

# our clean cities



[www.eurocities.eu](http://www.eurocities.eu)

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**Having clean and attractive streets is important to the development and sustainable growth of our European Cities. The Clean Cities Working Group of the EUROCITIES Environmental Forum is working to improve the attitudes and behaviour of our citizens towards littering and other activities which impact on the attractiveness of our cities. Belfast chairs the working group which is made up of the following active member cities:**

**Belfast**

**Gothenburg**

**Porto**

**Birmingham**

**Leeds**

**Sheffield**

**Bristol**

**Madrid**

**Tallinn**

**Cologne**

**Newcastle**

**Tampere**

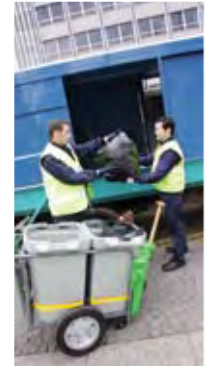
**Glasgow**

**Oslo**

We are looking at approaches to maintaining clean and attractive cities and how this can improve the quality of our environment. We are also identifying and promoting best practice in this field by facilitating the exchange of information between cities.

This booklet tells you about successful projects identified through research carried out by the Clean Cities Working Group. Its aim is to help cities learn from the experiences of others and identify solutions to common problems.

You can find more information on the EUROCITIES Network and the Clean Cities Working Group at [www.eurocities.eu](http://www.eurocities.eu)



03



## consulting your citizens on litter



**In research carried out by the Clean Cities Working Group, 92% of cities believe that citizens see litter as a problem in their city. This is measured mainly through customer satisfaction surveys carried out by the city or by independent organisations.**

Some cities use customer complaints or information in the media as a guide to satisfaction levels. Cities in England take part in a National Customer Survey for Best Value Performance Indicators [www.communities.gov.uk](http://www.communities.gov.uk)

Project : **Omnibus Enquiry**

City : **Amsterdam**

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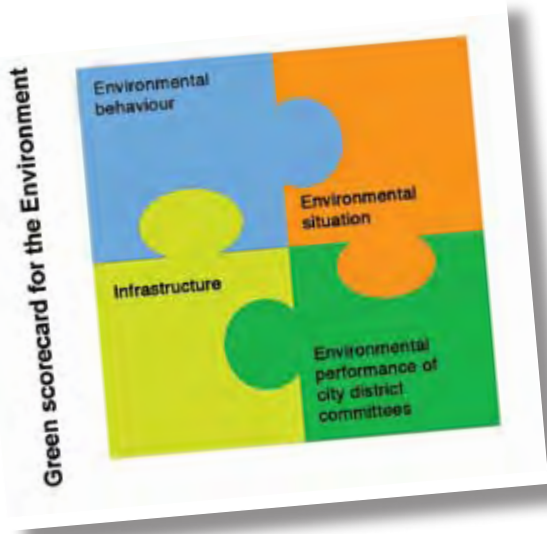
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Amsterdam carries out three surveys a year to find out people's views on city issues including the standard of cleanliness and street maintenance. People rate the service from 0 to 10 (10 is excellent, 0 is poor). These surveys are regular and cover large groups, making them a reliable, cost effective method of measuring customer satisfaction.

The results are used to target resources for the cleansing services of the city districts.

**The City of Gothenburg uses balanced 'Green Scorecards' as a means of measuring and presenting information on the environmental quality of each of the neighbourhood areas of their 21 City District Committees.**



Project : **Green Scorecard for the Environment**

City : **Gothenburg**

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The green scorecard is based on four areas:

- Environmental Behaviour,
- Environmental Situation,
- Infrastructure, and
- Environmental Performance of City District Committees.

As well as being an important tool for communicating local level environmental information to the City's District Committees and their respective communities, the balanced scorecard technique has proved a successful means of raising awareness on how the four areas interlink and impact upon each other.

The new system is recognised as an innovative approach to the survey technique. Its main information source is a citizen satisfaction survey, through which responses to littering questions are combined into a "Nice and Clean" index before being presented on the Scorecard.

