Memorandum

To: DEPUTY DIRECTORS
   DIVISION CHIEFS
   DISTRICT DIRECTORS
   DEPUTY DISTRICT DIRECTORS

Date: May 1, 2007

From: WILL KEMPTON
      Director

Subject: Litter Abatement Plan

In early 2006, I created a Litter Abatement Task Force (Task Force) with the intention of reversing the growing concern over the increasing levels of litter and illegal dumping that plague the citizens of California. The Task Force assembled is a team of representatives from numerous divisions including Maintenance, Public Affairs, Legislative Affairs, Design, Construction, Environmental, and Research and Innovation.

This Task Force has been instrumental in developing the California Department of Transportation Litter Abatement Plan (Plan), a strategic plan to improve our environment by reducing litter in California. Littering causes a wide range of economic and environmental issues that need to be addressed. The Plan presents a comprehensive approach to address the many issues related to litter and achieves a balance between physical intervention and proactive, preventive measures.

Attached is a copy of the Plan for your reference and implementation. Specific key elements identified in the Plan may require quarterly updates once implemented.

If you have any questions, please contact Steve Takigawa, Chief, Division of Maintenance, at (916) 654-5849.

Attachment

“Caltrans improves mobility across California”
The California Department of Transportation
Litter Abatement Plan

A Strategic Plan of Actions
Designed to Improve California’s Environment

Prepared
by

The California Department of Transportation
Litter Abatement Task Force

Published on May 1, 2007
It is a pleasure to present the first comprehensive Litter Abatement Plan (Plan) ever developed by the California Department of Transportation (Department). This Plan is the result of increasing concern about litter and illegal dumping in California and their effects on the environment and quality of life for the citizens in our State.

This Plan achieves a balance between physical intervention and preventive measures. It is a coordinated and consistent approach intended to reduce the effects of littering, increase public awareness and education, and emphasize the importance of litter-related policies and enforcement.

The fight against litter will involve other state and local governments as well as volunteer organizations and business communities.

I acknowledge our partners, the California Ocean Protection Council, Department of Conservation, California Environmental Protection Agency, California Coastal Commission, AT & T, Association of California Cities, Association of Rural Counties, California Conservation Corps, Keep California Beautiful, State Water Resources Control Board, and the Integrated Waste Management Board for their on-going effort to develop a Statewide Strategic Anti-Litter Plan.

I am confident that through successful implementation of the many measures included in this Plan, the Department will make a significant contribution toward a cleaner California environment.

WILL KEMPTON
Director
Deputy Director’s Foreword

In the recent past, the Department primarily focused its litter abatement efforts on the removal of litter and debris along the State’s highways. The cost to taxpayers to remove litter has been as high as $55 million annually. Although the Department also invests substantial resources to educate the public and increase awareness of litter and storm water quality issues using the “Don’t Trash California” campaign, picking up litter to improve highway aesthetics has been the general focus of the Department’s litter abatement efforts.

A reactive approach to litter abatement provides only short-term benefits that do not lead to the long-term changes needed to reduce litter in the State of California.

The Department recently created a special Litter Abatement Manager and Task Force with a long-term goal to improve California’s environment. This group was challenged to develop a balanced, comprehensive approach to effectively deal with this statewide issue and will be instrumental in its implementation.

I acknowledge and give special recognition to the Department’s Litter Abatement Task Force, responsible for developing this plan of action.

I also acknowledge and applaud those individuals and organizations in this State who are demonstrating a strong commitment to the prevention of littering and illegal dumping, and take this opportunity to encourage others to join the Department, the Adopt-A-Highway Program, and environmental nonprofit organizations in our mutual crusade to reduce littering in California.

MICHAEL MILES
Deputy Director
Maintenance and Operations
# Table of Contents

Department of Transportation Director’s Foreword………………..i  
Department of Transportation Deputy Director’s Foreword………………..ii  
Executive Summary…………………………………………………………………………………………iii  

## Litter Abatement Plan

Introduction……………………………………………………………………………………………..1  
Background………………………………………………………………………………………….1  
Definition of Litter……………………………………………………………………………………2  
Department’s Litter Abatement Vision……………………………………………………………..4  
Desired Results……………………………………………………………………………………….4  
Strategy Implementation, Monitoring and Evaluation……………………………………………..13  
Monitoring and Evaluation……………………………………………………………………………14  
Conclusion……………………………………………………………………………………………14  

## Appendices

Appendix 1: Summary of Anti-Litter Programs Employed by Other States…………………..16  
Appendix 2: A Strategic, Coordinated Approach to Reducing Litter in California………………18  

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*California Department of Transportation Litter Abatement Plan*
Litter Abatement Executive Summary

Action Plan

The Problem
The continuing increase of litter and complaints as well as the deteriorating appearance of highway right of ways may have a huge potential effect on the environment, quality of life, and State economics. The need for litter abatement continues to increase as does the cost to provide this service.

 Desired Results
The desired results of the Department’s Plan is to:

- Reduce littering; and
- Improve the appearance of the environment through implementation of a balanced litter management/abatement program.

