



# TIDY Northern Ireland

## Litter Fine Survey 2008



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## **Acknowledgements**

TIDY Northern Ireland would like to acknowledge the following for their help in the development of this report:

Environment and Heritage Service  
Antrim Borough Council  
Ards Borough Council  
Armagh City and District Council  
Ballymena Borough Council  
Ballymoney Borough Council  
Banbridge District Council  
Belfast City Council  
Carrickfergus Borough Council  
Castlereagh Borough Council  
Coleraine Borough Council  
Cookstown District Council  
Craigavon Borough Council  
Derry City Council  
Down District Council  
Dungannon and South Tyrone Borough Council  
Fermanagh District Council  
Limavady Borough Council  
Lisburn City Council  
Magherafelt District Council  
Moyle District Council  
Newry and Mourne District Council  
Newtownabbey Borough Council  
North Down Borough Council  
Omagh District Council  
Strabane District Council

## Foreword

TIDY Northern Ireland has long campaigned for cleaner streets, and according to our recent surveys the litter problem is slowly improving. There is much work still to be done however, and TIDY Northern Ireland cannot achieve its aims alone. Over the years we have had support from many of the councils in the province, and now for the first time, in conjunction with the Environment and Heritage Service, we have compiled a questionnaire which gives an insight into the work being done by the councils across the province in relation to litter.

The results, which are detailed within this report, will provide an indication to councils of how their actions and litter strategies compare to other areas of Northern Ireland.

It was somewhat surprising to see the differences in council areas, and in particular the lack of fines being issued by some councils. Littering is an offence which is punishable under law, yet the figures detailed in this report indicate that few councils are actively seeking to enforce the legislation in a vigorous manner. While no-one enjoys paying a fine, one only has to look at the effectiveness of the new 'red coat' parking attendants, whose often criticised strict approach to breaches of the parking regulation have led to dramatic changes. While TIDY Northern Ireland would not be advocating a hard line policy of fines, it would be nice to see the public become more aware of consequences of illegally dropping litter and contributing to the unsightly mess on our streets.

The report has also given us an indication of the areas that are deemed to be high priority, and from these findings we hope to be able to work with some of the councils to target the areas in biggest need of attention.

I would like to thank all the councils who took time to participate in the survey. I hope you find the results informative and helpful in our continuing battle against litter.

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Ian Cole  
Chief Executive Officer  
TIDY Northern Ireland

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## EXECUTIVE SUMMARY

The results of the Northern Ireland council litter survey show a huge variation in how each individual council approaches the problem of littering, and highlights the differing attitudes to dealing with offenders.

Whilst Belfast City Council have issued almost 3,000 Fixed Penalty Notices and commenced over 265 prosecutions, other councils have only taken action against offenders in a handful of instances. In the case of Strabane District Council offenders have only received written warnings, with no Fixed Penalty Notices or prosecutions mounted since the change in the law in 2004.

It is also clear from the findings that the majority of councils in the province do not regard the enforcement of the litter order as a high enough priority to employ specific litter wardens to patrol their borough. In most instances councils are trying to enforce the order through enforcement staff that have a range of other duties. There seems little chance of this changing in the short term, as only three of the 25 respondents indicated that they were considering boosting staff numbers in this area.

Aside from Fixed Penalty Notices, two thirds of councils have taken another form of enforcement action against offenders. The majority of these have been dealt with by the courts, although several councils seem to favour issuing either verbal warnings or written cautions. Of the councils who went to court to pursue cases, 38% of them have experienced at least one instance of the court dismissing the charges.

Twelve councils have run anti-litter campaigns within the last year, with cigarette litter being the most commonly addressed issue due to the ban on smoking in public places being enforced. Of those who did not run a campaign, a lack of money was cited as being the most popular reason for their inactivity.

Once again cigarette litter came out as the topic councils would most like to address in the future, although fast food litter, which has been targeted by only one council in the last twelve months, was a very close second.

Newspaper advertisements were regarded as the most effective form of getting the anti-littering message across to the public.

## **RECOMMENDATIONS**

### **LITTER FINES**

It is clear from the questionnaire findings that a lot of councils place a relatively low priority on littering offences, despite the fact that street cleaning and other associated council costs are adding to the ratepayer's bill.

- TIDY Northern Ireland would like to see more councils being proactive in their approach to the problem, as an increase in the number of fines issued will inevitably lead to an increase in public awareness of the problem.

### **LITTER WARDENS**

A significant proportion of councils do not employ litter wardens, but instead task other members of enforcement teams to issue fines for littering offences. While it is unclear from the survey exactly how much time and effort is dedicated to the littering issue from these council staff members, it would be reasonable to assume that in many cases litter is not their main priority. This has a direct impact on the number of fines issued, which has a direct impact on the amount of litter on our streets.

- TIDY Northern Ireland recognises that while the employment of additional litter wardens may have financial implications for councils, the additional revenue generated from the resultant increase in the number of Fixed Penalty Notices issued should at least go some way to offsetting this impact.

### **ENFORCEMENT OF LITTER OFFENCES**

While two thirds of the councils who responded indicated they had pursued prosecutions through the courts, it was disappointing to note that a significant proportion of these councils had their case rejected. It is unclear from the survey where the fault lay in these cases, but it is obviously a concern for TIDY Northern Ireland that the law regarding the Litter Order could be seen to be ambiguous and open to challenge.

- TIDY Northern Ireland would like to see all councils taking extra efforts to ensure they have a strong case in the courts
- TIDY Northern Ireland has already run a concerted campaign with the courts appealing to them to recognise the Litter Order as an important act that should not be taken any less seriously than other matters coming before the courts, it would seem that work is still needed on this matter

A majority of the councils revealed that they had not issued either verbal or written warning to identified offenders.

- In certain cases TIDY Northern Ireland would encourage councils to give careful consideration to this approach, as it is a relatively low cost method of enforcing the law and much more effective than turning a blind eye to the offence.

## **CAMPAIGNS**

It was disappointing to note that half the councils had not organised any form of litter campaign in the past 12 months. While TIDY Northern Ireland highlights campaigns in the media throughout the year, it requires the councils to promote the issue at a local level if results are to be maximised.

During the last twelve months the most common litter campaign was a message aimed at reducing the amount of cigarette litter on our streets following the ban on smoking in public places. While cigarette litter also tops the list of desired campaigns for the upcoming year (19 votes), fast food litter is almost as popular (18 votes). Given that there was only one fast food litter campaign conducted across all council areas last year,

- TIDY Northern Ireland **strongly recommends** that Fast Food Litter be the focus of a campaign in the near future.

The majority of councils were of the opinion that newspaper advertisements were the best medium to promote a campaign, although there was a widespread feeling that a range of different marketing strategies would give the best results. A television campaign was thought to be a good way of getting the message across, but because of the cost it would require collaboration across many council areas to make this a viable and cost effective option.

