cited item of litter in market research with NSW residents, of whom 95% consider cigarette butts to be litter, and 73% have noticed cigarette litter recently. Furthermore, EPA-commissioned research on littering has consistently found smokers to have a higher likelihood of littering than the general population. As a result, addressing cigarette littering is seen to be an effective way to reduce litter and to make a visible improvement in the amenity of public spaces.

This case study examines work completed by the EPA to investigate approaches to reducing waste from cigarette butts, its integration with other litter prevention activities, and its outcomes in supporting strategic goals. It draws upon findings from the published research reports, associated materials developed using the results of the research, and interviews with EPA stakeholders.

Figure 57 shows the links of this work with the five pillars of the litter prevention strategy. The primary pillar (orange) for this work is evaluation and monitoring, which includes litter research and studies. However, the four remaining pillars (light blue) are addressed as secondary objectives of the research, which provided insights relevant to the development and implementation of activities in all these areas.

ENFORCEMENT RESEARCH

In 2017, the EPA led a Cigarette Butt Litter Prevention Trial, with the goals of identifying:

- the most effective strategies for reducing smokers' cigarette butt litter behaviour
- councils' experiences of co-delivering interventions and assessing impacts
- how place managers and smokers can work together to keep locations free of butt littering.

Evidence gained from the trial would be used to develop tools and strategies to enable the EPA and stakeholder partners to prevent cigarette butt litter.

To deliver the trial, the EPA engaged in a partnership with 16 NSW local councils to deliver quasi-experimental trials¹⁰ of four different strategies for reducing cigarette butt littering:

- Pathways – signage directing people to butt disposal bins
- Positive Social Norming – signage encouraging smokers to act responsibly and providing positive reinforcement for pro-social disposal behaviour
- Pride and Ownership – combining maintenance of designated smoking areas with engagement with smokers to understand needs and gather reflections on their sense of ownership
- Enforcement – signage raising awareness of potential fines, combined with visible enforcement of fines.

To provide comparative references, all sites were measured prior to the trials to determine the levels of cigarette butt littering. The trial also measured rates during the implementation of strategies, and three months after the trial ceased to understand the persistence of changes in behaviour. Additionally, trial locations were matched with control locations where no interventions were made. Butt litter counts were used as a primary measure, and then combined with observational data on littering amounts and behaviours, along with interviews and surveys with smokers during and after the trials to understand behaviours and motivational factors.

All four strategies were developed in part through the combination of extensive research on existing approaches, along with quantitative and qualitative research with smokers to understand motivations for littering and barriers to pro-social behaviour, and a co-design process with partner councils to develop strategies that would be practical to deliver within their areas. This approach to strategy development was designed to ensure that findings

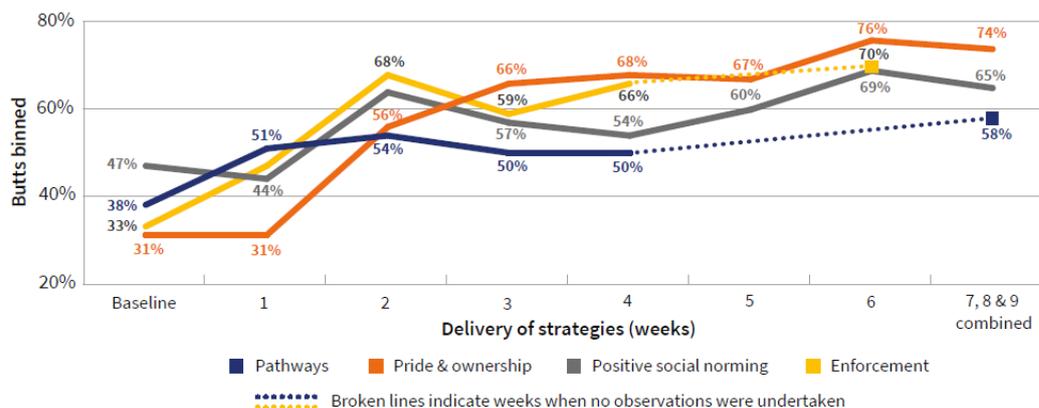
¹⁰ A quasi-experimental trial is a trial in which it is not possible to randomly assign people to a control or treatment group, and so they work by identifying comparison groups that are as similar as possible to treatment groups in terms of their characteristics. The comparison group then represents the outcomes if the treatment had not been implemented.

would be able to address the pillars of the Litter Prevention Strategy, both in terms of the development of future programs to specifically address Cigarette Butt Litter, as well as to provide input to other litter prevention activities.

OUTCOMES

The research found that all four strategies were successful in increasing the rates of binning of cigarette butts during implementation, with an increase from 38% to 58% of butts binned. At the follow-up stage, three of the four strategies showed sustainment in binning rates, with only enforcement seeing a decline in effectiveness. This result is consistent with recent research commissioned by the EPA on the effectiveness of enforcement in litter prevention, which found similar issues in the sustainment of enforcement activities.

FIGURE 58. BINNING RATES BY STRATEGY



Source: EPA, "Identifying effective strategies to reduce butt litter"

While these results alone were positive, the reduction of strategies to practice was an important consideration for the EPA, and it worked with Council partners to understand the practicality of strategies and measurement approaches. This identified that while Pride and Ownership was the most successful strategy, Pathways was the most cost-effective and efficient to deliver for councils while producing similar results in terms of litter reduction. The discussions with Council partners also identified the conditions under which strategies could be most successfully combined and delivered, influencing the design of EPA guidelines and processes.

The research also benefited teams working on campaigns to educate and increase awareness of littering, by providing insights into the motivations of smokers and testing of messages that can achieve attitudinal and behavioural change. This will support the development of future activities and campaigns, particularly in the Tosser campaign space.

Finally, the research represented the most comprehensive review of its time anywhere on factors influencing smoker disposal actions. It has made a contribution to the broader

literature on litter prevention, as well as raised the profile of the EPA as a leader in research into litter prevention.

LEARNINGS

A key learning of this work was the importance of co-design and partnership for the EPA in research development and implementation. Councils played a critical role in the successful design and delivery of project, as well as in identifying implications for the scale-up and roll-out of solutions in other areas. As well as this, the inclusion of the views of smokers in the research also enabled a better understanding of the motivations for behaviour and the direct influence of trail solutions on reducing butt litter.

In addition, this research produced detailed and nuanced findings with applicability to other pillars of the strategy, such as in the areas of enforcement and infrastructure. This underscores the importance of conducting research not for research's sake, but as an input to program design and delivery.

APPENDIX 2 CASE STUDY: EVALUATION AND MONITORING

FIGURE 59. LITTER PREVENTION PILLARS



CONTEXT

To support enhanced waste and recycling, the NSW Government is delivering Waste Less, Recycle More, a waste and recycling agenda for NSW that aims to deliver economic, employment and environmental benefits for local communities and transform waste and recycling in NSW. As part of this, Waste Less, Recycle More has provided \$50 million to support the Litter Prevention Program in NSW, which is delivered through the Litter Prevention Unit. In addition, the NSW Government has set a Premier's Priority of reducing the volume of litter in NSW by 40% by 2020.

Naturally, to know whether this target has been reached there needs to be a way to measure progress in reducing the volume of litter across the state. However, it is also important to understand how activities under the Litter Prevention Program support the achievement of this and other targets, and to understand how programs and activities can be optimised to achieve the greatest impact for the community. For these reasons the Litter Prevention Program has in place an ongoing program of evaluation and monitoring, both in terms of their own programs and to support communities to develop and deliver their own litter prevention activities.