Background
All effective reductions in litter efforts documented have three common elements: (1) Public Education and Awareness (Preventive), (2) Litter Control/Removal (Reactive), and (3) Enforcement (Corrective). The Litter Abatement Task Force took a comprehensive approach and developed the attached Plan. Within this Plan is a wide variety of objectives and tasks that we feel would be elements of a successful litter abatement program for the Department and the State. This Plan recommends actions in the following strategic measures:

- Measure performance;
- Employ physical intervention and mechanical device innovations;
- Emphasize litter policies and enforcement;
- Partner with stakeholders; and
- Increase public awareness.

Within each of these measures a series of objectives, actions, implementation tasks, and key performance indicators are presented.

Achieving statewide coordination for litter prevention and management is a tremendous challenge. To succeed in this significant endeavor, many organizations and individuals within the State must be involved and a wide range of resources are required. The Department has a long-term commitment to improve the environment by reducing litter in California. Over the implementation time span of this action plan, the Department will provide the statewide leadership to work toward fostering inter-agency, district, division, and community ownership of initiatives and identifying the resources to implement them.
The Department will have a vital role in building invaluable partnerships and in facilitating links to enable organizations, individuals, California governmental agencies, and communities to contribute to a planned, coordinated, comprehensive approach to litter and related issues.

**Action Plan**

While the Plan contains many objectives covering a wide range of topics, the Task Force believes that it would be most efficient to focus the Department’s initial efforts on the most critical items. These core objectives would be the immediate Action Plan to pursue and implement. As with the full Plan, this is dynamic and should be updated, and expanded as needed.

The highest priorities that have been selected include objectives for each of the three core elements of successful plans. The core objectives and objective reference in the full document are provided. Additional detail can be seen in the full Plan.

1) **Public Education and Awareness (Preventive):**  
   Develop a Litter Abatement Public Awareness Campaign that incorporates existing public awareness efforts. (5.1)
   
   Identify venues for focusing public efforts (existing and new) to create a comprehensive Litter Abatement Public Awareness (LAPA) campaign. This could include the following actions:

   a) Appoint a public awareness task group.
   b) Assess/identify litter-specific aspects of Stormwater Program’s “Don’t Trash California” campaign that should be part of a LAPA campaign.
   c) Identify other public awareness efforts where litter-specific tasks could be amplified or added, both internal and external to the Department.
   d) Research effectiveness of other litter-related campaigns used by others, nationally, and incorporates best practices.
   e) Create a comprehensive LAPA campaign.

   Participate in the development of a State litter awareness campaign resource package for distribution to others. (5.2)

   Research and develop a reporting system to involve California citizens in reporting acts of littering: “Report-a-Litterbug Hotline.” (3.3)

2) **Litter Control/Pickup (Reactive):**  
   Maximize the cost effectiveness of physical intervention strategies. (2.1)

   a) Investigate and develop “hot spots” to focus efforts.
   b) Implement a focused litter removal plan in specific areas of urban districts.
   c) Coordinate sweeping and mowing activities statewide to compliment the Adopt-A-Highway (AAH) Program segment clean-up schedules.

   Department of Corrections’ involvement in litter removal effort. (2.6)

   Determine the feasibility of expanding the use of State inmates and County corrections prisoners to supplement Department State forces in litter removal activities.
Optimize the AAH Program. (2.8)

Optimize AAH Program performance through improved permit compliance by:

a) Maintenance Supervisors ensure that AAH Program volunteers and contractors comply with the permit frequency requirements.
b) Notify District AAH Program Coordinators to take action if requirements are not met.

District AAH Program Coordinators follow through to ensure that AAH Program groups properly follow performance guidelines.

Promote/Expand participation in the AAH Program by:

a) Compile all AAH Program volunteer group and segment information in a single database.
b) Web-enable AAH Program information.
c) Solicit the cooperation of local agencies and industry in providing links to AAH Program website.
d) Allow/encourage sharing adoption segments (co-adoptions) by two or more groups to increase frequency of pick-ups.

3) Enforcement (Corrective):
Increase enforcement of litter laws on State property. (3.1)

a) Determine how other states have increased enforcement of litter laws.
b) Determine current level of anti-litter enforcement in California.
c) Develop strategy with other State agencies to increase enforcement of litter laws.

In addition to these core area objectives, in order to implement and measure the success of these key elements, the objectives under Measure Performance would also be implemented. They include defining roles, responsibilities, implementation schedules, as well as including Litter Abatement in the Department’s Operational Plan.

Several of these key objectives along with others identified in the full Plan are already being pursued and implemented.

An annual reporting cycle will be undertaken for all program priorities outlined in this strategy. Part of this annual process will be the reporting of measures of success and the results of projects undertaken, with a planned mid-term review after eighteen months operation of the strategy. Input from stakeholders will be sought to feed into this process.
The California Department of Transportation
Litter Abatement Plan

Introduction
Over the years, many groups, organizations, and agencies in California have employed numerous strategies to create and sustain a clean environment in which to live, commute, work, and recreate. Despite their best efforts, however, litter continues to present quality of life and environmental issues in our State.

California is not alone in facing litter problems. Research shows that every state and many countries have implemented programs to address the many factors contributing to litter. The programs share common approaches, including physical clean-ups by government and volunteer organizations, effective enforcement, community involvement, enhanced legislation, and public education programs. Refer to Appendix 1 for a summary of anti-litter programs employed by other states.