- TIDY Northern Ireland therefore recommends that once the campaign subject has been agreed that selected areas within the province are targeted using those councils that are willing to contribute to the campaign and that newspaper and media form the backbone of the campaign supported by posters and leaflets, and should the money be available bus back and bus shelter adverts could also be used

## **1.0 INTRODUCTION AND SURVEY STRUCTURE**

TIDY Northern Ireland, with the support of the Environment and Heritage Service, compiled a questionnaire to be distributed around all 26 councils of Northern Ireland. The questionnaire covered a wide range of issues relating to litter in a bid to analyse how each council was attempting to tackle the littering issue.

The questionnaire covered aspects of the Litter (Northern Ireland) Order 1994 including how proactive each council was in identifying and taking action against offenders, and how the council subsequently dealt with these offenders. The questionnaire was also designed to reveal the types of litter that councils deem as high priority, and explore the willingness of each borough to mount campaigns to tackle the problem areas.

Of the 26 councils in Northern Ireland, TIDY Northern Ireland conducted nine face to face interviews – three from each of the council groups (Arc21; SWaMP; and NWRWMG). Telephone interviews were conducted with a further four councils, while the remainder were asked to complete a questionnaire and return it by email.

24 of the 26 councils submitted responses. Despite repeated attempts to obtain results from Larne Borough Council and Antrim Borough Council, neither returned a completed questionnaire.

## 1.1 Method of Contact

It was a requirement of the report to contact councils by various different methods. Nine councils completed the questionnaire face to face, four were completed over the telephone, and the remainder were returned by email.

Table 1 shows the method that TIDY Northern Ireland used to contact each of the councils

**Table 1: Council Contact**

Council	Method of Contact			Conducted by	Waste Management Group
	Face to Face	Telephone	Email		
Belfast	x			Ian Cole	Arc21
Newtownabbey	x			Ian Cole	Arc21
Carrickfergus	x			Ian Cole	Arc21
Derry	x			Nigel Frazer	NWRWMG
Strabane	x			Nigel Frazer	NWRWMG
Limavady	x			Nigel Frazer	NWRWMG
Fermanagh	x			Nigel Frazer	SWaMP
Omagh	x			Nigel Frazer	SWaMP
Cookstown	x			Nigel Frazer	SWaMP
North Down		x		Nigel Frazer	Arc21
Down		x		Nigel Frazer	Arc21
Newry & Mourne		x		Nigel Frazer	SWaMP
Banbridge		x		Nigel Frazer	SWaMP
Lisburn			x	Nigel Frazer	Arc21
Ards			x	Nigel Frazer	Arc21
Castlereagh			x	Nigel Frazer	Arc21
Ballymena			x	Nigel Frazer	Arc21
Coleraine			x	Nigel Frazer	NWRWMG
Magherafelt			x	Nigel Frazer	NWRWMG
Ballymoney			x	Nigel Frazer	NWRWMG
Moyle			x	Nigel Frazer	NWRWMG
Craigavon			x	Nigel	SWaMP
Armagh			x	Nigel	SWaMP
Dungannon & South Tyrone			x	Nigel	SWaMP

Larne and Antrim did not return their questionnaires even though considerable encouragement was placed on them to do so.

## 2. RESULTS

The findings of the submitted questionnaires are shown in the results below.

### 2.1 Litter Fines

#### **QUESTION:**

**The Litter Order (Litter (Fixed Penalty) Order (Northern Ireland) 2004) makes provision for a Council to issue litter fines in the form of fixed penalties – how many fixed penalties has your council issued since the change in the law and over what period?**

#### **ANSWERS:**

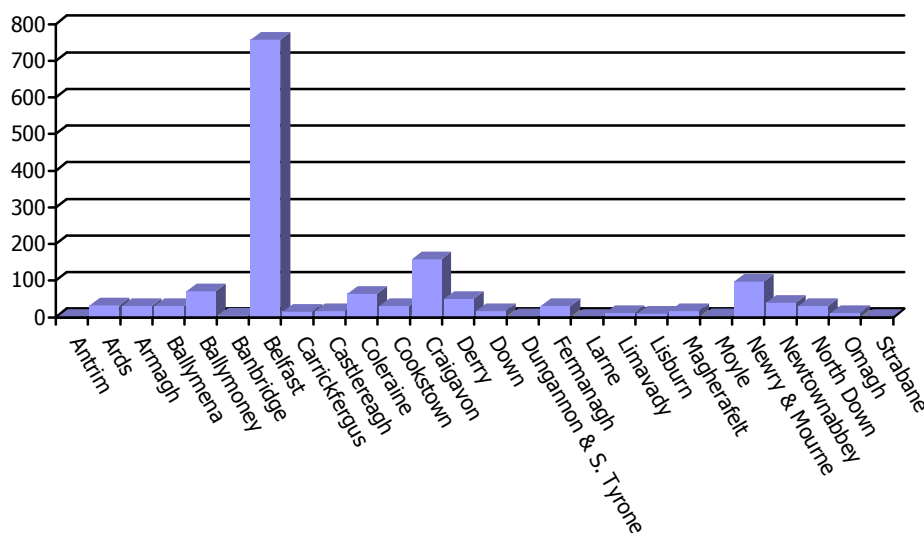
Table 2 shows the number of Fixed Penalty Notices each council has stated they have issued over the shown time period.

**Table 2: Number of Fixed Penalty Notices Issued by Councils**

<b>COUNCIL</b>	<b>Number of Fixed Penalty Notices Issued</b>	<b>Time Period</b>	<b>Average Prosecutions per Year</b>
<b>Antrim</b>	Questionnaire not returned		0
<b>Ards</b>	127	April 04 - February 08	32
<b>Armagh</b>	112	April 04 – February 08	29
<b>Ballymena</b>	30	January 07 - December 07	30
<b>Ballymoney</b>	145	Jan 06 - February 08	70
<b>Banbridge</b>	14	April 04 - February 08	4
<b>Belfast</b>	2961	April 04 - February 08	756
<b>Carrickfergus</b>	55	April 04 - February 08	14
<b>Castlereagh</b>	15	April 07 - February 08	15
<b>Coleraine</b>	248	April 04 - February 08	63
<b>Cookstown</b>	113	April 04 - February 08	29
<b>Craigavon</b>	615	April 04 - February 08	157
<b>Derry</b>	193	April 04 - February 08	49
<b>Down</b>	58	April 04 - February 08	15
<b>Dungannon &amp; South Tyrone</b>	6	January 05 – February 08	2
<b>Fermanagh</b>	117	April 04 - February 08	30
<b>Larne</b>	Questionnaire not returned		0
<b>Limavady</b>	107	March 96 - February 07	10
<b>Lisburn</b>	30	April 04 - February 08	8
<b>Magherafelt</b>	59	April 04 - February 08	15
<b>Moyle</b>	7	April 04 - February 08	2
<b>Newry &amp; Mourne</b>	96	April 04 – February 08	25
<b>Newtownabbey</b>	149	April 04 - February 08	38
<b>North Down</b>	114	April 04 - December 07	30
<b>Omagh</b>	40	April 04 – February 08	10
<b>Strabane</b>	0	April 04 - February 08	0
<b>TOTAL</b>	<b>5157</b>		<b>53</b>

Column 4 provides a comparison of the average number of Fixed Penalty Notices issued by each council.