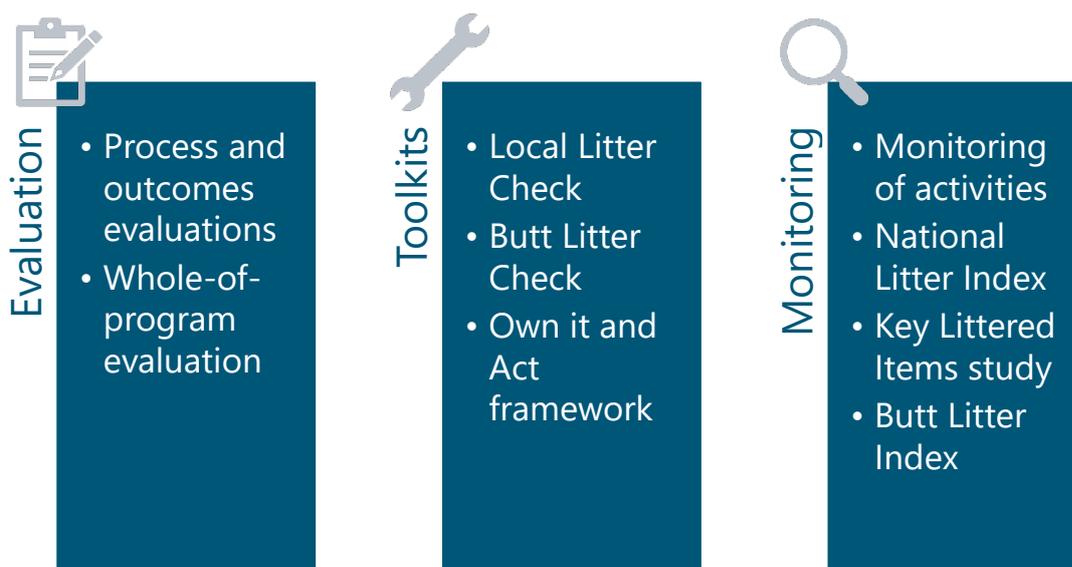
Figure 57 shows the links of this work with the five pillars of the litter prevention strategy. The primary pillar (orange) for this work is evaluation and monitoring, which includes litter research and studies. However, the four remaining pillars (light blue) are addressed as secondary objectives, which provided insights relevant to the development and

implementation of activities in all these areas. Moreover, the use of evaluation and monitoring is designed to support both activities addressing other pillars, and the communities served by the Litter Prevention Program through the provision of tools and strategies that organisations and individuals can use to do their own assessments of litter in their communities.

EVALUATION AND MONITORING

Under the Litter Prevention Program, the EPA has delivered multiple programs of evaluation and monitoring activity (Figure 60). These include their own program of evaluations across their programs, both individually and collectively. While evaluating an individual program is useful to understand specific aspects of development, performance and outcomes over its lifetime, the EPA has also invested in collective evaluation of the entire program to understand how each activity works together with other programs and to understand how the suite of programs address objectives.

FIGURE 60. LITTER PREVENTION PROGRAM EVALUATION AND MONITORING



The EPA has also developed tools to support councils, organisations and citizens to deliver high-quality monitoring and evaluation of litter and litter prevention in their own communities, through the Local Litter Check and the Butt Litter Check, suites of tools that are freely available for use from the EPA. The tools are designed to be easy to use, and provide robust data that can then be reported back to the EPA for use in wider monitoring activities, and to support applications and reporting on grant programs such as the Community Litter Grants program. A recent addition to the program of monitoring and evaluation has been the Own It and Act framework, which has been integrated into the Council grants program and piloted with organisations as part of Round 6 of the Community Litter Grants program. This process has been designed to address a gap in knowledge around the capacity of organisations to deliver and support litter prevention activities. It uses an approach of self-

assessment by organisations to identify their capacity, strengths and weaknesses. This is done using a rubric tool that scores performance across 31 dimensions. The EPA then makes its own assessment and through a process of dialogue and works with the organisation to facilitate a joint understanding of capability and priorities for development.

The EPA has also implemented monitoring activities for its programs, such as reporting on website and marketing activities, and enforcement platforms such as Report a Tosser. At a higher level, the EPA has engaged in state-wide and national programs for the monitoring of litter through the Key Littered Items study, which sought to understand trends in litter composition, especially in waterways; the Butt Litter Index to monitor cigarette butt disposal; and the National Litter Index, which provides data on litter composition and volumes across different sites in the country, enabling analysis of overall volume reductions in litter over time and relative to other states and territories.

OUTCOMES

EVALUATIONS

Over the lifetime of the Litter Prevention Program, there has been in place a consistent program of high-quality evaluation activity that has sought to understand the performance of program elements at different stages of delivery. This has enabled the EPA to have a strong degree of oversight of performance and the ability to respond to changes in the community. An example of this has been the evaluations of the Community Litter Grants programs, which identified ways in which the model of delivery needed to be changed to support grantees and respond to broader trends. The EPA were able to act on the recommendations of the evaluation and improve the quality of program outcomes. Moreover, they continue to use evaluations to improve the program over successive rounds. Another example is the customer journey mapping exercise for the Report a Tosser app, which resulted in substantial improvements to the user experience.

TOOLKITS

The Local Litter Check has become a fundamental part of multiple EPA programs and enables community groups (including volunteers) to assess the prevalence of litter in hotspots in a consistent and comparable manner. While there are opportunities to further improve the tools to reduce the burden on volunteers, the EPA are ensuring that these opportunities are explored and where feasible implemented.

MONITORING

The ability of the EPA to monitor its activities at a program level and overall has been crucial to ensuring its successful achievement of the Premier's Priority target of reducing the volume of litter by 40%. It has also enabled the EPA to consider what targets will be possible for future programs, and the strategies by which they will need to be achieved. Moreover, the EPA has identified ways to improve monitoring in the future through the integration of data reporting, and through changes to the National Litter Index to better capture litter data at a state level.

LEARNINGS

A quality program of evaluation and monitoring is fundamental to successful program delivery. It enables an organisation to understand its progress towards targets, to proactively identify trends, and to adapt and innovate its programs to better achieve outcomes. The Litter Prevention Program's suite of monitoring and evaluation activities demonstrates the necessity and value of having in place a range of activities, not only for improving its own work but in supporting the community.

APPENDIX 3 CASE STUDY: TOSSER CAMPAIGN

FIGURE 61. LITTER PREVENTION PILLARS



CONTEXT

To support enhanced waste and recycling, the NSW Government is delivering Waste Less, Recycle More, a waste and recycling agenda for NSW that aims to deliver economic, employment and environmental benefits for local communities and transform waste and recycling in NSW. As part of this, Waste Less, Recycle More has provided \$50 million to support the Litter Prevention Program in NSW, which is delivered through the Litter Prevention Unit. In addition, the NSW Government has set a Premier's Priority of reducing the volume of litter in NSW by 40% by 2020.

A core pillar of the Litter Prevention Program is the delivery of education and awareness activities to the NSW public. The Tosser campaign series has been the primary means of delivery for these activities through large-scale media efforts in TV, radio, print, social and digital media and outdoor advertising. Across the lifetime of the current Litter Prevention Strategy, the campaign has seen some significant changes in messaging and approach, and the program continues to evolve to address new policy challenges.

This case study examines the campaign, how it has evolved over the lifetime of the Litter Prevention Strategy, its integration with other litter prevention activities, and its outcomes in supporting strategic goals. It draws upon findings from reports on campaign development and design, data on campaign outcomes, and interviews with EPA stakeholders.

Figure 57 shows the links of this work with the five pillars of the litter prevention strategy. The primary pillar (orange) for this work is evaluation and monitoring, which includes litter research and studies. However, the pillars of infrastructure, enforcement and evaluation (light

blue) are addressed as secondary objectives of the campaign, which provided insights relevant to the development and implementation of activities in these areas.

TOSSER CAMPAIGN

The Tosser campaign is the flagship activity of the Litter Prevention Program, and one of the longest running campaigns for an Australian government agency, targeting heavy and moderate litterers. The original campaign was delivered between 2000 and 2003, before being brought back in 2014 after a campaign development process with urban and regional focus groups. In 2016 the campaign added the "Report a Tosser!" message to support citizen-led enforcement activities. In 2018, the messaging was refreshed, with the addition of a new slogan "If it's not in the bin it's on you", and the introduction of a less direct approach to calling out litterers (Figure 62). In 2021, the campaign messaging has further evolved to raise awareness of littering impacts on marine life.

The campaign has been integrated as part of other programs delivered under the Litter Prevention Strategy. A requirement for grants programs has been the use of campaign collateral in targeted sites, while the Report a Tosser campaign message was developed to support and align with enforcement activities under the strategy. The message and scale of the campaign has also enabled it to develop a wide range of collateral and advertising options that can be used to engage with and support partner stakeholders to deliver messaging, for example through the collaborations with NSW Police, Woolworths (Figure 65) and McDonalds.