Litter results in significant economic, social, and environmental costs. It is aesthetically displeasing, presents a range of threats to human and ecologic health, and affects the quality of life for the citizens in California. Litter increases the risk of fire, personal injury, the spread of diseases, pollutes waterways, and threatens wildlife. The impacts are real, the issue is genuine, and litter is increasingly being recognized as an important component of the statewide environmental agenda.

In an effort to improve the environment by reducing litter in California, the California Department of Transportation (Department) has prepared this Litter Abatement Plan (Plan). The Plan identifies numerous strategies to address the litter problem within our State.

Background
The Department has historically spent tens of millions of dollars each year to remove litter from our highways and roadsides. In the 2005/06 fiscal year alone, the Department’s Maintenance Division spent approximately $55 million in this area. In addition, litter removal by the AAH Program participants saved the Department about $15 million.

If the Department were to stay on that course to deal with litter, it would be likely to spend an ever-increasing amount of resources. To reverse this trend, the Department created a formal Litter Abatement Manager and Task Force to develop and implement a strategic Litter Abatement Plan (Plan) to address the cause, as well as the effects of litter.

The timing of the Department’s initiative is significant. In late 2005, the recognition that litter is a critical statewide issue led to the formation of an Inter-Agency Anti-Litter Task Force. This coalition of State and Local government agencies and both profit and nonprofit organizations was formed in order to develop a statewide anti-litter strategy. The strategic plan will define a coordinated, multi-agency approach to the prevention and management of litter. Refer to Appendix 2, Figure 1 for a graphic description of the Inter-Agency Task Force membership, and to Figure 2 to see the various groups with which the Department is working to achieve a cleaner California.
Definition of Litter

For the purposes of this Plan, litter is defined as:

- All trash, cigarette butts, refuse, junk, garbage, and scrap
- Any articles or material deposited within the right of way, intentionally or unintentionally
- Any article or material abandoned by the owner or the person in possession thereof, not including dust, smoke or other like products emitted or produced during the normal operations of any mining, extractive, primary or manufacturing industry

For the purpose of this Plan, litter is deposited on land or in waterways if it is placed, put, left, dropped, thrown; or, is allowed to fall there or be blown from a moving motorized vehicle or trailer. Only clear water or feathers from live birds may escape a vehicle.

These definitions primarily focus on the physical and visual aspects of litter; however, the litter issue is much more inclusive and encompasses a wide possible range of human behaviors and activities. It is therefore necessary to broaden the above definition to combine the physical and behavioral aspects of litter into a model that encompasses the physical, environmental, social, and economic factors associated with litter.

Illegal dumping is a substantial component of the overall litter issue in California. While the term “litter” is often used to refer to acts of a spontaneous or unintentional nature that involve items of a smaller size and quantity, illegal dumping is generally premeditated and includes items of a larger size and quantity.

In order to develop a conceptual model of litter that embraces the totality of the problem, many factors need to be considered.


Litter occurs through a complex relationship of factors. These factors give rise to different types of litter and littering patterns, and result in different environmental, economic, and social impacts. In order to be effective, litter abatement strategies should consider the “who, what, where, when, why, and how” of litter.

Who litters?

With respect to litter, there are five definition types of people:

- Non-litterers – are environmentally conscious, don’t litter, and usually pick up the litter from others
- Inconveniences – believe that disposing of litter correctly is too hard, too much trouble, or someone else’s problem
- Ignorants – are simply unaware of a link between the environment and their litter behavior
- Willful arrogants – usually litter in context, i.e., “It’s okay to litter in urban areas but not in the country.”
- Anti-establishments – make a statement with purposeful littering
What are the Primary Sources of Litter?

- Trucks with uncovered or improperly covered loads
- Illegal dumping
- Drivers
- Pedestrians
- Construction sites
- Demolition sites
- Household garbage cans
- Commercial dumpsters
- Industrial sites
- Loading docks

Where does litter occur?

Litter occurs virtually everywhere in the world, and includes but is not limited to the following:

- Roadways and roadsides
- Freeway/highway ramps and interchanges
- On roads near landfill sites
- Vehicle stopping locations
- Vista points, roadside rests, and park and ride lots
- Beaches
- National, State and local parks
- Local roads
- Near fast food restaurant locations
- Shopping centers
- Construction sites
- Industrial sites
- Sporting venues
- Farm lands

When does litter happen?

Litter is often directly related to a specific type of activity being undertaken, such as attending a sporting event, working at a building site, driving home from work, eating lunch in the park or camping in a national park. Smokers, who may not ordinarily intentionally litter, frequently discard cigarette butts onto the ground from moving vehicles or while walking.

Why does litter happen?

People litter for any number of reasons, they:

- Are too lazy to dispose of trash properly
- Are more likely to throw litter on top of litter than drop it in neat surroundings
- Just don’t care
- Believe others will pick it up
- May not be aware they are littering

How does litter occur?

The most common means of litter on the highway results from trash and debris blowing from improperly covered or uncovered truckloads. In addition, articles thrown from moving vehicles and illegal dumping substantially contribute to the litter burden.
Department’s Litter Abatement Vision

The Litter Abatement Task Force (Task Force) is committed to two goals: (1) picking up litter, and (2) reducing litter at the source.