**Figure 1: Average Number of Fixed Penalty Notices Issued by Councils per Year**



There is evidence of a vast disparity between councils when comparing the number of fixed penalty notices issued under The Litter Order (Litter (Fixed Penalty) Order Northern Ireland) 2004).

It is just under four years since the introduction of the order, and in this time the amount of fixed penalty notices range from a high of 2,961 issued by Belfast City Council, down to Strabane District Council at the bottom of the list, who have failed to issue a single fixed penalty notice in that time.

Belfast has issued more than four times as many penalties as the second ranked council, which is Craigavon District Council with 615 notices. Coleraine are third in the list with 248 fines, followed by Derry City Council (193), Newtownabbey District Council (149) and Ballymoney District Council (145).

Dungannon and South Tyrone Borough Council have issued the second lowest number of fines (6), with Moyle District Council third from bottom with 7 fixed penalty notices.

The survey findings show that there is an average of 53 Fixed Penalty Notices issued in Northern Ireland every year.

It should also be noted that these figures detail the number of fixed penalty notices issued, and take no account of whether the council received payment.

## 2.2 Litter Wardens

### **QUESTION:**

- b) **If you have a litter warden(s) – how many do you have?**
- c) **If none, what happens to this revenue collected?**
- d) **Do you intend employing any Litter Wardens in the next six months?**  
**If No how do you intend enforcing the legislation?**

Table 3 shows the responses provided by each council to the section of the questionnaire relating to litter wardens.

**Table 3: Responses from Councils regarding Litter Wardens**

<b>COUNCIL</b>	<b>No of Litter Wardens</b>	<b>Destination of revenue</b>	<b>Plans for more Wardens?</b>	<b>How will you enforce legislation?</b>
<b>Antrim</b>	Questionnaire not returned			
<b>Ards</b>	0 (10 officers can enforce)		No	
<b>Armagh</b>	0	street cleansing budget	No	Other enforcement staff
<b>Ballymena</b>	3 part time		No	Borough Warden & 2 part time officers
<b>Ballymoney</b>	0 (others enforce littering)	street cleansing budget	No	By Environmental Services & Environmental Health
<b>Banbridge</b>	0	Environmental Health	Yes	
<b>Belfast</b>	6		No	
<b>Carrickfergus</b>	1		No	
<b>Castlereagh</b>	0 (others enforcing littering)		No	Other enforcement staff
<b>Coleraine</b>	2		No	
<b>Cookstown</b>	0 (2 enforcement officers)		No	
<b>Craigavon</b>	2		No	
<b>Derry</b>	0 (1 enforcement officer)		No	Other enforcement staff
<b>Down</b>	0		No	Other enforcement staff
<b>Dungannon &amp; South Tyrone</b>	0	Central council fund	No	Other enforcement staff. React to complaints & target problems as they arise
<b>Fermanagh</b>	0	fly tipping account	No	
<b>Larne</b>	Questionnaire not returned			
<b>Limavady</b>	0 (1 enforcement officer)		No	Enforcement officer
<b>Lisburn</b>	0		No	
<b>Magherafelt</b>	1		No	
<b>Moyle</b>	0 (1 environmental officer)		Yes (with council approval)	
<b>Newry &amp; Mourne</b>	2		Yes (part time)	
<b>Newtownabbey</b>	1 full time, 2 part time		No	
<b>North Down</b>	0 (4 enforcement officers)		No	
<b>Omagh</b>	1		No	
<b>Strabane</b>	1		No	

The vast majority of councils do not employ officers solely responsible for the enforcement of littering offences. Most try to enforce the legislation through enforcement officers that also have other duties within the council, often members of the Environmental Health department. The obvious exception to this is Belfast City Council, who has 6 dedicated full time litter wardens, three times as many as any other council.

This pattern is unlikely to change in the coming 6 months, as only three councils expressed a desire to increase the number of litter wardens in this time period.

Most councils intend to enforce the legislation through enforcement officers who are focused on other aspects of council work. This is perhaps indicative of the priority that many councils place on the littering issue.

## **2.3 Enforcement of Litter Offences**

### **QUESTION:**

- e) Has your Council taken any enforcement action for litter offences in the past 2 years?**
- f) If yes what action was taken – verbal caution, written warning, prosecution, other? (State how many in each category)**
- g) Do you have any court cases which are complete or pending?**

**If Yes to complete how many?**

**What was the result, was the fine enforced by the court or if not what reason was given by the court?**

**If Yes to Pending how many do you have pending? .....**

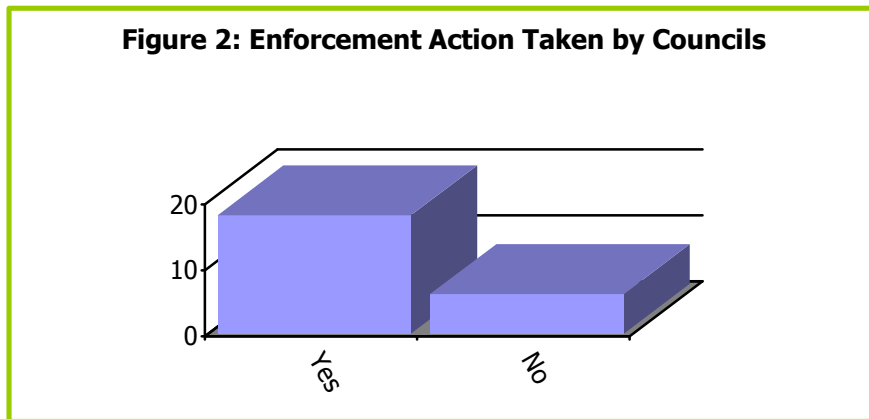
**ANSWERS:**

Table 4 shows the responses of the councils to questions regarding their enforcement of Littering Offences