The balanced scorecards allow each district to identify existing environmental issues in their areas and to target need by allocating resources accordingly. For example, in response to the most recent 2006 survey indicating that littering is a problem in many of the City Districts - different activities including information campaigns and special clean-up activities have been planned for the coming year to address the problem.

**The Clean City Working Group has found that some cities use formal systems for monitoring street cleanliness. In their research, 26% of responding cities adopt a national system, some cities develop an in-house system and 26% do not use a street cleanliness monitoring system. Cities in England are required to report the street cleanliness results nationally using the BVPI 199 system (see [www.bvpi\\_leq.com](http://www.bvpi_leq.com)). The Working Group is currently undertaking a project to develop an agreed measure of cleanliness across European Cities.**



Title of Project : **Public Spaces Service Standards**

City : **Rotterdam**

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Rotterdam carries out monthly surveys to assess the cleanliness of public spaces. They've developed a standardised system to capture data on cleansing issues including:

- littering,
- dumped waste,
- emptying litter bins,
- weed control,
- dog fouling, and
- graffiti.

It also assesses the quality of pavements, street furniture, public greens and flowerbeds.

Staff from the municipal districts and the Public Works of Rotterdam carry out the surveys. Residents in some areas have been trained in the survey methodology so they can carry out assessments of their own neighbourhoods.

They use the results to show compliance with agreed service delivery standards. They can address areas of poor service delivery with the contractor or other relevant agencies and make sure that resources are targeted to areas of need.

Title of Project : **Identifying needs and targeting resources**

**District Local Environmental Quality Surveys (DLEQS)**

City: **Leeds**

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Leeds is a large, diverse city with a population of 720,000. It has a large city centre and is surrounded by countryside and small towns. Street cleansing and local environmental quality (LEQ) issues and pressures differ across the city. Leeds wanted to identify their environmental problems on an area basis so they could tailor their services and resources to best meet the needs of residents and service users.

Leeds entered into an innovative, ground-breaking partnership with ENCAMS (Environmental Campaigns) to deliver District Local Environmental Quality Surveys (DLEQS). These surveys provide comprehensive quantitative data on cleanliness levels and a range of other issues including flyposting, graffiti and vandalism in specific areas.

One of Leeds' objectives is to narrow the gap between the most disadvantaged areas and the rest of the city, so it targeted the most deprived super output areas (SOA's) within the city. It performed the surveys on each of these areas to give baseline data and used the findings to inform service delivery and allocate resources. Follow-up DLEQS surveys have shown the success of the targeted approach with significant improvements measured on the baseline data. Leeds continues to work with partners using data capture methodology to identify the needs of citizens, targeting service delivery to meet these needs as effectively as possible.





Title of Project : **Quality measurement of street cleaning**

City : **Ghent**

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In Belgium, Ghent developed a system to measure the quality of cleansing in cities as a response to a national survey of cleanliness. This system informs the cleaning regime, improves performance and is used to determine operational requirements.



## Framework:

The framework for the measurement system is as follows:

## Criteria:

- litter,
- full litter bins,
- fly tipping,
- wrongly placed out waste, and
- external factors.

## Score:

Each criteria is worth 20 points with a total of 100 points.

## Survey:

33 streets are measured every month.

## Street classification:

To compare data, streets and public open spaces were given a street classification:

- major access roads,
- public transportation roads,
- shopping streets,
- tourist areas,
- city centre,
- residential area with places of public interest (school, square, meeting point),
- residential areas, and
- entertainment district.

**Tolerance matrix:**

A tolerance level is allocated for each street type based on the assumption that some parts of the city (the city centre for example) should be cleaned to a higher standard than others.

**Matrix caption:**

The matrix is colour coded using a traffic light system to show what standards should be achieved in each street type.

Once this system was in place Ghent identified areas which required additional resources to improve service delivery.