Strategy

This Plan recommends actions in the following strategic measures:

1. Measure performance
2. Employ physical intervention and mechanical device innovations
3. Emphasize litter policies and enforcement
4. Partner with stakeholders
5. Increase public awareness
6. Participate in anti-litter education programs

Within each of these measures a series of objectives, actions, implementation tasks, and key performance indicators are presented. Note that while actions are listed within a specific area, it is not implied that they are exclusive to it. The categorization of actions has been undertaken for strategy, clarity, and ease of understanding.

Since this is a dynamic plan of action, additional objectives may be added as necessary to reflect the advent of innovations, results of ongoing research and to support the statewide strategic anti-litter plan under development by California’s Inter-Agency Anti-Litter Task Force.

Desired Results

The desired results of the Department’s litter abatement strategies are to:

- Reduce littering
- Improve the appearance of the environment through implementation of a balanced litter management program, including physical intervention and preventive measures
- Ensure that performance measures are in place to gauge the effectiveness of the Plan’s outcomes
- Be responsive to local and regional needs
- Increase the public’s litter-awareness and level of anti-litter education
1. Measure Performance

Performance measurement is essential to gauging the effectiveness of the strategies outlined in the Department’s Plan.

The Department reports to the Business, Transportation and Housing (BTH) Agency. Each year a Program Level Action Plan is submitted to the BTH detailing how the Department will meet its performance objectives. Divisions within the Department submit a similar action plan to the Director to accomplish a similar goal.

The Construction, Design, Environmental Analysis (Storm Water Unit), Maintenance, Public Affairs, and Research & Innovation Divisions, as well as all 12 Districts within the Department are stakeholders in the goal to reduce littering and illegal dumping. For this reason, it is necessary that each group of stakeholders detail the Department’s expectations of their respective performance objectives.

A number of objectives are identified below to demonstrate accountability to both the Department and to the BTH for accomplishing the objectives outlined in this Plan to reduce littering on California highways.

### 1. MEASURE PERFORMANCE

**Objective 1.1: Define roles, responsibilities, and implementation schedules**

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<tr>
<td>1.1</td>
<td>Develop a report detailing the roles, responsibilities, and implementation schedule for stakeholders in the Plan.</td>
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**Implementation Tasks**

- a) Work with the Department’s Task Force to ensure a full understanding of Division and District roles and responsibilities.
- b) Develop reasonable time frames for accomplishing objectives outlined in the Plan.
- c) Communicate responsibilities effectively within the Department.

**Key Performance Indicators**

- Report clearly outlines roles and responsibilities; presents achievable implementation schedule.

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**Objective 1.2: Include Litter Abatement Efforts in Department’s Strategic Plan**

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<tr>
<td>1.2</td>
<td>Include objectives and performance measurement in relevant areas of Strategic Plan.</td>
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**Implementation Tasks**

- Work closely with person responsible for producing the Department’s Strategic Plan.

**Key Performance Indicators**

- Department’s Strategic Plan illustrates its level of commitment to litter abatement in California.

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**Objective 1.3: Include Litter Abatement in Division and District Operational Plans**

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<tr>
<td>1.3</td>
<td>Include performance measures in relevant areas of Division and District Operational Plans.</td>
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**Implementation Tasks**

- a) Coordinate with those responsible for producing the Division’s Operational Plan.
- b) Ensure that performance measures items are included in Division and District Operational Plans.

**Key Performance Indicators**

- Meaningful litter abatement-related goals are included in performance objectives.

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**Objective 1.4: Include Litter Abatement in Maintenance Operational Plans**

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<td>1.4</td>
<td>Include performance measures in District Operational Plans.</td>
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**Implementation Tasks**

- a) Coordinate with staff responsible for producing the District Operational Plans.
- b) Include litter performance measures in District Operational Plans.

**Key Performance Indicators**

- Inclusion of preventive and reactive litter-related objectives as focus items on the District Operational Plans.
2. **Employ Physical Intervention and Mechanical Device Innovations**

Physical intervention includes both the use of litter prevention, recycling infrastructure, and the physical clean up or control of littered items. Mechanical innovations include equipment and physical devices either currently available or able to be developed and implemented to enable litter and debris to be more easily and economically collected for disposal.

This strategy proposes a number of physical intervention initiatives to ensure the provision of best practice litter prevention infrastructure (such as waste and recycling bins, anti-litter signage, and litter traps), as well as services to be delivered, throughout California. Areas of particular focus for litter infrastructure include public places, such as safety roadside rest areas, park and ride lots, vista points, and storm water drainage collection points.

The Department will continue to remove and dispose of litter and debris from the roads and highways it maintains; research, develop, and employ innovative methods of improving clean-up efforts in highly littered areas; and promote highway design changes to facilitate litter collection. The Department will maximize its utilization of the AAH Program participants and, where possible, support community-based clean up activities.

The Department will research, design, develop, and evaluate innovative mechanical devices and equipment to remove litter from the environment more efficiently. Deployment of such devices will maximize our investments, thereby enabling the Department to contribute towards a cleaner environment in California.