**Table 4: Responses from Councils regarding Enforcement of Litter Offences**

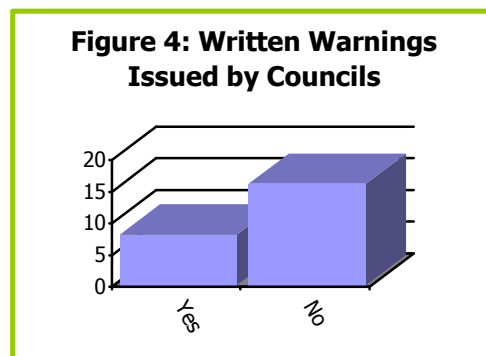
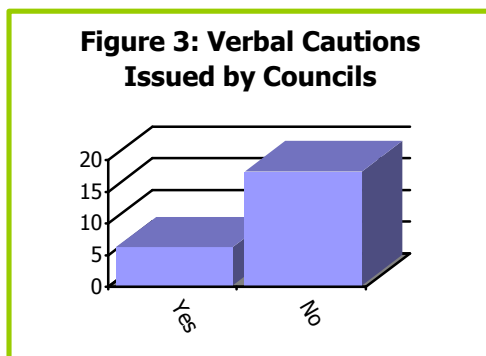
COUNCIL	Enforcement	Verbal Caution	Written Warning	Prosecution	Court Cases		Result
					Complete	Pending	
<b>Antrim</b>							
<b>Ards</b>	Yes	Yes	Yes	Yes	45	1	Conditional discharge to £400 fine
<b>Armagh</b>	No	No	No	No	0	0	
<b>Ballymena</b>	Yes	No	No	1	0	1	
<b>Ballymoney</b>	Yes	No	No	2	2	0	Court fines
<b>Banbridge</b>	Yes	No	8	Yes	0	1	
<b>Belfast</b>	Yes	Yes	Yes	Yes	78	187	
<b>Carrickfergus</b>	No	No	No	No	0	0	
<b>Castlereagh</b>	Yes	No	Yes	No	0	1	
<b>Coleraine</b>	Yes	No	No	Yes	34	4	1 not enforced - bin tampering
<b>Cookstown</b>	Yes	No	No	1	5	1	Court fines
<b>Craigavon</b>	Yes	No	No	7	7	3	Court fines
<b>Derry</b>	No	No	No	No	0	0	
<b>Down</b>	Yes	No	No	Yes	9	1	Court fines
<b>Dungannon &amp; South Tyrone</b>	No	No	No	No	0	0	
<b>Fermanagh</b>	No	No	No	No	0	0	
<b>Larne</b>							
<b>Limavady</b>	Yes	17	40	14	14	0	
<b>Lisburn</b>	Yes	30	No	No	0	0	
<b>Magherafelt</b>	Yes	No	No	1	1	0	Court fine £340
<b>Moyle</b>	Yes	No	No	3	1	2	Conditional discharge
<b>Newry &amp; Mourne</b>	No	No	No	No	0	0	
<b>Newtownabbey</b>	Yes	No	Yes	Yes	2	2	Lost 2. Fine as fixed penalty
<b>North Down</b>	Yes	Under 16s only	No	5	4	1	Court fines
<b>Omagh</b>	Yes	22	38	2	2	1	1 court fine, 1 not enforced
<b>Strabane</b>	Yes	No	Yes	No	0	0	
<b>TOTAL</b>					<b>202</b>	<b>205</b>	

Figure 2 illustrates the number of councils who have taken enforcement action under the Litter (Northern Ireland) Order 1994.



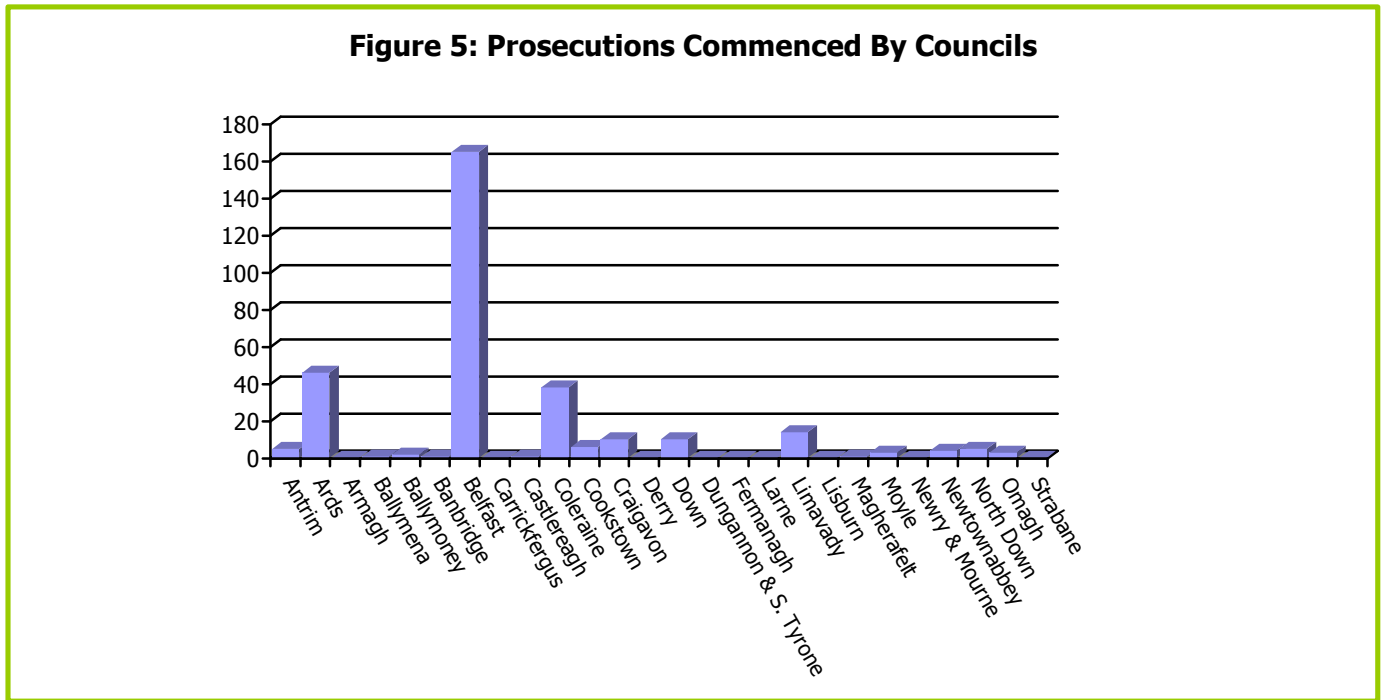
18 of the 24 councils who returned results have taken enforcement action under the Litter Order. These enforcement actions have come about for a variety of reasons, from cases of littering too significant to be adequately dealt with by a £50 Fixed Penalty Notice, to non-payment of Fixed Penalty Notices.

Figure 3 and Figure 4 illustrates the number of councils that have issued verbal or written warnings.