At the same time, the campaign has evolved and developed in light of regular monitoring and evaluation of outputs and outcomes since 2013, along with audience testing of campaign messages and materials which has shaped the content and targeting of messages to audiences.

OUTCOMES

The wide scale and visibility of the campaign over the life of the Litter Prevention Program indicates that the Tosser campaign has in concert with other litter prevention activities, made a substantial contribution to NSW reaching the Premier's Priority Target of a 40% reduction in litter by 2020. The visibility of the campaign has also led to an increase in the importance of the issue to public, with 86% of the public seeing it as important compared to 77% prior to the return of the campaign in 2014.

The active use of market research and testing of materials has also allowed the campaign to adapt to optimise the campaign messaging for target groups. An example of the former is the changes made to messaging for CALD and Indigenous audiences – for both these groups the "Tosser" wording is omitted, with the content focusing on messages that are most likely to resonate with that audience and achieve behavioural change (Figure 63 provides an example of messaging).

The campaign has also been able to adapt its messaging while retaining its core "brand" of the "Tosser" slogan. The introduction of the "If it's not in the bin it's on you" campaign

allowed a pivot towards behavioural change messaging while still retaining a recognisable message with the public. More recently, the campaign has shifted to highlighting the impacts of litter on marine environments, allowing it to align with this policy priority.

One major outcome of the campaign has been through the support of the campaign to enforcement activities. The 2016 rollout of the “Report a Tosser” campaign alongside the reporting mechanism (Figure 64) led to a large increase in the number of community members registering and reporting litterers. This also corresponded with increases in the number of fines issued, indicating that sustained and coordinated campaigning and enforcement can be successful.

That said, more recent outcomes indicate that there are still challenges to be overcome by future campaigns. Market research shows that the importance of litter as an issue remained steady but not increased over time. This can be an issue for long-running campaigns. There are also potential challenges around creating and sustaining behavioural change for litterers, especially those who are infrequent litterers or claim not to litter but do occasionally. While these people are not a current target of the campaign, there is the risk that infrequent littering behaviour may be normalised, leading to increases in littering behaviour.

LEARNINGS

The Tosser campaign can be seen as an example of a successful and long running government campaign to address a community issue and policy priority. It also provides some key lessons to the design and delivery of other campaigns and programs.

Firstly, the campaign has demonstrated the importance of adapting messaging for target audiences in order to achieve behavioural change. What may resonate for a general audience may produce different outcomes for other groups, especially for Indigenous people and culturally and linguistically diverse people. This can be addressed through market research and testing with audiences.

The campaign has also shown that success over time does not guarantee future success. Changes in policy priority and subgroup behaviours can easily undo gains made. Moreover, the COVID-19 pandemic has posed new challenges in the litter space, particularly around the availability and purchase of single use items and disposable masks based on an image of safety. While the “Tosser” brand is in a strong and recognised position, it will need to continue to adapt to changes over time.

A further lesson is the importance of integrating campaigns with other programs and activities to maximise reach and support outcomes. On the whole, the “Tosser” campaign has seen good integration with areas such as enforcement and reporting. That said, there is a lesson that no campaign can be a “one size fits all approach”. In some areas, the campaign has not aligned with local needs, and supported programs need to have the discretion to adapt or replace messaging to ensure the right fit for audiences.

Finally, the campaign demonstrates the important role that ongoing monitoring, testing and evaluation play in supporting program delivery and improvement. The campaign has been supported throughout its lifetime by a program of reporting on outputs and market research

into audience behaviours and campaign messaging. This has enabled the campaign to understand its success while also being able to address challenges.

FIGURE 62. EXAMPLE OF TOSSER CAMPAIGN MESSAGING



FIGURE 63. INDIGENOUS-FOCUSED TOSSER CAMPAIGN MESSAGING



FIGURE 64. REPORT A TOSSER MESSAGING



Search: 

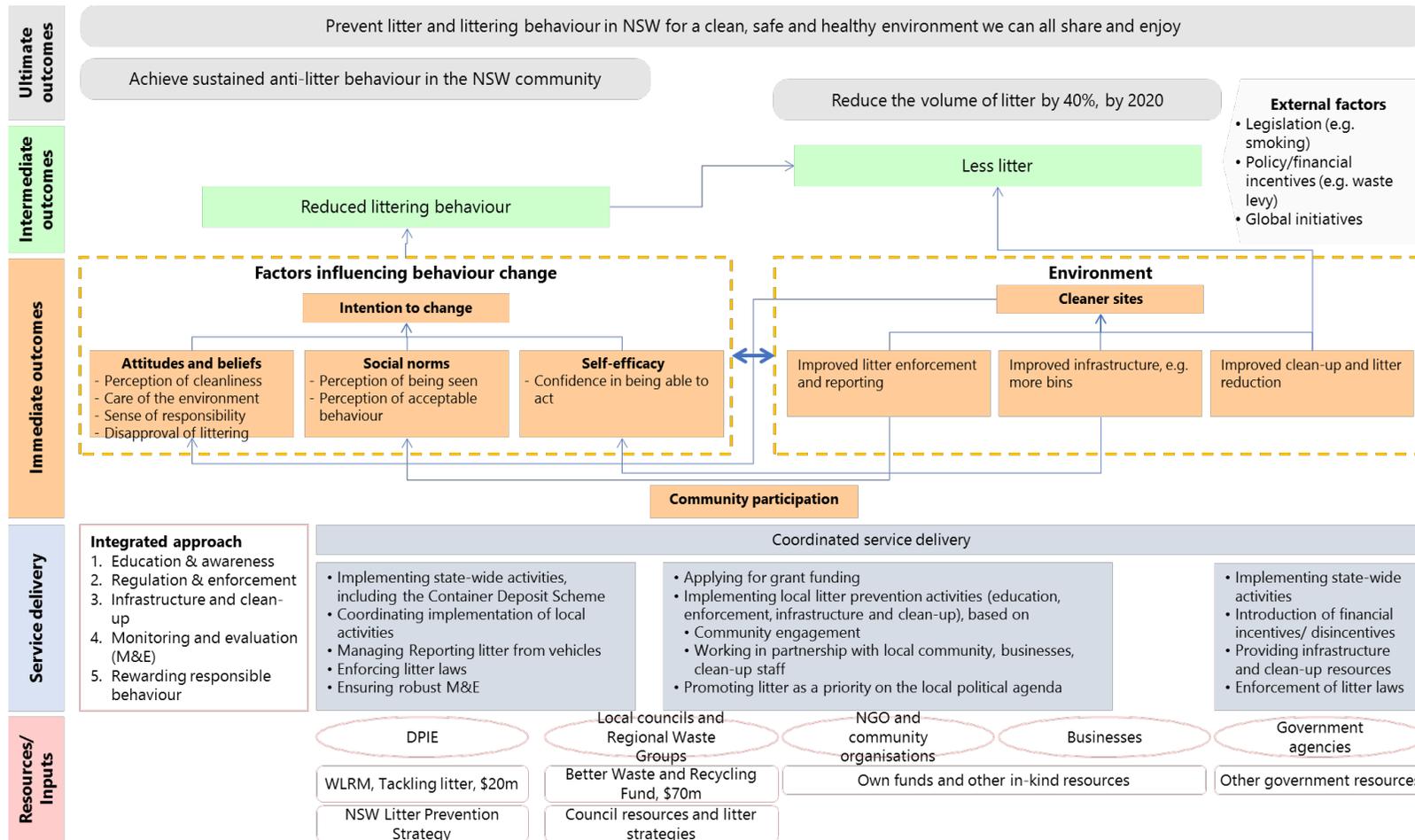
Fines apply.



FIGURE 65. EXAMPLE OF MESSAGING IN SERVICE STATIONS



APPENDIX 4 OUTCOMES HIERARCHY



APPENDIX 5 EVALUATION RUBRIC

1. PURPOSE OF RUBRIC

Rubrics are used in evaluation studies to consistently apply evaluative criteria, particularly where multiple programs or elements are being evaluated alongside each other. They provide a transparent and easily communicated assessment of program performance and can incorporate both qualitative and quantitative data. A rubric consists of two elements, the scale and the dimensions of merit or criteria. The scale provides a set of thresholds and criteria by which a program objective or goal (here the action area) is scored. The dimensions of merit articulate criteria to be assessed.