### 2. EMPLOY PHYSICAL INTERVENTION and MECHANICAL DEVICE INNOVATIONS

**Objective 2.1: Maximize the cost effectiveness of physical intervention strategies**

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<th>KEY PERFORMANCE INDICATORS</th>
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<tr>
<td>2.1.1</td>
<td>Investigate and develop “hot spots” to focus efforts.</td>
<td>Develop by using data from complaints, etc. to focus on problem areas.</td>
<td>Fewer complaints</td>
</tr>
</tbody>
</table>
| 2.1.2 | Implement a focused litter removal plan in specific areas of urban districts. | a) Develop a plan to increase the frequency of litter removal on urban routes.  
b) Circulate completed plan to selected districts to develop plans for focused litter removal efforts on highly litter-prone areas.  
c) Obtain approval from Department of Finance to fund additional removal effort.  
d) Monitor the effectiveness of the focused litter removal over the course of the 2006/07 fiscal year. | • Realistic, achievable plans are developed.  
• Funding for the plan is approved by Department of Finance.  
• Litter/Debris Level of Service score. |
| 2.1.3 | Coordinate sweeping and mowing activities statewide to compliment AAH Program segment clean-up schedules. | a) Coordinate shoulder and median sweeping by State forces with AAH Program clean-ups.  
b) Schedule roadside mowing to follow roadside clean-up efforts by AAH Program volunteers and others. | • Litter/Debris Level of Service score.  
• Roadside vegetation Level of Service score. |
## Objective 2.1: Maximize the cost effectiveness of physical intervention strategies (cont.)

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<tr>
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| 2.1.4 | Evaluate and develop innovative litter collection systems to facilitate removal of litter on roadways. | a) Conduct and compile research to identify innovative strategies and designs that facilitate litter collection, especially along sound walls, median barriers, and storm drain collection systems.  
  b) Implement changes in design to incorporate strategies and collection systems into Design specifications. | - Completed compilation of research.  
  - Number of new strategies and designs evaluated on State highways. |
| 2.1.5 | Evaluate and develop innovative equipment to facilitate litter pick-up and removal. | a) Utilize State and federal sponsored research to evaluate innovative equipment, other mechanical systems, designs, strategies, etc., designed to increase litter removal efficiency.  
  b) Pilot test potential equipment.  
  c) If nothing existing satisfies need, work with others to develop new options. | - Number of State and federal litter-related research products reviewed.  
  - Number of evaluated mechanical systems, and new equipment. |

## Objective 2.2: Ensure that Department roadway and roadside construction sites are litter free

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| 2.2.1 | Utilize contract specifications that eliminate the presence of litter on road and roadside construction projects. | a) Ensure that existing contract specifications related to maintaining construction zones free of construction-related litter and debris is included in road and roadside projects.  
  b) Investigate funding options to pay contractors to remove public-generated litter in construction zones. | Construction sites are free of litter and debris. |

## Objective 2.3: Provide adequate waste management and recycling infrastructure at public facilities

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| 2.3.1 | Provide waste and recycling receptacles as needed, and ensure they are serviced on a regular basis. | a) Develop district plans that review and determine whether every public area (e.g. safety roadside rest areas, vista points, and park and ride lots) in each district has adequate waste and recycling facilities.  
  b) For facilities maintained under contract, district contract managers ensure adequacy of infrastructure and maintenance. | Best management solid waste and recycling infrastructure is available and well maintained at California highway public facilities. |

## Objective 2.4: Design and construct physical features that help facilitate cost efficient litter removal

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<tr>
<td>2.4.1</td>
<td>Fund, design, and construct roadway and roadside projects with functional features that make litter removal easier, as appropriate.</td>
<td>Provide/include features that increase safe access for litter pickup (i.e., increased use of concrete median barriers, paving miscellaneous areas, etc.)</td>
<td>Improved access for mechanical pickup of litter and debris.</td>
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### Objective 2.5: Increase partnerships with locals for sweeping and litter removal

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<tr>
<td>2.5.1</td>
<td>Promote partnerships with local agencies for sweeping and litter removal from ramps and State highways through unincorporated areas and cities.</td>
<td>Where possible and the interest exists, enter into agreements with local departments of public works reimbursing them for more frequent sweeping of interchanges.</td>
<td>Number of agreements with local governments.</td>
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### Objective 2.6: Department of Corrections (DOC) involvement in litter removal effort

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| 2.6.1 | Determine the feasibility of expanding the use of State inmates and County corrections prisoners to supplement Department State forces in litter removal activities. | a) Research and summarize efforts from states that currently utilize DOC for litter removal.  
| | | b) If found to be practical, coordinate with DOC at a high level to develop a strategy and implementation plan.  
| | | c) If found to be practical, Department to investigate funding DOC PYs and operating expenses. | Number of State Highway System shoulder miles of responsibility by DOC. |

### Objective 2.7: Rapid removal of illegal dump sites within the right of way

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| 2.7.1 | Remove homeless encampments and other illegal dumpsites from within the right-of-way as soon as they are identified. | a) Clean up all illegal dumpsites and homeless encampments.  
| | | b) Notify locals of illegal dumpsites outside of right-of-way but within view by motorists. | Litter/Debris Level of Service. |