The majority of councils have neither issued verbal warnings nor written cautions for littering offences, although Banbridge, Limavady and Omagh seem to favour this approach ahead of pursuing a formal prosecution through the courts.

Figure 5 compares the number of prosecutions mounted by each council



Once again Belfast City Council is shown to be the most proactive of all councils when it comes to prosecuting littering offenders. They have started 165 prosecutions, which dwarfs all the other councils. Ards District Council is the second most proactive with 46 prosecutions, followed by Coleraine Borough Council (38). Eight councils have not begun any court prosecutions.

Of the 13 councils who have completed court prosecutions, five have had at least one case not enforced by the courts (38%)

## 2.4 Previous Campaigns

### QUESTIONS:

**h) Have you run any anti-litter campaigns within the last 12 months?  
Please tick as appropriate**

**If Yes what were the litter issues?**

**If No what is your reason for not running any anti-litter campaigns?**

### ANSWERS:

Table 5 shows the answers given by each council to questions relating to past Litter Campaigns.

**Table 5: Responses from Councils Regarding Past Litter Campaigns**

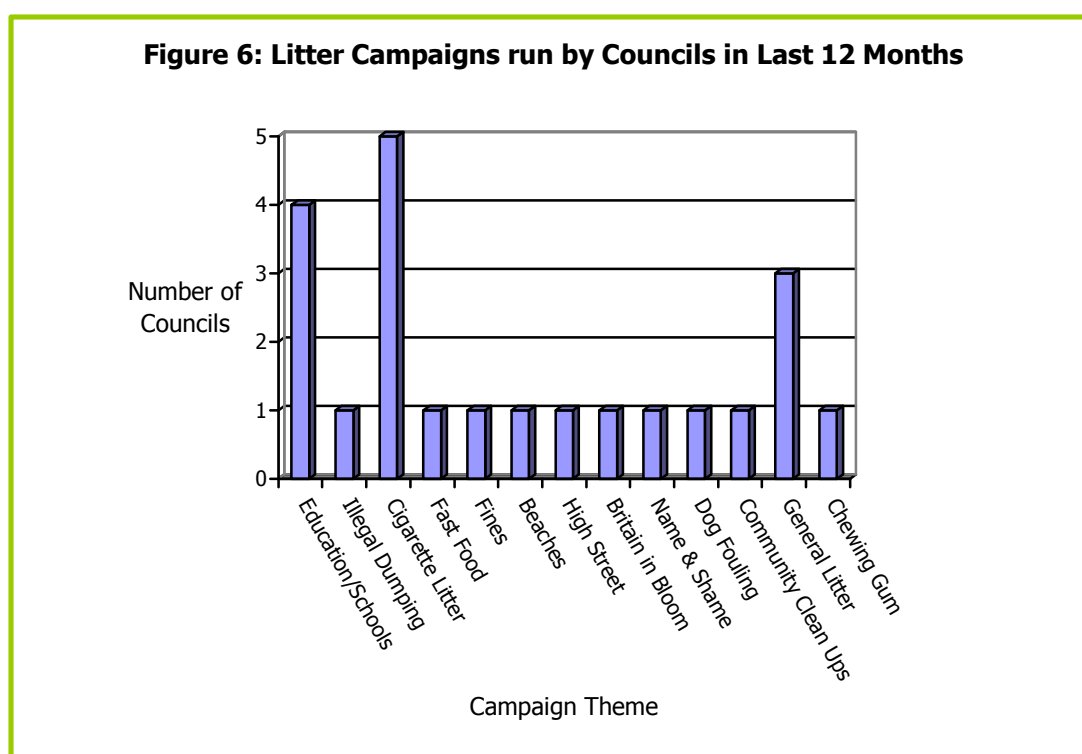
<b>COUNCIL</b>	<b>Litter campaign in last 12 months?</b>	<b>Litter Issues Covered</b>	<b>Reasons for not running campaign</b>
<b>Antrim</b>			
<b>Ards</b>	Yes	Environmental Education	
<b>Armagh</b>	No		No money
<b>Ballymena</b>	No		No money, No demand from council, Not a high priority
<b>Ballymoney</b>	No		No Money
<b>Banbridge</b>	Yes	Illegal Dumping	
<b>Belfast</b>	Yes	Cigarette, Food litter, Fast Food, £50 fines	
<b>Carrickfergus</b>	No		No money
<b>Castlereagh</b>	Yes	Cigarette Litter, Information to Schools	
<b>Coleraine</b>	Yes	Beaches, High Street Litter, Britain in Bloom	
<b>Cookstown</b>	Yes	School Education, Name & Shame Offenders	
<b>Craigavon</b>	Yes	Dog Fouling, Cigarette Litter	
<b>Derry</b>	No		No money, Not a high priority, Money diverted
<b>Down</b>	Yes	Environmental Education, Community Clean Ups	
<b>Dungannon &amp; South Tyrone</b>	No		No money
<b>Fermanagh</b>	No		Not a high priority
<b>Larne</b>			
<b>Limavady</b>	No		No money
<b>Lisburn</b>	No		No demand from council, Not a high priority
<b>Magherafelt</b>	Yes	General Litter	
<b>Moyle</b>	Yes	Cigarette Litter	
<b>Newry &amp; Mourne</b>	No		Ran campaign 2 years ago
<b>Newtownabbey</b>	No		No demand from council
<b>North Down</b>	Yes	General Litter, Chewing Gum, Cigarette Litter	
<b>Omagh</b>	No		Not a high priority
<b>Strabane</b>	Yes	General Litter	

Table 6 shows the litter themes that councils have addressed over the last 12 months

**Table 6: Campaigns run by councils over past 12 months**

Campaign Theme	No of Councils Running Campaign in last 12 months
Education/Schools	4
Illegal Dumping	1
Cigarette Litter	5
Fast Food Litter	1
£50 Fines	1
Beaches	1
High Street Litter	1
Britain in Bloom	1
Name & Shaming of Offenders	1
Dog Fouling	1
Community Clean Ups	1
General Litter	3
Chewing Gum	1

Figure 6 compares the types of litter targeted by campaigns over the past 12 months.



12 of the 24 councils have run litter campaigns over the last 12 months. The most frequently run campaign throughout Northern Ireland was an attempt to tackle the issue of cigarette litter. This may would have been to coincide with the public smoking ban which came into effect in April 2007 and resulted in a significant increase in cigarette litter on the streets.