Classification	Litter	Litter Bins	Fly tipping	Wrongly placed out waste
1 Access road	Green	Yellow	Green	Yellow
2 Shopping street	Green	Green	Green	Green
3 Residential area with public interest point	Green	Yellow	Green	Red
4 Residential area	Red	Yellow	Green	Red
5 Entertainment	Red	Yellow	Green	Red



**88% of cities have carried out some form of anti-litter campaign with their citizens. Out of those carrying out campaigns, over half (54%) believe that these have been successful in decreasing littering.**

Title of Project : **Keep Edinburgh Clean**

City : **Edinburgh**

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Keep Edinburgh Clean is Edinburgh's flagship, award winning anti-litter programme. It ties together effective operations on the ground with partnership working, raising public awareness and effective enforcement by 32 Environmental Wardens. A comprehensive annual marketing campaign focuses on the key litter issues that the city faces each year.

In 2006 the campaign focused on fast food litter and cigarette litter with a more hard-hitting approach using dark visual imagery and littered streets. It put the onus on individuals not to litter and it reminded them that littering could result in a £50 fine.

The campaign marketing strategy is developed through an annual study of littering behaviour and research on the type of litter affecting the city. So far it has used the mediums of TV, cinema, radio, print, outdoor advertising and mobile advertisements shown on council vehicles.

The programme has proven successful in improving the cleanliness of Edinburgh and research results show high awareness levels for the campaign. Keep Edinburgh Clean will continue to work closely with communities and businesses to raise awareness and change public behaviour, creating a cleaner, greener city.

Project: **Rotterdam must be Clean, Unbroken and Safe:**

**Why???** That's why!!!

City : **Rotterdam**

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This public education campaign has been developed through cooperation with Rotterdam's cleansing, enforcement and maintenance departments. The aim is to get residents of Rotterdam more involved in their city and to develop their sense of civic responsibility.

The campaign contests the prevailing view that residents look at the city as a place where they live, instead of a place where they live together. They don't feel responsible for the quality and the safety of the community of Rotterdam.

The campaign challenges residents and visitors to the city to follow the rules to create a pleasant environment for everybody. In other words: it's up to you if you want to live in a clean and safe city.

Campaign commercials have been run on local TV and cinema supported by an outdoor media schedule of posters, a campaign tram and the sides of city vehicles. Residents and visitors are informed why it is important to be responsible for Rotterdam using targeted and humorous messages.

The key campaign message is "Think of what you do. You don't want to trash your city."



Title of Project : **Litter... don't drop it, stop it!**

City : **Belfast**

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Belfast City Council launched an anti-litter campaign in 2004 aimed at changing and improving public behaviour towards littering. Pre-campaign research highlighted that 60% of people admitting to littering for various reasons including:

- carelessness,
- laziness, and
- a lack of any consequence for littering.

In addition, most felt it was a problem but as an issue it was low on their agenda.

Independent research carried out after nine months of the campaign highlighted high awareness levels of the anti-litter work being carried out by the Council. Of those surveyed 86% recalled the campaign and 82% felt it was effective.

The number of people who admitted to littering dropped from 57% following phase 1 of the campaign to 45% at the end of phase 3. This shows an improvement of 12%.

The current fourth phase of the anti-litter campaign aims to build on the raised awareness and address the difficult issue of bringing about a change in littering behaviour.



The objectives are:

- to encourage individual responsibility for the disposal of litter,
- to highlight the consequences of littering,
- to heighten awareness of fixed penalty notices and the level of enforcement in Belfast, and
- to develop a sense of ownership and pride in Belfast's environment.

Based on the theme, 'You wouldn't litter in your own home, so why litter your city?', the various campaign elements include:

#### Advertising

- one 30 second television advertisement and three 10 second advertisements.
- on-street advertising on adshells and buses, and
- poster campaigns in schools, council owned facilities, businesses and public areas.

A number of targeted initiatives for businesses, community, youth and uniformed groups and schools were also carried out. Including:

- anti-litter gum campaign,
- Anti-Litter Week – community cleanup challenges, street theatre and anti-litter public speaking competition,
- cigarette litter campaign – "Butt it's not litter ... is it?"
- community initiatives – Writing for Radio competition and winning, newspaper advertisement competition, where community groups get their say on the state of their environment,
- Captain Cleanup Roadshow and "Battle of the Litter Bugs" computer game,
- Rubbish Art – students undertook art projects to highlight littering in their area, and
- anti-litter education packs linked with the school curriculum.