### Objective 2.8: Optimize the Adopt-A-Highway (AAH) Program

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| 2.8.1 | Optimize the AAH Program performance through improved permit compliance. | a) Maintenance Supervisors ensure that the AAH Program volunteers and contractors comply with the permit frequency requirements, and notify District AAH Program Coordinators to take action if requirements are not met.  
| | | b) District AAH Program Coordinators follow through to ensure that AAH Program groups properly follow performance guidelines. | Increase in net amount of trash picked up and shoulder miles cleaned by AAH Program participants. |

| 2.8.2 | Promote/Expand participation in the AAH Program. | a) Compile the entire AAH Program group and segment information in a single database.  
| | | b) Web-enable the AAH Program information.  
| | | c) Solicit the cooperation of local agencies and industry in providing links to the AAH Program website.  
| | | d) Encourage sharing adoption segments (co-adoptions) by two or more groups to increase frequency of pick-ups. | • Maximize number of adoptable AAH Program shoulder miles adopted.  
| | | • Increased frequency of clean-ups where needed. |
3. Emphasize Litter Policies and Enforcement

Proactive measures need to be supported by enforcement initiatives to help achieve compliance with the requirements of existing Penal, Government, and Motor Vehicle Codes related to Littering.

The aim of enforcement is to discourage all types of littering while encouraging a community culture of positive behavior. This involves accountability, consultation, cooperation, and consistent integrated and coordinated enforcement actions.

### Objective 3.1: Increase litter law enforcement on State property

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| 3.1.1 | Determine how other states have increased enforcement of litter laws. | a) Research approaches employed successfully elsewhere at the State level.  
b) Create a summary of findings based upon in-depth research and interviews that can be used in recommending strategies for increased enforcement at the statewide level. | Completion of a compilation of anti-litter enforcement strategies. |
| 3.1.2 | Determine current level of anti-litter enforcement in California. | a) Determine the number of litter law citations issued by various enforcement jurisdictions within the State.  
b) Determine the annual number of citations issued under Motor Vehicle Codes 23111, 23112, 23113, and 23114 (littering). | Establishment of benchmark levels of enforcement. |
| 3.1.3 | Develop strategy with other State agencies to increase enforcement of litter laws. | a) Invite the California Highway Patrol (CHP) to participate in the Inter-Agency Anti-Litter Task Force.  
b) Create a Department and CHP Enhanced-Litter-Enforcement Task Force.  
c) Invite selected local agencies to participate and foster cooperative strategies with state agencies.  
d) Develop a strategy that can be employed to increase enforcement of litter laws (i.e., separate funded positions for litter enforcement, “trashzeep” contract, etc.). | An agreement on a statewide strategy to increase enforcement of anti-litter laws. |

### Objective 3.2: Increase litter law enforcement in local jurisdictions

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<td>3.2.1</td>
<td>Determine local agency anti-litter enforcement efforts.</td>
<td>Survey enforcement agencies regarding their anti-litter efforts; summarize findings.</td>
<td>Completion of a compilation of local anti-litter enforcement strategies.</td>
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<td>3.2.2</td>
<td>Circulate policy and information to emphasize anti-litter efforts with state agency local counterparts.</td>
<td>Research to obtain existing policy information and circulate from State to local agencies.</td>
<td>Completion of a compilation of information issued by State agencies.</td>
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| 3.2.3 | Create a plan of action for implementing increased enforcement at the local level. | a) Determine interest at the local levels.  
b) Determine resources available from all sources to assist local agencies in their anti-litter enforcement efforts.  
c) Identify new methods of funding for increased enforcement. | Number of local enforcement agencies participating.  
Number of new sources of enforcement funding identified. |
3. EMPHASIZE LITTER POLICIES and ENFORCEMENT (cont.)

**Objective 3.3: Involve California citizens in reporting acts of littering: "Report-a-Litterbug Hotline"**

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| 3.3.1 | Research and develop a reporting system for citizens to report acts of littering. | a) Perform research to compare anti-littering “Hotline” and other citizen reporting programs in California and elsewhere in the country; summarize findings.  
  b) If productive, develop implementation plan and recommend Department adoption. | • Completed compilation of strategies, funding, perceived success, etc. of litterbug-reporting systems currently in use.  
  • Litterbug Hotline is supported by the Department and law enforcement agencies. |

**Objective 3.4: Maximize the effectiveness of litter-related policies**

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| 3.4.1 | Examine and, if possible, strengthen adherence to current state government policies related to littering. | a) Perform a literature review of existing policies within various state agencies; summarize findings.  
  b) Identify and recommend ways to strengthen policies or their application within state agencies. | Number of policies reinforced within applicable agencies. |

**Objective 3.5: Ensure litter penalties are appropriate**

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<td>3.5.1</td>
<td>Review community service requirement provisions in existing litter-related laws to determine if increases should be considered.</td>
<td>Have Legal Division determine if it is appropriate to modify existing legislation with regard to community service requirements for convicted violators.</td>
<td>If deemed appropriate by Legal, the Maintenance Division will introduce as a Department Legislative Proposal.</td>
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**Objective 3.6: Compensate Agencies for the Removal and Disposal of Abandoned Tires**

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<td>3.6.1</td>
<td>Investigate tire disposal fees to determine if State and local agencies are reimbursed for tire disposal expenses.</td>
<td>Determine the current fee/fund structure and whether litter removal agencies are compensated.</td>
<td>Create a report summarizing the Department’s annual expenditures related to abandoned tires.</td>
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4. Partner with Stakeholders

Litter is a statewide issue that requires involvement and cooperation between a variety of stakeholders from the community, private, and government sectors. An array of non-government organizations and community groups are involved in litter reduction activities such as education, increased recycling, and physical clean up by volunteer groups.