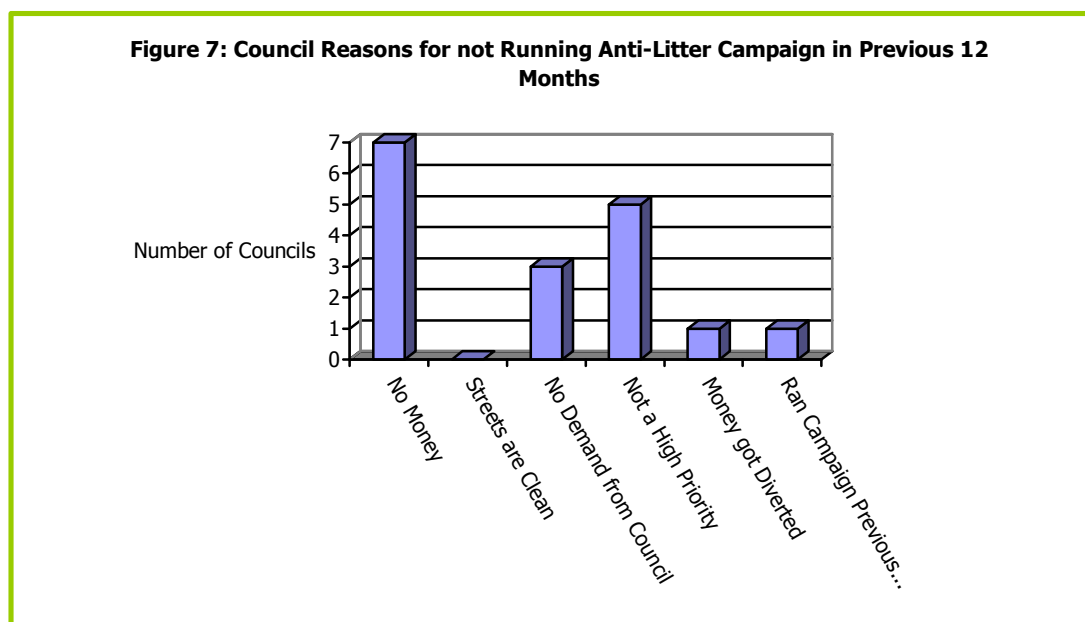
Councils are also keen to educate the younger members of society about the littering problem, and several have run educational campaigns in conjunction with local schools.

Table 7 shows the reasons given by councils for not running an anti-Litter Campaign in the last 12 months.

**Table 7: Reasons Given By Councils For Not Running Anti-Litter Campaign**

Reasons for not running anti-litter campaign in last 12 months	Number of councils giving reason
No Money	7
No need to run one as streets are clean	0
No demand from council	3
Not a high priority	5
Was going to but money got diverted	1
Ran a campaign just over 12 months ago	1

Table 7 compares the reasons given by councils for not running an anti-litter campaign in the last 12 months.



Lack of money is the main barrier to councils running anti-litter campaigns. Of the 12 councils who did not run any campaigns last year, seven stated that an absence of funds was a factor in their inactivity (41%). 29% of councils admitted that they had not mounted any anti-litter campaigns because it was deemed as not a high priority. None of the councils cited clean streets as a reason for not running any campaigns.

## 2.5 Future Campaigns

### QUESTIONS

**If money was available would your council be interested in running an anti-litter campaign in association with TIDY Northern Ireland in 2008/2009?**

**If Yes which one of the following problems would you be interested in campaigning on?**

**Would you be willing to contribute towards the cost of such a campaign?**

**Have you any views on how such a campaign should be carried out e.g. television, leaflets, posters, survey, newspaper advertisements, bus backs etc?**

Table 8 shows the responses from each council when questioned about future litter campaigns

**Table 8: Responses from Councils Regarding Future Litter Campaigns**

COUNCIL	Interested in running campaign?	Litter Types	Are you willing to contribute?	Best way to marketing any campaign
<b>Antrim</b>				
<b>Ards</b>	Yes	Cigarette Litter		A broad marketing mix
<b>Armagh</b>	Yes	Fast Food, Cigarette, Chewing Gum, Confectionery Litter	No	All stated options, Education road shows, Competitions
<b>Ballymena</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum	A decision for council	Posters, Newspaper advertisements.
<b>Ballymoney</b>	Yes	Fast Food, Cigarette, Chewing Gum, Confectionery Litter	decision for council	TV/Newspaper campaigns, Billboards, Local Personalities
<b>Banbridge</b>	Yes	Fast Food, Confectionery Litter	Yes	
<b>Belfast</b>	Yes	Cigarette Litter	Yes	Television & Posters
<b>Carrickfergus</b>	Yes	Fast Food, Chewing Gum	Yes	
<b>Castlereagh</b>	Yes	Fast Food, Cigarette Litter	In time not money	
<b>Coleraine</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum, Confectionery Litter	Yes	Television, Leaflets, Posters, Surveys, Newspapers
<b>Cookstown</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum, Confectionery Litter	Yes	
<b>Craigavon</b>	Yes	Cigarette Litter	Yes	Bus adverts, Bus stop ads, Billboards, Telephone kiosks
<b>Derry</b>	Yes	Fast Food, Cigarette Litter	Yes	Media & on Transport
<b>Down</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum, Confectionery Litter & Anti Social Behaviour	Yes – but not in budget	TV too expensive.
<b>Dungannon &amp; S. Tyrone</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum, Confectionery Litter	In time, not money	All stated options, School packs as part of curriculum
<b>Fermanagh</b>	Yes	Fast Food, Cigarette Litter	Yes	Media, Local shops
<b>Larne</b>				
<b>Limavady</b>	Yes	Fast Food, Confectionery Litter	A decision for council	
<b>Lisburn</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum	Yes	Province wide campaigns
<b>Magherafelt</b>	Yes			
<b>Moyle</b>	Yes	Cigarette Litter	Yes	Leaflets, Bus backs and Newspapers