Title of Project: **Public Awareness Campaign “Bring out the citizen inside you”**

City: **Madrid**

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Website: **www.munimadrid.es/Principal/Ayuntamiento/camps/pdf/campanaLimpieza.pdf**



Madrid found that increased spending on technical resources did not always result in an improvement in street cleanliness and that this was also true when trying to change citizen’s environmental behaviour.

In partnership with Universidad Autónoma de Madrid (UAM) the city carried out research into the effectiveness of how it communicates its environmental messages. They identified eight environmental issues relating to waste and cleansing matters to be targeted in an awareness raising campaign.

A media campaign using the slogan “Bring out the citizen inside you” was developed. It targeted three environmental challenges:

- dog fouling,
- correct presentation of domestic waste, and
- paper waste collection at sporting events.

After the first phase, the research team from UAM carried out the evaluation of the campaign using social psychology techniques. The campaign advertising was tested in terms of:

- recall,
- perceived message,
- whether it had brought about attitudinal change, and
- whether the individual liked the campaign and thought that it was effective.

45% of respondents were satisfied with the campaign.

Building on this success another mass media campaign is being developed targeting selective refuse collection for recycling.

**89% of cities involve the community in their anti-litter initiatives and these mainly focus on schools. Community clean ups is the highest reported method used to engage citizens. The number of people participating in these events varies greatly between cities. Some very well established annual spring clean months report 3,000 - 5,000 contributors.**

Title of Project : **Clean City**

City : **Bydgoszcz**

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In Bydgoszcz, the Clean City project consists of a number of ecological education initiatives targeted at children and young people, like International Earth Day and Cleaning the World.

The success of these initiatives has been demonstrated by the number of individuals and institutions participating in each stage of the Clean City project, with rewards for those who most actively engage. The amount of waste collected during the cleanups is also used to measure the effectiveness of the projects. Bydgoszcz plan to expand their initiatives to include Kujawy and Pomorze Centre of Ecological Education. This will allow the project to be improved and enlarged to involve more young people.



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## engaging your citizens

Title of Project : **Spring cleaning of Helsinki region**

City : **Helsinki, Vantaa, Espoo and Kauniainen**

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Helsinki's Annual Spring Clean has been carried out for the last 22 years. During this time other cities have joined the project and a coordinated approach has been adopted including marketing and press releases. The project includes residents, schools and organisations participating in a cleanup of their local area. They are provided with equipment by each city's Public Works Department who also collect the rubbish after the clean ups.

The event takes place over one month and approximately 30,000 people participate every year in Helsinki. Success is measured by the number of participants and the amount of rubbish collected which has reached 300 tonnes.



Title of Project : **Spring Cleaning for schools in Gothenburg**

City : **Gothenburg**

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Springtime cleanups of neighbourhoods have been part of the education programmes of many Swedish schools for decades, however, in Gothenburg they have taken these schools' cleaning-days one step further - and expanded it into a city-embracing activity with massive participation.

Schools, the local community, housing organisations and other groups participate in the cleanup projects throughout the city during the month of April. The Municipal Authority provides each group with advice and materials for the cleanups which are organised electronically via the project's website.

Although the cleaning of the city is seen as the main positive outcome of the projects (around 60 tonnes of litter gathered annually), this not the main purpose of the events. Overall success is measured by whether the attitude towards littering is changed and whether they act as a catalyst for other similar projects. The Municipal Authority believes that the projects and their outcomes should not concentrate solely on litter, but take an integrated approach focusing on other issues such as perceived insecurity and cultural integration within the city.





**96% of cities believe that community initiatives are worthwhile and make a long term difference to the litter problem. However, only 50% of cities engage the business community in such projects.**



**Title of Project : Street Champions**

**City: Birmingham**

**Contact Person: April Flower**

**Email address: [April.b.flower@birmingham.gov.uk](mailto:April.b.flower@birmingham.gov.uk)**

Birmingham's aim is to get its streets cleaner by using three linked methods:

- adequate street cleansing,
- community engagement; and
- firm but fair enforcement.