State and local governments provide a leadership role in litter prevention and management. The responsibility of State government is dispersed among a number of key agencies according to their legislative focus, while local government responsibility is distributed on a geographical basis within the State.

With such a large group of stakeholders involved in the effort to reduce litter, it is imperative that State and local governments develop strong partnerships with each other and those involved in the litter abatement effort in order to achieve a cleaner California.
This Plan reflects the importance the Department places on developing and sustaining strong partnerships with the stakeholders of litter-abatement programs and initiatives.

### 4. PARTNER WITH STAKEHOLDERS

**Objective 4.1: Develop community pride through local action**

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| 4.1.1 | Coordinate with stakeholders to increase public awareness and education. | a) Identify opportunities to strengthen the partnership between stakeholders and the Department.  
  b) Determine how the Department can involve communities in litter abatement efforts. | Long-term provisions in place to provide support coordinated efforts. |

**Objective 4.2: Recognize and reward best practice in litter prevention and management in California**

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| 4.2.1 | Develop and promote a proposal for recognizing, encouraging and rewarding best practice litter prevention and management initiatives undertaken by the community, government, and private sectors. | a) Identify current recognition and/or reward programs.  
  b) Coordinate with relevant stakeholders to develop a system for recognizing best practice litter prevention and management initiatives.  
  c) Determine appropriate and meaningful award system. | Development of a value-added recognition system. |

**Objective 4.3: Engage locals and industry in litter prevention and management**

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<td>4.3.1</td>
<td>Engage industry and the business community in litter prevention.</td>
<td>Develop methods for engaging industry and the business community in litter prevention.</td>
<td>Increase the number of businesses and industries contributing to litter abatement activities over the current level.</td>
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### 5. Increase Public Awareness

There is an expressed need to increase the public’s awareness of the economic, social, and environmental problems associated with litter. Ongoing, proactive measures, aimed at preventing litter and achieving long-term positive behavioral change are needed to keep litter on the forefront of California’s citizens’ and visitors’ attention. In order to maximize the effectiveness of public awareness initiatives the focus needs to be on using various media and visual images to provide clear, consistent, and informative messages. Whenever possible, this effort should be coordinated with other events to maximize the probability of achieving the desired results.

Raising public awareness is closely related to anti-litter education. For instance, when informing the public about enforcement of litter laws, their awareness is not only increased but they may also be learning to change their behaviors.

Anti-litter education programs entail social interactions with people through school programs, such as teacher workshops, litter-related curricula, and student mentoring. Effective anti-litter education generally focuses on the development of best practice guidelines and training. These efforts involve national information sharing networks as well as grass roots initiatives. The desired results of both initiatives are to achieve a cleaner environment by preventing litter through long-term, positive behavioral change.
## 5. INCREASE PUBLIC AWARENESS

### Objective 5.1: Develop a Litter Abatement Public Awareness Campaign that incorporates existing public awareness efforts.

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| 5.1.1 | Identify venues for focusing public efforts (existing and new) to create a comprehensive Litter Abatement Public Awareness (LAPA) campaign. | a) Appoint a public awareness task group.  
b) Assess/identify litter-specific aspects of Stormwater Program’s “Don’t Trash California” campaign that should be part of a LAPA campaign.  
c) Identify other public awareness efforts where litter-specific tasks could be amplified or added, both internal and external to the Department.  
d) Research effectiveness of other litter-related campaigns used by others, nationally, and incorporate best practices.  
e) Create a comprehensive LAPA campaign. | • Development of a comprehensive campaign.  
• Roll out of campaign  
• Survey of public on effectiveness of information and campaign. |
| 5.1.2 | Ensure that public awareness efforts investigate additional target audiences to pursue. | a) Expand the public service announcement approach, and add funding for paid commercials.  
b) Identify range of target groups that may be determined by age, geography, or audience (e.g. cigarette smokers, alcoholic beverages, fast food, drivers, purchasing fuel).  
c) Identify “Hot Spot” areas to focus campaign, and expand as needed. | • Budget Change Proposal (BCP) to fund major public awareness campaign.  
• Number of target audiences identified and pursued. |
| 5.1.3 | Provide consistent anti-litter messages at government-owned public facilities. | Place posters and stickers on placards, kiosks, recycling bins, trash receptacles, and bus stop enclosures to raise public awareness of visitors and users of rest areas, vista points, and park and ride lots of the litter laws and issues. | Survey the public’s familiarity with the message as part of the next departmental external survey. |
| 5.1.4 | Partner with the food, beverage, travel, fuel, and convenience store industries to increase public awareness. | Work with major fast food, travel, fuel, and convenience store chains to seek mutually beneficial ways to increase public/customer awareness. | Number of travel/commercial industries, which participate in adding the anti-litter message to their products and advertising. |

### Objective 5.2: Participate in development of a state litter awareness campaign resource package

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| 5.2.1 | Work with Inter-Agency Task Force to develop a litter awareness campaign resource package for distribution to others. | a) Develop and distribute communication strategy, including the involvement of a high profile person(s) to champion the campaign in each District and local community.  
b) Partner with other State and local agencies to develop both local and agency-focused content.  
c) Distribute packages to interested parties.  
d) Survey participants on effectiveness of materials. | • A resource package containing the entire medium needed to provide a consistent message statewide is available to others.  
• Percentage of participant organizations that felt the materials were effective. |
5. INCREASE PUBLIC AWARENESS (cont.)