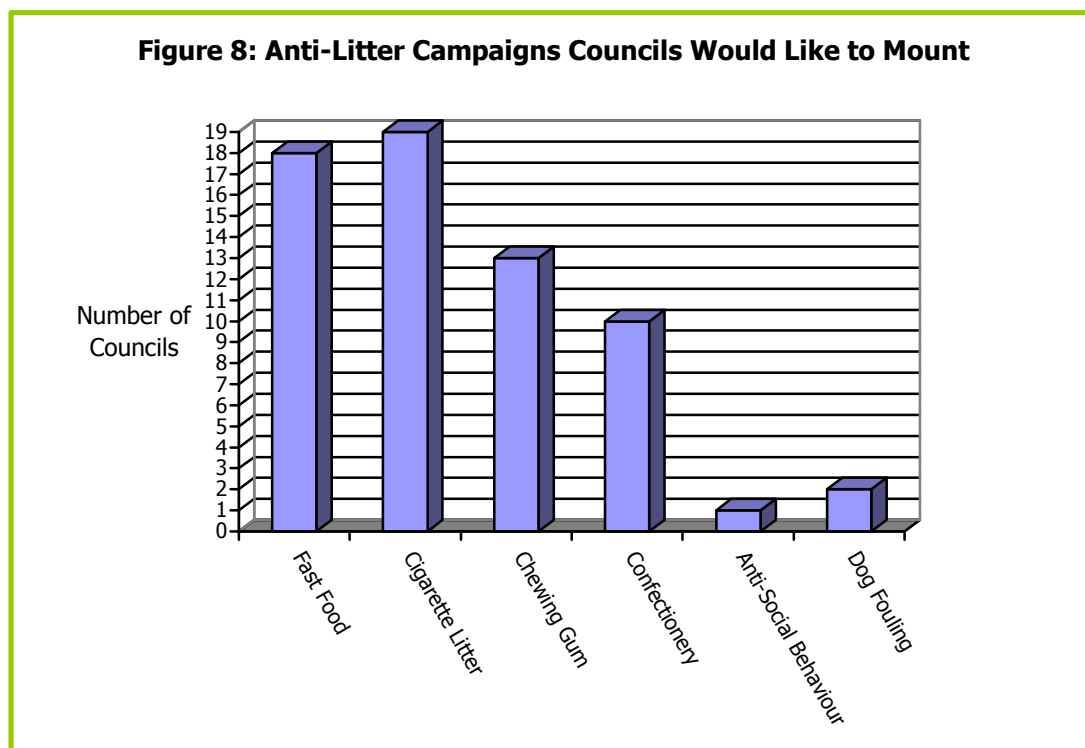
<b>Newry &amp; Mourne</b>	Yes	Fast Food, Cigarette, Chewing Gum, Confectionery Litter	Yes	All stated options, Community involvement with local personalities, Council newsletter
<b>Newtownabbey</b>	Yes	Fast Food	Yes	
<b>North Down</b>	Yes	Cigarette Litter, Chewing Gum, Dog Fouling	Yes	Province wide campaign on dog fouling
<b>Omagh</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum, Confectionery Litter	Yes	Newspaper Ads, Ads on refuse vehicles
<b>Strabane</b>	Yes	Fast Food, Cigarette Litter, Chewing Gum	Yes	All stated options

Table 9 shows the number of councils interested in running various types of campaigns in the next 12 months.

**Table 9: Campaign Themes Requested by Councils**

<b>Campaign Theme</b>	<b>Number of Councils expressing interest</b>
Fast Food	18
Cigarette	19
Chewing Gum	13
Confectionery	10
Anti Social Behaviour	1
Dog Fouling	1

Figure 8 compares the types of litter campaigns councils would like to see promoted in the next 12 months.



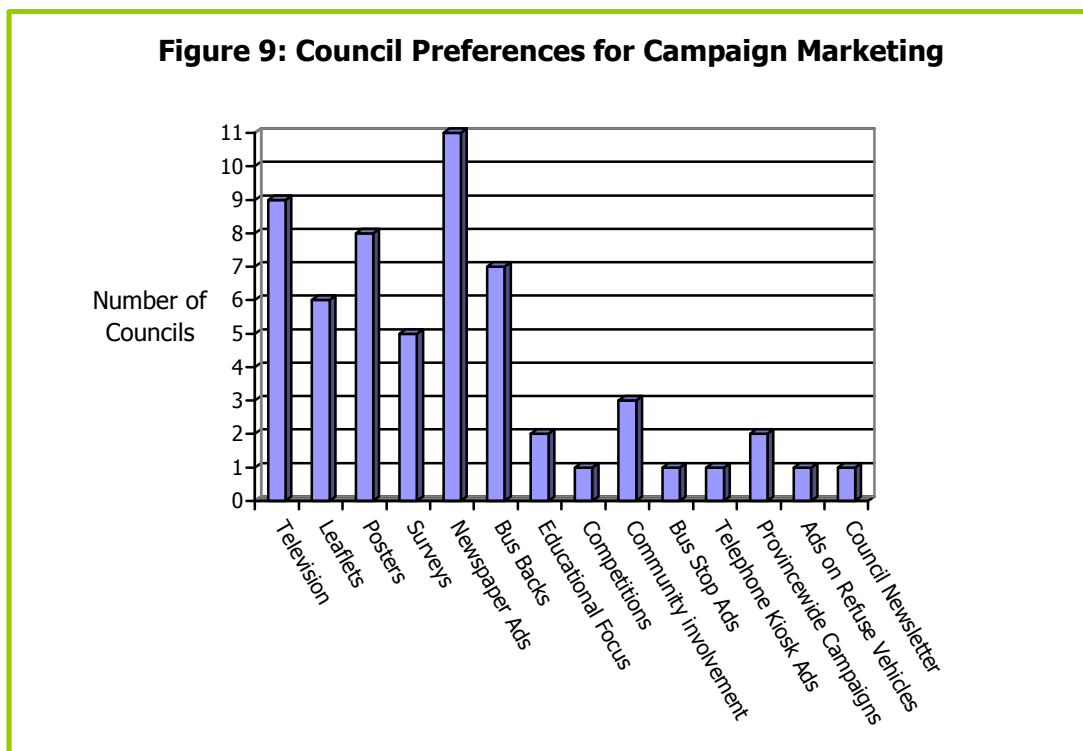
Cigarette litter, the most frequently run campaign in Northern Ireland over the past 12 months, remains the top priority for councils, with 19 of the 24 respondents keen to address the problem with a campaign. A fast food litter campaign was only run by one council in the past 12 months but yet it emerged as a very close second to cigarette litter in litter types that councils would like to target, indicating that this is perhaps an area that councils need to focus on when deciding on campaigns in the future. TIDY Northern Ireland ran a Fast Food campaign some five years ago with great success and this issue was also highlighted as one the public set as a high priority in our survey of nearly 2000 people some twelve months ago. Campaigns for Chewing Gum and Confectionery litter also received significant support.

Table 10 shows the types of marketing and promotion councils believe to be most effective.

**Table 10: Council's Preferred Marketing Methods**

<b>Preferred Marketing Methods</b>	<b>Number of Councils</b>
Television	9
Leaflets	6
Posters	8
Surveys	5
Newspaper Advertisements	11
Bus Backs	7
Education Focus	2
Competitions	1
Community Involvement & Local personalities	3
Bus Stops Advertisements	1
Telephone Kiosk Ads	1
Province wide Campaigns	2
Ads on Refuse Vehicles	1
Council newsletter	1

Figure 9 compares the types of marketing and promotion councils believe to be most effective.



Newspaper advertisements emerged as the most popular form of campaign marketing, and while councils also believed that television advertising would be an effective form of communication, the costs attached to such a strategy are sure to reduce the viability of this type of marketing. Posters were also regarded as an effective form of getting the message across, as was advertising on the back of buses.