For the current evaluation, a rubric approach has been adopted because there are a range of individual programs under the broader program, each addressing different objectives of the broader Litter Prevention Strategy.

The rubric fulfils three purposes. Firstly, it allows the effectiveness of different elements to be compared. Secondly, it enables a holistic assessment of the Litter Prevention Program across elements, identifying areas of strength in program delivery along with gaps in coverage. Finally, the tool serves a practical role in initial stages of the evaluation process by identifying where there are gaps in information coverage that need to be addressed through further data collection and/ or provision of documentary evidence. This allowed for the evaluation to present a complete and coherent picture of program performance.

To apply the rubric and assess program performance, a mixed-methods approach was adopted, synthesising quantitative and qualitative evidence as available to develop a qualitative assessment of performance against each dimension. Detail is provided throughout each evaluation report on the rationale for the assessment of a program at a given level on the scale for each dimension.

2. COVERAGE OF RUBRIC

For this evaluation, the rubric tool covers the following programs delivered between 2012 and 2021:

- Tosser campaign – general campaign
- Report a Tosser campaign
- Litter from vehicles report to EPA
- On ground enforcement: Capacity building
- On ground enforcement: Enforcement campaigns
- Litter prevention grants: Council grants
- Litter prevention grants: Litter Regional Implementation Program
- Litter prevention grants: Community litter grants
- Litter prevention grants: Cigarette butts
- Litter prevention grants: Better Waste and Recycling Fund
- Sponsorships and awards

- Partnerships and collaborations
- Return and Earn
- M&E: Local litter check
- M&E: Butt litter check
- M&E: National litter index
- M&E: Key litter index study
- M&E: Program evaluations.

The design of the rubric dimensions and scale draws on the existing monitoring and evaluation framework for the program, the current outcomes hierarchy, and the Litter Prevention Fund project plan. These documents provided information on the objectives and priorities of the program over time, which in turn influenced the dimensions and scale of the rubric.

3. DIMENSIONS

Analysis of the identified four broad categories of merit in which dimensions were then developed:

- Alignment with the pillars of the Litter Prevention Strategy
- Quality of delivery
- Adaptation and innovation
- Effectiveness of outcomes

Not all programs and activities address all dimensions (especially in relation to the pillars of the Litter Prevention Strategy); this is by design and reflects the targeted nature of many activities. A key part of the rubric process is to confirm and assess that all dimensions are adequately covered by programs when taken together.

4. SCALE

For the rating scale, an overarching framework has been applied using the approach developed by Argyrous for the evaluation of capability building initiatives and regulatory maturity¹¹. This scale has been chosen as it enables a more nuanced assessment of real-world program performance compared to other scales, which limit scales to degrees of success only. This approach sets out a seven-point scale for the assessment of dimensions (a brief generic description is provided):

- Opposed: the activities directly contradict the dimension
- Absent: activities have not taken place or provided no contribution to the dimension
- Beginning but limited: activities have taken place but with incidental or minor impacts
- Making progress: activities have taken place and some impacts have been realised, but with substantial gaps or incomplete delivery
- Fully realized: activities have realised intended impacts
- Leading/ Innovating: activities have both realized intended impacts and demonstrated best practices or innovative practices in delivery

¹¹ A summary of the approach is at <https://www.artd.com.au/news/riding-the-rubric-wave/>; video of Argyrous' presentation is at <https://www.youtube.com/watch?v=aZkslkgFPCc>

- N/A: This dimension is not relevant to this program
- Evidence unavailable: There was insufficient evidence to make an informed assessment of performance on this dimension; this was used in interim reporting to identify gaps to be addressed as part of the final report.

For each dimension the scale is applied and defined in relation to the context of the dimension and related objectives.

5. FULL RUBRIC

The following table presents the full rubric for the evaluation, with the categories, dimensions, and for each dimension, a description of performance for each level of the scale¹². Dimensions in bold represent a category-wide dimension which is assessed on the basis of the performance of the other dimensions in that category. This enables the creation of a simplified version of the rubric which can be useful for high-level communications purposes.

¹² The “Needs evidence” and “N/A” ratings are not described here, as the definition provided in the scale does not vary across dimensions.

TABLE 16. DETAILED PERFORMANCE RUBRIC FOR THE LITTER PREVENTION PROGRAM

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/innovating
Alignment with pillars	Activities are aligned with strategy pillars	Activities have directly contradicted the pillars of the strategy	Activities are not aligned with Strategy pillars	Activities have limited alignment with pillars or alignment across only one or two pillars	Activities show substantial alignment with pillars or full alignment across three or four pillars	Activities demonstrate full alignment across all (relevant) pillars	Activities represent a best-practice example of strategic alignment
	Activities have made an effective contribution to improving education and awareness	Activities have directly contributed to negative education outcomes and/or reduced awareness	Activities have made no contribution to improving education and awareness	Activities have made a limited or incidental contribution to improving education and awareness	Activities have made a tangible contribution to improving education and awareness but there are gaps in delivery or opportunities for improvement	Activities have made a substantial contribution to improving education and awareness with no or minor gaps or flaws	Activities have demonstrated an exemplary contribution to improving education and awareness, and/or demonstrated novel effective approaches

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have directly contributed to reductions in infrastructure	Activities have made no contribution to developing infrastructure	Activities have made a limited or incidental contribution to developing infrastructure	Activities have made a tangible contribution to developing infrastructure but there are gaps in delivery or opportunities for improvement	Activities have made a substantial contribution to developing infrastructure with no or minor gaps or flaws	Activities have demonstrated an exemplary contribution to developing infrastructure, and/ or demonstrated novel effective approaches
	Activities have made an effective contribution to delivering enforcement activities	Activities have negatively impacted enforcement activities	Activities have made no contribution to delivering enforcement activities	Activities have made a limited or incidental contribution to delivering enforcement activities	Activities have made a tangible contribution to delivering enforcement activities but there are gaps in delivery or opportunities for improvement	Activities have made a substantial contribution to delivering enforcement activities with no or minor gaps or flaws	Activities have demonstrated an exemplary contribution to delivering enforcement activities, and/ or demonstrated novel effective approaches

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/innovating
	Activities have made an effective contribution to rewarding responsible behaviour	Activities have made a negative contribution to rewarding responsible behaviour	Activities have made no contribution to rewarding responsible behaviour	Activities have made a limited or incidental contribution to rewarding responsible behaviour	Activities have made a tangible contribution to rewarding responsible behaviour but there are gaps in delivery or opportunities for improvement	Activities have made a substantial contribution to rewarding responsible behaviour with no or minor gaps or flaws	Activities have demonstrated an exemplary contribution to rewarding responsible behaviour, and/or demonstrated novel effective approaches
	Activities have delivered effective evaluation and monitoring of outcomes	Activities have impeded the evaluation and monitoring of outcomes	Activities have not delivered evaluation and monitoring of outcomes	Activities have delivered limited evaluation and monitoring of outcomes; there is limited evidence of a structured approach in place	Activities have delivered evaluation and monitoring of outcomes but there are some gaps in delivery or opportunities for improvement	Activities have delivered effective evaluation and monitoring of outcomes with findings being integrated into program improvement activities	Activities have demonstrated exemplary monitoring and evaluation, and/or demonstrated novel effective approaches

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
Quality of delivery	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Activities have worked against the goals of the Strategy	Activities have not supported the goals of the Strategy	Activities have provided limited support of the goals of the Strategy	Activities have provided reasonable support for the goals of the Strategy but there are some gaps in delivery	Activities have provided effective and high-quality support for the goals of the Strategy	Activities have been fully supported by inputs that have met the needs of the strategy and/ or innovation has been fully realised in these inputs
	Processes have been effective and efficient in supporting the Strategy	Processes have worked against the goals of the Strategy	Processes have not existed or have not contributed to supporting the strategy	Processes exist but have only been implemented intermittently and/ or only delivered minor support to the Strategy	Processes exist and have been implemented and are substantially effective, but with gaps or opportunities for further improvement	Processes have been implemented and are effective, with only minor gaps or improvements identified	Processes are considered to be best practice examples and/ or incorporate innovative or leading-edge improvements