Objective 5.2: Participate in development of a state litter awareness campaign resource package (cont.)

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<td>5.2.2</td>
<td>Develop a roster of those interested in obtaining public awareness campaign information.</td>
<td>a) Compile a roster of local agency and community action groups who are developing public awareness campaigns about storm water and littering issues. b) Determine those who are interested in obtaining Don’t Trash California (DTC) resources.</td>
<td>Number of different groups, by industry, indicating an interest.</td>
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<td>5.2.3</td>
<td>Partner with private industry to provide joint-logo litter awareness messages.</td>
<td>a) Provide an effective bilingual message for litter bags or other medium with interesting facts about cigarette butts and other litter. b) Secure co-sponsors such as car rental businesses, auto financing, car manufacturers, and convenience food industry to finance message medium. c) Investigate means to distribute material (i.e., litterbags in new/used autos and rentals).</td>
<td>Number of participating businesses.</td>
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<td>5.2.4</td>
<td>Fully utilize media opportunities to highlight the litter problem in the state.</td>
<td>a) District Public Information Officers (PIO) to coordinate media ride-along during maximum enforcement days with the California Highway Patrol. b) Add anti-litter efforts as an Operational Plan performance measure for headquarters and district external affairs offices.</td>
<td>Number of articles in local newspapers, television programs, and press releases which promote litter awareness and the Department’s efforts.</td>
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<td>5.2.5</td>
<td>Work with the Inter-Agency Task Force and local governments to share and cross-allocate resources for the most effective anti-litter education campaign.</td>
<td>a) Review and document existing key anti-litter and recycling campaign resources. b) Identify and work to develop new approaches and sources of educational resources. c) Develop a coordinated multi-agency campaign, which allocates resources and responsibilities to the agencies most likely to be successful in an anti-litter campaign.</td>
<td>• Produce a compilation of statewide resources available, irrespective of agency. • Produce a list of potential new sources of resources. • Deliver an Inter-Agency Plan.</td>
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Objective 5.3: Work with other Agencies to encourage litter education in schools

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<td>5.3.1</td>
<td>Determine the extent of existing school programs designed to educate children about litter and determine their effectiveness.</td>
<td>a) Conduct research to determine the extent of current school programs; summarize findings. b) If effective, practical, and feasible, compile an overview of key litter messages in existing school litter education programs. c) Partner with education organizations and agencies to advocate that the anti-litter message is provided in K-12 schools.</td>
<td>Complete a compilation of the current extent of the education system’s involvement in anti-litter education.</td>
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Strategy Implementation, Monitoring, and Evaluation

Implementation

This strategy emphasizes a planned, coordinated approach to litter prevention and management on California highways based on a number of important needs. These needs include:

- Establishing priorities
Long-term planning
Avoiding duplication
Coordinating a diverse range of approaches
The best possible use of resources

Achieving statewide coordination for litter prevention and management is a tremendous challenge. To succeed in this significant endeavor, many organizations and individuals within the State must be involved and a wide range of resources are required. The Department has a long-term commitment to improve the environment by reducing litter in California. Over the implementation time span of this Plan, the Department will provide statewide leadership to work towards fostering inter-agency, district, division, and community ownership of initiatives and identifying the resources to implement them. The Department will have a vital role in building invaluable partnerships and in facilitating links to enable organizations, individuals, and California governmental agencies and communities to contribute to a planned, coordinated, comprehensive approach to litter and related issues.

Monitoring and Evaluation

Many of the actions and implementation tasks specified in the strategy involve long-term processes that may take a number of years to implement.

The Department’s Task Force has developed details of targets, timelines, roles, and responsibilities. Since this Plan is designed to be dynamic in nature, adjustments will be made, as necessary, to include interactions with statewide stakeholders, new strategies, and employ products of research and innovation.

An annual reporting cycle will be undertaken for all program priorities outlined in this strategy. Part of this annual process will be the reporting of measures of success and the results of projects undertaken, with a planned mid-term review after eighteen months operation of the strategy. Input from stakeholders will be asked to add to this process.

Conclusion

The Plan is the first of its kind in the Department’s long history. It provides a balanced and comprehensive approach to effectively reduce litter in California through many preventive and proactive measures.

The strategy is designed to measure Department performance, employ physical intervention and mechanical innovations, emphasize litter-related policies with an aim toward increased enforcement, strengthen partnerships with stakeholders, increase public awareness, and participate in anti-litter education programs. Successfully implementing the objectives developed for these areas of priority will improve California’s environment.

This Plan constitutes a starting point that is intended to be flexible, evolve, and be improved over time.

All Californians must contribute to litter prevention. Citizens, State, and local governments will need to work together in order to achieve and sustain a clean and healthy environment in which to live and to enjoy.
### Appendix 1: Summary of Anti-Litter Programs Employed by Other States

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### Appendix 1: Summary of Anti-Litter Programs Employed by Other States

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Appendix 2: A Strategic, Coordinated Approach to Reducing Litter in California

Figure 1: Departments and Organizations of the Inter-Agency Anti-Litter Task Force

Figure 2: Statewide Approach to a Cleaner California