## 2.6 Other Comments

During interviews councils were given the opportunity to discuss any other litter related topics that were not covered by the questions in the questionnaire. The response by councils are detailed below:

### **Newry & Mourne District Council**

- Newry & Mourne have purchased a CCTV camera, which they intend to place at fly-tipping hot spots.
- They are in the process of devising a strategic programme to tackle the litter problem.

### **Fermanagh District Council**

- Fermanagh District Council has found that much of the budget normally directed towards littering initiatives has been directed towards improving recycling facilities.

### **Belfast District Council**

- Central Government should expend more resources on improving behaviour change around litter, similar to the 'Wake Up To Waste' campaign.

### **Derry City Council**

- The council would like to see local businesses take some responsibility for areas immediately outside their premises.

### **Moyle District Council**

- A recent case (07/12/07) for non payment of a fixed penalty issued for dropping a cigarette butt. Offender pleaded guilty and given 6 month conditional discharge, no monetary fine or costs imposed. Offender represented herself and stated she was the first to be given a fine for dropping a cigarette butt in Moyle and didn't think it was fair. Also quoted that no action taken against litterers at Lammas Fair and alleged a local Councillor was let off for a similar offence. We believe account may have been taken of apparent loss of day's pay to attend court. Case received a lot of media attention (press and radio).

### **Dungannon and South Tyrone Council**

- The council deals with complaints on a reactive basis and have targeted problem areas as they arise.

### **3.0 CONCLUSIONS**

This report gives EHS the opportunity to see how councils attitudes to litter compares with other councils across Northern Ireland. It is obvious from the results that different councils have vastly different approaches to their enforcement of the Litter (Northern Ireland) Order 1994.

#### **Litter Fines:**

The range in the number of Fixed Penalty Notices issued by council officials varies from a high of 756 per year down to zero. All but one of the respondents have issued some Fixed Penalty Notices, but it is evident that in many areas the amount of fines handed out is not significant enough to act as a deterrent to potential offenders.

#### **Litter Wardens:**

In the vast majority of cases the enforcement of the Litter Order is carried out by general enforcement staff rather than specific litter wardens who are solely tasked with identifying and fining people who illegally drop litter. This is evident from the amount of FPNs issued by many councils, with the council who employ the most litter wardens also being the council who have issued most fines. The lack of specific litter wardens in many areas would seem to be a situation that will remain constant in the short term at least, as very few of the respondents indicated a desire to employ more staff over the next six months.

#### **Enforcement of Litter Offences:**

In addition to issuing Fixed Penalty Notices, two thirds of councils have taken other forms of enforcement action. Prosecution through the courts is the favoured action among the majority of the councils, although both verbal and written warnings are also used. It is clear that there is an element of risk in pursuing an action through the courts, as five of the thirteen councils who have taken this action have had at least one case dismissed.

#### **Campaigns:**

Half of the respondents ran anti-litter campaigns within the past 12 months, and the most popular campaign focused on cigarette litter and the increase in the number of cigarettes on the streets following the introduction of the smoking ban. No other specific category of litter attracted more than one campaign throughout the province, although both general litter and a focus on educating school children on the issue were targeted by several councils.

Among those who did not actively promote an anti-litter campaign during the year, a lack of funds was cited as the main reason, although there were a significant proportion of councils who simply deemed the issue as low priority.

While everyone would be amenable to running a campaign given the correct circumstances, at least three councils ruled out a financial contribution. Of those who would be willing to contribute funds, a cigarette litter campaign came out as the number one priority, although the littering of fast food also attracted a lot of support.

The marketing of campaigns through newspaper advertisements was the most desirable method of promotion among the respondents, although most councils acknowledged that the issue would need to be promoted on more than one advertising medium to maximise exposure.

# APPENDIX A

## QUESTIONNAIRE

### Part A

#### QUESTIONS

##### **Litter Fines**

- a) The Litter Order (Litter (Fixed Penalty) Order (Northern Ireland) 2004) makes provision for a Council to issue litter fines in the form of fixed penalties – how many fixed penalties has your council issued since the change in the law and over what period? .....

##### **Litter Wardens**

- b) If you have a litter warden(s) – how many do you have? .....
- c) If none, what happens to this revenue collected?  
.....  
.....
- d) Do you intend employing any Litter Wardens in the next six months?  
Please tick as appropriate  
Yes .....

If No how do you intend enforcing the legislation?  
.....  
.....

##### **Enforcement of Litter Offences**

- e) Has your Council taken any enforcement action for litter offences in the past 2 years?  
Yes/No
- f) If yes what action was taken – verbal caution, written warning, prosecution, other?  
(State how many in each category)
- g) Do you have any court cases which are complete or pending?  
Please tick as appropriate  
Complete  
Yes .....

If Yes to complete how many?  
.....

What was the result, was the fine enforced by the court or if not what reason was given by the court?  
.....  
.....  
.....

If Yes to Pending how many do you have pending? .....

**Campaigns**

h) Have you run any anti-litter campaigns within the last 12 months?  
 Please tick as appropriate  
 Yes .....

No .....

If Yes what were the litter issues?

.....  
 .....  
 .....  
 .....

If No what is your reason for not running any anti-litter campaigns?  
 Please tick as appropriate

No money	
No need to run one as streets are clean	
No demand from council	
Not a high priority	
Was going to but money got diverted	
Other	
Explain	

If money was available would your council be interested in running an anti-litter campaign in association with TIDY Northern Ireland in 2008/2009?  
 Please tick  
 Yes .....

No .....

If Yes which one of the following problems would you be interested in campaigning on?  
 Please tick

Fast Food	
Cigarette litter	
Chewing gum	
Confectionary litter	
Other	
Campaign	

Would you be willing to contribute towards the cost of such a campaign?  
 Please tick  
 Yes .....

No .....

Have you any views on how such a campaign should be carried out e.g. television, leaflets, posters, survey, newspaper advertisements, bus backs etc?

.....  
.....  
.....  
.....  
.....

Thank you for your assistance with this.

**Part B**

**VERIFICATION OF QUESTIONNAIRE**

- a) Name of Council \_\_\_\_\_
- b) Council Group \_\_\_\_\_
- c) Name of Chief Executive \_\_\_\_\_
- d) Name of council official that completed the questionnaire \_\_\_\_\_
- e) Position held by official at (d) \_\_\_\_\_
- f) Date questionnaire completed \_\_\_\_\_

I confirm that I completed the above questionnaire:

Signature \_\_\_\_\_ Date \_\_\_\_\_  
Official at (d)

**Part C**

**DETAILS OF TIDY NI VISIT TO COUNCIL**

- a) Date of Tidy NI visit to council \_\_\_\_\_
- b) Name of Tidy NI official conducting visit to council \_\_\_\_\_
- c) Name of Council official who met Tidy NI official (need not be official that completed questionnaire) \_\_\_\_\_

d) Issues discussed not covered at **Part A**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