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
	Tools have been effective and efficient in supporting the Strategy	Tools have worked against the goals of the Strategy	Tools have not existed or have not contributed to supporting the strategy	Tools exist but have had only limited implementation and/ or limited effect on supporting the Strategy	Tools exist and have been implemented and are substantially effective, but with gaps or opportunities for further improvement	Tools have been implemented and are effective, with only minor gaps or improvements identified	Tools are considered to be best practice examples and/ or incorporate innovative or leading-edge improvements
	Communications materials and activities have been effective and efficient in supporting the Strategy	Communications materials have directly contradicted the Strategy	Communications materials have not existed or have not contributed to supporting the strategy	Communications materials and activities have been developed but their implementation has been limited or their effect has been minor	Communications materials exist and have been implemented and are substantially effective, but with gaps or opportunities for further improvement	Communications materials and activities have been implemented and are effective, with only minor gaps or improvements identified	Communications materials and activities are considered to be best practice examples and/ or incorporate innovative or leading-edge improvements

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
	Activities have supported the needs of stakeholders	Activities have directly contradicted the needs of stakeholders	Activities have not considered the needs of stakeholders in their design and delivery	Activities have limited consideration of the needs of stakeholders in their design but with limited or no delivery	Activities have considered of the needs of stakeholders in their design and acted upon these needs, but with opportunities for improvement or with some stakeholders not considered or supported	Activities have fully considered the needs of stakeholders in their design and supported stakeholders in delivery	Activities have fully considered the needs of a broad range of stakeholders and adapted and innovated to support changing needs
	Activities have built stakeholder capacity, skills and reach	Activities have reduced stakeholder capacity, skills or reach	Activities have not considered how to build, stakeholder capacity, skills or reach	Activities have shown limited consideration of how to build stakeholder capacity, skills and reach	Activities have incorporated how to build stakeholder capacity, skills and reach and acted upon at least one of	Activities have incorporated how to build stakeholder capacity, skills and reach and	Activities have pioneered new ways to build stakeholder capacity, skills and reach and

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
					these, but with limited success at this stage and/ or opportunities for improvement	delivered this successfully	delivered this successfully
Adaptation, innovation, sustainability and integration	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have been regressive in their design and delivery	Activities have not demonstrated adaptation, sustainability and/ or innovation	Activities have considered ways to adapt, be sustainable and/ or innovate but not executed these	Activities have identified ways to adapt and/ or innovate and attempted to implement this with limited success	Activities have identified ways to adapt, be sustainable and/ or innovate and implemented these with some success	Adaptation, sustainability and innovation have been central considerations in the design and delivery of the Strategy
	Activities have allowed for adaptation and innovation	Activities have been regressive in their design and delivery	Activities have not considered approaches to adaptation and/ or innovation	Activities have considered ways to adapt and/ or innovate	Activities have considered opportunities to adapt and/ or innovate though these	Activities have considered and implemented opportunities to	Adaptation and innovation have been fully integrated in activities

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
				but not executed these	have not been fully implemented	adapt and/ or innovate	
	Activities have considered their long-term sustainability and been developed to support sustainment	Activities have been short term in focus and have actively worked against the long-term planning of programs	Activities have not considered their long-term sustainability and have no strategy for long-term delivery	Activities have limited consideration of their long-term sustainability but have not implemented a strategy to achieve this	Activities have considered their long-term sustainability and have implemented a strategy to achieve this, with limited or mixed results	Activities have long-term sustainability as a core consideration, strategies are being effectively delivered to support this strategy	Activities have identified and implemented novel ways to ensure the long term sustainability of programs
	Activities are integrated with and contribute to other programs and activities	Activities directly contradict or impede the activities of other programs	Activities have been conducted in isolation from the activities of other programs, with no	Activities have considered potential contributions to other programs, but not executed these	Activities have demonstrated some degree of integration and contribution to other programs, but this has	Activities have demonstrated a strong degree of integration and contribution to other programs	Activities have been integrated with and contributed to other programs in excess of program design

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
			consideration of integration		been limited or developing		
Effectiveness of outcomes	Activities have led to positive outcomes	Outcomes have been negative and/ or in opposition to the goals of the Strategy	There are no substantial outcomes as a result of activities	There are limited positive outcomes of activities and/ or outcomes are yet to be seen for activities	There is evidence of positive outcomes from activities, though with some gaps and/ or with some outcomes not yet realised	There is substantial evidence of positive outcomes from activities, with no or minor gaps	Activities have generated positive outcomes in excess of expectations, and represent leading examples of practice
	The community has participated in litter prevention activities	The community has been actively discouraged from participation in litter prevention activities	The community has not participated in litter prevention activities	The community has only participated incidentally in activities and/ or are yet to have substantial participation	The community has participated in activities but at a level below expectations and/ or there remains substantial	The community has actively participated in activities at or above expected levels	The community has participated in activities in excess of expectations and/ or in novel and innovative ways

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
					work to improve participation		
	Attitudes towards littering in the community have improved	Attitudes towards littering in the community have worsened as a result of activities	There has been no change in attitudes towards littering by the community	There is only a minor or incidental improvement in attitudes and/ or improvements are yet to be fully realised	The community has improved attitudes but at a level below expectations and/ or there remains substantial work to improve attitudes	The community has improved attitudes at or above expected levels	Attitudes towards littering have improved in excess of expectations and/ or in novel and innovative ways
	Littering has become more socially unacceptable	Littering is considered more socially acceptable as a result of activities	There has been no change in the social acceptance of littering	There is only a minor or incidental improvement in social unacceptability and/ or improvements	Littering has become more socially unacceptable but at a level below expectations and/ or there	Changes to unacceptability are at or above expected levels	Littering has become more socially unacceptable in excess of expectations and/ or in novel

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/innovating
				are yet to be fully realised	remains substantial work to improve perceptions		and innovative ways
	Community members have more confidence in their ability to avoid littering	Community members have less confidence in their ability to avoid littering	There has been no change in community confidence in their ability to avoid littering	There is only a minor or incidental improvement in confidence and/or improvements are yet to be fully realised	The community has improved confidence but at a level below expectations and/ or there remains substantial work to improve confidence	Community confidence is at or above expected levels	The community has more confidence in their ability to avoid littering in excess of expectations and/ or in novel and innovative ways
	Litter enforcement and reporting has improved	Litter enforcement and reporting has worsened	There has been no change in litter enforcement and reporting	There is only a minor or incidental improvement in enforcement and reporting	Litter enforcement and reporting has improved but at a level below	Litter enforcement and reporting has improved to be at or	Litter enforcement and reporting has improved in excess of expectations

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
				and/ or improvements are yet to be fully realised	expectations and/ or there remains substantial work to improve levels	above expected levels	and/ or in novel and innovative ways
	Litter infrastructure has improved	Litter infrastructure has reduced in amount and quality	There has been no improvement in litter infrastructure	There is only a minor or improvement in infrastructure and/ or improvements are yet to be fully realised	Litter infrastructure has improved but at a level below expectations and/ or there remains substantial work to improve infrastructure	Litter infrastructure has improved to be at or above expected levels	Litter infrastructure has improved in excess of expectations and/ or in novel and innovative ways
	Litter clean-up has improved	Litter clean-up has reduced in	There has been no	There is only a minor or incidental improvement in	Litter clean-up has improved but at a level below	Litter clean-up activities are at	Litter clean-up in excess of expectations and/ or in novel

Category	Dimension	Opposed	Absent	Beginning but limited	Making progress	Fully realised	Leading/ innovating
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		amount and quality	improvement in litter clean-up	clean-up and/ or improvements are yet to be fully realised	expectations and/ or there remains substantial work to improve clean-up	or above expected levels	and innovative ways
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APPENDIX 6 RUBRIC SCORECARD

		Activities are aligned with strategy pillars	Activities have made an effective contribution to improving education and awareness	Activities have made an effective contribution to developing litter prevention infrastructure	Activities have made an effective contribution to delivering enforcement activities	Activities have made an effective contribution to rewarding responsible behaviour	Activities have delivered effective evaluation and monitoring of outcomes	Delivery of activities have been supported by high quality inputs (processes, tools and communication) that support the goals of the Strategy	Processes have been effective and efficient in supporting the Strategy	Tools have been effective and efficient in supporting the Strategy	Communications materials and activities have been effective and efficient in supporting the Strategy	Activities have supported the needs of stakeholders	Activities have built stakeholder capacity, skills and reach	Adaptation, innovation and sustainability have been integrated in the delivery of the Strategy	Activities have allowed for adaptation and innovation	Activities have considered their long term sustainability and been developed to support sustainment	Activities are integrated with other programs and activities	Activities have led to positive outcomes	The community has participated in litter prevention activities	Attitudes towards littering in the community have improved	Littering has become more socially unacceptable	Community members have more confidence in their ability to avoid littering	Litter enforcement has improved	Litter infrastructure has improved	Litter clean-up has improved	
Tosser campaigns	Tosser campaign	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	
Litter prevention grants	Litter prevention grants: Better Waste and Recycling Fund	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Making progress	Making progress	Making progress	Making progress	Making progress	Fully realised	Making progress	Making progress	Making progress	Making progress	Making progress	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Fully realised	
	Litter prevention grants: Cigarette butts	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised	Making progress	Making progress	Making progress	Fully realised	Fully realised	Fully realised	Making progress	N/A	N/A	Making progress	Fully realised	Fully realised	
	Litter prevention grants: Community litter grants	Making progress	Making progress	Making progress	Making progress	N/A	Making progress	Making progress	Making progress	Making progress	Fully realised	Making progress	Making progress	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Making progress	
	Litter prevention grants: Council grants	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Making progress	Making progress	N/A	Fully realised	Fully realised	Making progress	Making progress	Making progress	Making progress	Fully realised	Fully realised	Fully realised	N/A	N/A	Fully realised	Fully realised	Fully realised	
	Litter prevention grants: Litter Regional Implementation Program	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Making progress	Making progress	N/A	Fully realised	Fully realised	Making progress	Making progress	Making progress	Making progress	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Fully realised	Fully realised	
Partnerships and collaborations & Sponsorships and awards	Partnerships and collaborations	Fully realised	Fully realised	Fully realised	Making progress	Making progress	Fully realised	Fully realised	Making progress	N/A	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	
	Sponsorships and awards	Fully realised	Fully realised	N/A	N/A	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Leading/innovating	Leading/innovating	Leading/innovating	Leading/innovating	Fully realised	Fully realised	N/A	N/A	Fully realised	N/A	N/A	Making progress	
Return and Earn	Return and Earn	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Beginning but limited	Fully realised	Fully realised	N/A	N/A	Fully realised	N/A	Fully realised	Fully realised	
M&E	M&E: Butt litter check	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	N/A	N/A	N/A	
	M&E: Key litter item study	Fully realised	Making progress	N/A	N/A	N/A	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	N/A	N/A	Fully realised	Fully realised	
	M&E: Local litter check	Making progress	Making progress	Making progress	N/A	N/A	Making progress	Making progress	Fully realised	Making progress	Making progress	Making progress	Making progress	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	Fully realised	N/A	Making progress	
	M&E: National litter index	Making progress	Making progress	N/A	N/A	N/A	Making progress	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Opposed	Absent	Opposed	Making progress	Making progress	N/A	N/A	N/A	N/A	Making progress	N/A	N/A
	M&E: Program evaluations	Fully realised	N/A	N/A	N/A	N/A	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	N/A	Fully realised	Fully realised	Fully realised	Fully realised	N/A	N/A	N/A	N/A	Fully realised	N/A	N/A
Enforcement	Litter from vehicles report to EPA	Making progress	N/A	N/A	Beginning but limited	N/A	Fully realised	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Beginning but limited	Making progress	Fully realised	Making progress	Making progress	Fully realised	Making progress	N/A	N/A	N/A	Fully realised	N/A	N/A	
	On ground enforcement: Capacity building	Making progress	N/A	N/A	Making progress	N/A	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	N/A	N/A	N/A	N/A	Making progress	N/A	N/A	
	On ground enforcement: Enforcement campaigns	Making progress	N/A	N/A	Making progress	N/A	Making progress	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Making progress	Making progress	Fully realised	Making progress	N/A	N/A	N/A	N/A	Making progress	N/A	N/A	
	Report a Tosser campaign	Making progress	Fully realised	N/A	Making progress	N/A	Making progress	Making progress	Making progress	Making progress	Fully realised	Making progress	Making progress	Fully realised	Making progress	Fully realised	Fully realised	Fully realised	Fully realised	Making progress	Fully realised	Fully realised	N/A	Fully realised	N/A	Fully realised

APPENDIX 7 SOURCE DOCUMENTS

Document Name	Author	Date	Type
2018 NSW Litter Congress Report	KAB NSW	Aug-18	Event Report
2019 NSW Litter Congress Event Report	KAB NSW	Jun-19	Event Report
CBA - Don't be a Tosser - Phase 7 - Final V2.0	Inform Economics	18/10/2019	Cost Benefit Analysis
Assessment of Litter Grants Final Report	R&S Muller Enterprise Pty Ltd	18/10/2016	Evaluation report
Litter Partnership Strategy - Background Report	ARCADIS	28/04/2020	Stakeholder analysis
Litter Program Overview 2019-20	NSW EPA	11/07/2019	Briefing note
Litter Costs to the NSW Economy - a interim report	MRA	3/05/2016	Literature review and research study
NLI Dashboard	NSW EPA	-	Dashboard
Plastic litter reduction projections	AnalytEcon	Jul-20	Modelling report
Premiers Award 2020 Application LPP	NSW EPA	1/07/2020	Award application
DBAT Deep Dive Review	IPG Mediabrands	22/07/2020	Evaluation report
The Role of enforcement in litter prevention (draft)	The Behavioural Insights Team	11/09/2020	Evidence review
Tidy Towns 2019 final report	KAB NSW	17/12/2019	Partnership EoY Report
Don't be a Tosser Partnership History	NSW EPA	22/01/2020	Partnership report

Document Name	Author	Date	Type
The Role of enforcement in litter prevention	The Behavioural Insights Team	9/10/2020	Evidence review
CLG Evaluation Report R1 and R2	KAB NSW	18/07/2016	Evaluation report
CLG Evaluation Report R1-R4	Muller Enterprise	19/09/2018	Evaluation report
Workshop Findings - Leading Litter Prevention beyond 2020	Muller Enterprise	Oct-17	Evaluation report
Progressing Stakeholder engagement to lead on litter prevention beyond 2020	Rob Curnow	Sep-18	Evaluation report
Customer Journey Mapping of reporting to EPA	The Customer Experience Company	Aug-19	Market Research Report
Litter Program_Data and Research Library	NSW EPA	-	List of sources
2016 Drive Thru Takeaway Packaging Disposal Observation Research	Rob Curnow and Karen Spehr	Oct-16	Research report
DBAT FY1920 V5 - Plan	UM	22/06/2018	Marketing Plan
DBAT 2018 Budget FINAL	NSW EPA	Feb-18	Budget
DBAT Creative Overview - FINAL	Paper Moose	21/06/2018	Creative overview
DBAT FY1819 V5 - Plan	UM	22/06/2018	Marketing Plan
DBAT Evaluation Framework	NSW EPA	25/06/2018	Evaluation framework
DBAT Evaluation Effect Report	NSW EPA	1/02/2017	Evaluation report
Glossary of terms - DBAT	NSW EPA	22/06/2018	Glossary

Document Name	Author	Date	Type
Campaign objectives for 2019 2020 KPIS recommendation v2	NSW EPA	29/08/2019	Objectives sheet
Cigarette Butt Litter Prevention Trial Report	NSW EPA	1/07/2019	Evaluation report
Consumer Journey - DBAT and RAT 19-20	NSW EPA	27/08/2019	Consumer journey maps
DBAT PCR 2019	NSW EPA	4/07/2019	Post Campaign report
DBAT PCR 2018 with amendments	NSW EPA	7/01/2019	Post Campaign report
DBAT Phase 7 proposal	NSW EPA	12/06/2019	Advertising Budget Proposal
DBAT Phase 6 Final	NSW EPA	24/07/2018	Peer Review Advertising Submission
EPA DBAT Oct19-Apr20 Plan	UM	22/08/2019	Marketing Plan
Fines Issued from a vehicle	NSW EPA	-	Data report
IPSOS Marine Debris Stakeholder research report	Ipsos	Jan-18	Research report
IPSOS SRI Report Litter Strategy Research	Ipsos	31/05/2012	Market Research Report
DBAT P6-2 Post Campaign Evaluation	UM	5/09/2019	Post Campaign report
Litter Prevention Implementation plan 2019-20	NSW EPA	21/05/2019	Implementaiton Plan
Litter Research 2016 Draft Report	Ipsos	Feb-17	Market Research Report
Observations by month	NSW EPA	-	Data report
OEH Review on marine debris	SCU	Nov-18	Literature review and research study

Document Name	Author	Date	Type
OMD Communications Brief DBAT Phase 8	OMD	24/07/2020	Campaign brief
Repeat Campaign Advertising Submission	NSW EPA	Feb-18	Advertising submission
Reporter data	NSW EPA	-	Data report
Summary of information on marine debris	NSW EPA	2/05/2019	Research summary
Litter prevention strategy 2019-22 with 2018 report card	NSW EPA	May-19	Strategy
Understanding change in litter behaviour post-exposure	UM	Sep-19	Research study
EPA Congress Report 2015	KABNSW	12/08/2015	Final report
EPA Congress Report 2016	KABNSW	19/10/2016	Final report
EPA Congress Report 2017	KABNSW	14/08/2017	Final report
EPA NSW Report 2019 Final	NSW EPA	17/12/2019	End of Year Partnership Report
Litter Grants Outputs and Outcomes_SLS WORKINGS	NSW EPA	3/02/2021	Data summary
Report - Litter Enforcement data analysis	The Behavioural Insights Team	19/02/2021	Data analysis
Better Waste and Recycling Fund	NSW EPA	-	Webpage
Better Waste Project Outcomes	NSW EPA	-	List of grants
Council Litter grants and LRIP	NSW EPA	-	Webpage

Document Name	Author	Date	Type
Council Grants Case Studies	NSW EPA	-	Case studies
LRIP Grants Case Studies	NSW EPA	-	Case studies
Cigarette butt litter grants round 1 guidelines	NSW EPA	-	Guidelines
Cigarette butt litter round 1 application form	NSW EPA	-	Application form
Cigarette Butt Litter Prevention Grants Program	NSW EPA	-	Webpage
Butt Litter Check Guidelines and Tool	NSW EPA	-	Guidelines
EPA Local Litter Check	NSW EPA	-	Webpage
Butt Litter Index 2020	Taverner Research	April 2021	Report
P8 – Burst 1 Post Mid-Campaign Evaluation	IPG Mediabrands	April 2021	Report
Progressing Engagement to lead on litter prevention beyond 2020	Rob Curnow	September 2018	Report
WSROC Litter Bin Factsheets	WSROC	March 2017	Fact Sheets
LPU budget data 2013 -2021	NSW EPA	October 2021	Budget data
2021-2022 NSW Return and Earn Community Education, Marketing and Stakeholder Engagement Plan	NSW EPA	2021	Report
Return and Earn - Consumer Research (June 2021)	Kantar	June 2021	Report
Return and Earn - Final Evaluation Report	PwC	June 2021	Evaluation

Document Name	Author	Date	Type
Brand Review of EPA Litter Initiatives	Frost*	16 May 2016	Report
2021 Butt Litter Community Impact Survey	Heartward Strategic	8 July 2021	Report
Community Litter Grants Interim Evaluation of Rounds 5 and 6	ARTD Consultants	October 2021	Evaluation
Guide to prevent Cigarette Butt Littering	NSW EPA	September 2021	Toolkit
Summary of Litter Enforcement training course data	NSW EPA	October 2021	Summary document
EPA Learning Management System	NSW EPA	-	Website
Report a Tosser award	NSW EPA	-	Newsletter
Report to EPA Newsletters	NSW EPA	-	Newsletter
State-wide Tosser Blitz (cached website)	NSW EPA	May 2020	Website
Report a Tosser Communication Toolkits	NSW EPA	February 2020	Toolkits

APPENDIX 8 INTERVIEWEE LIST AND GUIDE

A8.1 INTERVIEWEES

Interviewee	Organisation	Date
Rupert Saville	EPA	16/10/2020
Sharon Owens	EPA	16/10/2020
Alice Morgan	EPA	16/10/2020
Kathy Giunta	EPA	22/10/2020
Catherine Khuat	EPA	23/10/2020
Matteo Balatti	EPA	23/10/2020
John Lavarack	EPA	3/11/2020
Andrew Gray	EPA	11/11/2020
Natalia Giraldo	EPA	12/11/2020
Lachlan Harris	EPA	27/04/2021
Darryl Atkins	Canterbury Bankstown City	23/04/2021
Anita Zubovic	EPA	26/04/2021
Alison Leckie	Northern Inland Regional Waste	26/04/2021
Michelle Maxwell	NSW Health	26/04/2021
Anil Gupta	Randwick City Council	27/04/2021
John Carse	Lane Cove Council	27/04/2021
Sara Blanchfield	Central Coast Council	4/05/2021
Kirstie Williams	Transport NSW	5/05/2021
Alex Young	EPA	23/09/2021

A8.2 EPA STAKEHOLDER INTERVIEW GUIDE

PRE-INTERVIEW QUESTIONS (DELIVERED AS AN ONLINE SURVEY):

[Introductory survey text – purpose of survey, role of follow-up interview]

1. Can you describe in your own words, your role in the Litter Prevention Unit? (free text)
 - a. Which Litter Prevention Unit programs have you been directly involved in the delivery of? (Present list of programs, with "other" option)
2. For the programs you have been directly involved in, what existing evidence do you know of that can be used to address the following areas of investigation?
 - a. Alignment with the pillars of the Litter Prevention Strategy (free text)
 - b. The quality of program delivery (free text)
 - c. Adaptation and innovation in program delivery, and efficiency of delivery (free text)
 - d. The effectiveness of outcomes delivered by the programs (free text)
3. Are there dimensions above where there are not existing sources of evidence to support performance for programs?
 - a. Which dimensions are these, and for which programs? (free text)
 - b. Are there plans to collect evidence to address these areas? (free text)
 - c. If there are not plans, how might these gaps be addressed? (free text)
4. The next questions relate to the delivery of programs after 2021:
 - a. Do the current set of programs fit with the priorities of future plans, and in what ways? (free text)
 - i. Is there a need for new programs, and what might these look like? (free text)
 - b. What might be reasonable targets to be achieved as part of a future plan? (free text)

INTERVIEW QUESTIONS:

[Introductory text for interviewer – coverage of interview and permission to record]

1. I wanted to start off by reviewing your responses to the pre-interview questions:
 - a. Are the responses you provided still current or are there areas that you would want to change?
2. You described sources of evidence to address areas of investigation [refresh interviewee with sources provided]
 - a. What is the best way of getting hold of this evidence?
3. You mentioned that there are gaps in available evidence [refresh interviewee with responses]
 - a. What is the current status of the plans to address these gaps?
 - b. What are going to be barriers and enablers to addressing these gaps?
4. The next questions relate to the delivery of programs after 2021:
 - a. What are in your view the challenges that programs will face in delivery and achieving outcomes?
 - b. What external factors might impact on the ability of programs to achieve outcomes and targets?
 - c. What are going to be the best ways to gather evidence to understand the success of these programs?

5. Are there any other comments or observations that you have in relation to the Litter Prevention Program?
6. Are there any questions that you have for me?

[Thank and finish]

A8.3 EXTERNAL STAKEHOLDER INTERVIEW GUIDE

[Introductory text for interviewer – coverage of interview and permission to record]

1. I wanted to ask you about how the Litter Prevention Program fits within your work:
 - a. In what ways did the EPA programs you were involved in align with (or not) the work that your organization is doing?
 - b. What motivated your organization to become involved as part of the Litter Prevention Program?
 - c. How would you change the current partnership with EPA to deliver common goals in litter prevention?
2. Now I would like to ask you about partnerships that you had as part of your work with the Litter Prevention Program:
 - a. How easy or hard was to it engage other partners as part of your work?
 - b. What were the key factors in developing partnerships?
 - c. How can the current partnership with the EPA achieve sustainable litter prevention activities?
3. The next questions relate to the delivery of the Litter Prevention Program after 2021:
 - a. What are in your view the challenges that programs will face in delivery and achieving outcomes?
 - b. What external factors might impact on the ability of programs to achieve outcomes and targets?
 - c. Will the programs as they currently stand be compatible with the work your organization plans to do in the future?
4. Are there any other comments or observations that you have in relation to the Litter Prevention Program?
5. Are there any questions that you have for me?

[Thank and finish]

3444 - LPP Partnership Survey

Start of Block: Intro and data confirmation

Litter Prevention Program 2012-2021 Partner Survey

After reaching and exceeding the Premier's Priority target in reducing litter volume by 43% the Litter Prevention Unit is evaluating its programs to determine the effectiveness, efficiency and appropriateness of the 9 year Litter Prevention Program. As someone who has been a partner in the delivery of activities, your response to this survey will help the NSW EPA to identify priorities and develop improved programs for reducing litter in NSW.

ARTD Consultants has been contracted to undertake this survey as part of a broader evaluation of the Litter Prevention Program. *All the information you give ARTD will be kept secure and confidential. If you have any questions about this survey, please contact Gerard Atkinson at gerard.atkinson@artd.com.au. To save your progress and return to the survey at another time, please click 'Save and continue later' at the top of your page.*

Before we begin, we want to check whether our details for you are correct.

Is this your name:

- Yes (1)
- No (please write in correct details below) (2)
-

Is this your organisation: [\\${e://Field/Organisation}](#)

- Yes (1)
- No (please write in correct details below) (2)

Are these the types of activities you have delivered with the EPA or as part of EPA programs: [\\${e://Field/TrimConsol}](#)

- Yes (1)
- No (please write in correct details below) (2)

Can you describe in your own words, your involvement in activities delivered as part of the NSW EPA's Litter Prevention Program?

End of Block: Intro and data confirmation

Start of Block: Activities

For the litter prevention activities **you have delivered in partnership with the NSW EPA**, to what extent do you agree with the following statements:

	Strongly agree (1)	Somewhat agree (2)	Somewhat disagree (3)	Strongly disagree (4)	Don't know/ Does not apply (5)
The community that we serve has participated in litter prevention activities (1)	<input type="radio"/>				
Our organisation has been supported by the NSW EPA in delivering litter prevention activities (2)	<input type="radio"/>				
Attitudes towards littering in the community that we serve have improved (3)	<input type="radio"/>				
Littering has become more socially unacceptable (4)	<input type="radio"/>				

Community members have more confidence in their ability to avoid littering (5)

Litter enforcement and reporting has improved (6)

Litter infrastructure has improved (7)

Litter clean-up has improved (8)

End of Block: Activities

Start of Block: Appropriateness

Final report

For the litter prevention activities you have delivered in partnership with the NSW EPA, to what extent do you agree with the following statements:

	Strongly agree (1)	Somewhat agree (2)	Somewhat disagree (3)	Strongly disagree (4)	Don't know/ Does not apply (5)
Activities have supported the needs of stakeholders (1)	<input type="radio"/>				
Activities have built stakeholder capacity, skills and reach (2)	<input type="radio"/>				
Activities have allowed for adaptation and innovation (3)	<input type="radio"/>				
Activities have considered their long-term sustainability and been developed to support sustainment (4)	<input type="radio"/>				

Activities are integrated with and contribute to other programs and activities (5)



End of Block: Appropriateness

Start of Block: Alignment with priorities

Final report

For the litter prevention activities you have delivered in partnership with the NSW EPA, to what extent do you agree with the following statements:

	Strongly agree (1)	Somewhat agree (2)	Somewhat disagree (3)	Strongly disagree (4)	Don't know/ Does not apply (5)
Activities have been aligned with the strategic goals of our organisation (1)	<input type="radio"/>				
Activities have made an effective contribution to achieving the strategic goals of our organisation (2)	<input type="radio"/>				
Activities have made an effective contribution to improving education and awareness (3)	<input type="radio"/>				

Activities
have made
an effective
contribution
to
developing
litter
prevention
infrastructure
(4)



Activities
have made
an effective
contribution
to delivering
enforcement
activities (5)



Activities
have made
an effective
contribution
to rewarding
responsible
behaviour (6)



Activities
have
delivered
effective
evaluation
and
monitoring
of outcomes
(7)



End of Block: Alignment with priorities

Start of Block: Partnership Nuffield

In relation to partnerships you have with organisations and agencies as part of litter prevention activities delivered with the NSW EPA, to what extent do you agree with the following statements:

	Strongly agree (1)	Somewhat agree (2)	Somewhat disagree (3)	Strongly disagree (4)	Don't know/ Does not apply (5)
The partnerships we have are innovative ways of tackling litter. (1)	<input type="radio"/>				
Together, the partner organisations can achieve more than they could on their own. (2)	<input type="radio"/>				
The benefits of the partnerships outweigh the effort required to set it up. (3)	<input type="radio"/>				
The objectives and scope of the partnerships are clearly defined. (4)	<input type="radio"/>				

The formal structures/ processes for communication and information sharing between organisations are effective. (5)



There are informal processes for communication and information sharing between organisations. (6)



The partners actively work together to ensure the partnership achieves its goals. (7)



Administration, communication and decision-making processes of the partnerships are appropriate. (8)



Partner organisations made changes to their organisation's practices to meet the needs of the partnership. (9)



Working together has enhanced our organisations' capacity for creativity and innovation. (10)



Working together helped our organisation improve the way we tackle litter. (11)



End of Block: Partnership Nuffield

Start of Block: Partnership Coop

For litter prevention activities you have delivered in partnership with the NSW EPA, please describe the extent to which your organisation cooperates with these groups of partners, and the extent you would like your organisation to cooperate with these partners, using the following scale:

No awareness:

We are not aware of approaches in these other organisations

Awareness:

We are **aware of** approaches in these other organisations, but organise our activities solely on the basis of our own objectives, materials and resources

Communication:

We are aware of approaches in these other organisations and actively **share information** (formally or informally) with these other organisations

Coordination:

In addition to communication, we **work together** by modifying planning and delivery to take into account methods, materials and timing in these other organisations

Collaboration:

In addition to coordination, we **jointly** plan and deliver key aspects of our work with these other organisations with the aim of an integrated approach

If you do not have any partner organisations for litter prevention activities you have delivered in partnership with the NSW EPA that are in these groups, please answer "N/A" in both columns.

	To what extent is your organisation cooperating with the following partner(s)?	To what extent would you like your organisation to cooperate with the following partner(s)?

NSW EPA (1)	▼ No awareness (1 ... N/A (6)	▼ No awareness (1 ... N/A (6)
Commonwealth Government agencies (2)	▼ No awareness (1 ... N/A (6)	▼ No awareness (1 ... N/A (6)
State Government agencies (excluding the NSW EPA) (3)	▼ No awareness (1 ... N/A (6)	▼ No awareness (1 ... N/A (6)
Local councils (4)	▼ No awareness (1 ... N/A (6)	▼ No awareness (1 ... N/A (6)
State and National NGOs (5)	▼ No awareness (1 ... N/A (6)	▼ No awareness (1 ... N/A (6)
Local NGOs and Community Groups (6)	▼ No awareness (1 ... N/A (6)	▼ No awareness (1 ... N/A (6)
Businesses (7)	▼ No awareness (1 ... N/A (6)	▼ No awareness (1 ... N/A (6)

End of Block: Partnership Coop

Start of Block: Future directions

The next questions relate to the delivery of the Litter Prevention Program after 2021:

Do the current programs delivered by the Litter Prevention Program align with the activities that your organisation has planned for the future?

- Strongly agree (1)
- Somewhat agree (2)
- Neither agree nor disagree (3)
- Somewhat disagree (4)
- Strongly disagree (5)

Are there new programs needed to address litter prevention in NSW, and what might these programs look like?

End of Block: Future directions

Start of Block: Thankyou

Are there any other comments that you would like to make in relation to the NSW EPA's Litter Prevention Program and your activities with the NSW EPA?

Final report

That completes our questions - Please click on the arrow below to submit the survey. Thank you for your time and feedback.

End of Block: Thankyou