The city formed a partnership with three voluntary organisations who recruit volunteers to involve the community in keeping their streets clean. Currently the Street Champion project has recruited over 600 volunteers. The volunteers are trained to identify local environmental issues affecting their streets which they then report directly to the city council.

Birmingham measures the project's success by:

- conducting telephone audits to establish volunteer's satisfaction,
- using data from street environmental quality surveys,
- measuring the volume of volunteer calls, and
- by the number of environmental activities that volunteers have engaged in.

Evaluation of the project so far indicates it has improved community cohesion. The project areas are cleaner and environmental awareness has been enhanced for all involved. Birmingham hopes to increase the number of volunteers to 730 mainly within the most deprived areas of the city.

**Cities ranked fly tipping and graffiti as the top two environmental crimes affecting their streets. Different approaches are used by cities to tackle these issues reflecting different legislation and polices available to our cities.**



Title of Project : **Flyposting Drums**

City : **Leeds**

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Over the last ten years, Leeds has transformed from a traditional industrial city into one of the most economically diverse and vibrant cities in Britain with two major universities and over 80,000 students.

Monitoring carried out by Leeds City Council showed that fly posting was a problem in certain areas. Following research, fly posting drums were installed in set locations, allowing promoters, clubs, pubs and the entertainment industry to advertise and promote their interest. The content of the advertising and the condition of the drums is monitored. A “zero tolerance” approach to illegal fly posting has been adopted by the Council’s Environmental Enforcement Section. There are currently 79 fly posting drums across the city; the majority of which are in the city centre.

National and local environmental quality surveys indicate that an unacceptable level of fly posting is visible in 1% of sites across the entire city. The Council’s overall aim is to ensure that all neighbourhoods are clean, green, safe and well maintained. The combination of a strong enforcement approach and the erection of these drums has alleviated the problem of fly posting.



Title of Project: **Abandoned Trolley Campaign**

City: **Bristol**

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Like other cities, Bristol faced the challenge of dumped shopping trolleys in watercourses and open spaces creating resource pressure on agencies, owners and communities to remove them. There was a lack of interest and commitment by local supermarkets to deal with the issue yet an increased expectation from the general public for aesthetically good rivers.

A campaign was developed to establish a whole city long term solution through the existing partnership of the Bristol Living Rivers Project. A citywide trolley survey revealed the worst watercourses and the offending supermarkets. A series of free community river walks and associated media coverage raised awareness of the issue.

Following a review of existing legislation and a period of public consultation, an opportunity for a long-term, self-financing scheme was identified through the new Clean Neighbourhoods and Environment Act 2005. This allowed Bristol to recover costs from the owner of the trolley when removing, collecting, storing and disposing of abandoned trolleys.

Reports of abandoned trolleys are registered through Bristol City Council's customer service telephone hotline. A condition on planning applications ensures measures are introduced to prevent the removal of trolleys off-site. The success of the project is to be measured by national environmental surveys.

The campaign uses a multi-agency approach sharing both knowledge and resources. With good political and media support the problem of abandoned trolleys will be tackled through both policy and practical measures.

Dog fouling is a cleanliness and public health problem common to many cities. In 2006 the Municipality of Porto became the first Portuguese city to address this specific problem through a campaign to provide toilet areas for dogs in urban locations.

'Eco-Dog' toilet facilities have now been provided at 20 areas throughout the city. These designated toilet facilities comprise of a fixed structure measuring 1.6 metres by 1.3 metres containing sand, a small post, a bag box and a bin. The Eco-Dog facilities are easily maintained by municipal employees who clean and change the sand on a daily basis.

As the success of the campaign strongly depends on public participation in using the Eco-Dog facilities - outdoor placards have been erected to raise awareness and change the behaviour of irresponsible dog owners.

These simple steps carried out by the Municipality through the Eco-Dog campaign have greatly improved the quality of life experienced by the people within the city of Porto.

Title of Project: **Eco-Dog**

City: **Porto**

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Title of Project: **One City Different approaches to Graffiti**

City: **Prague**

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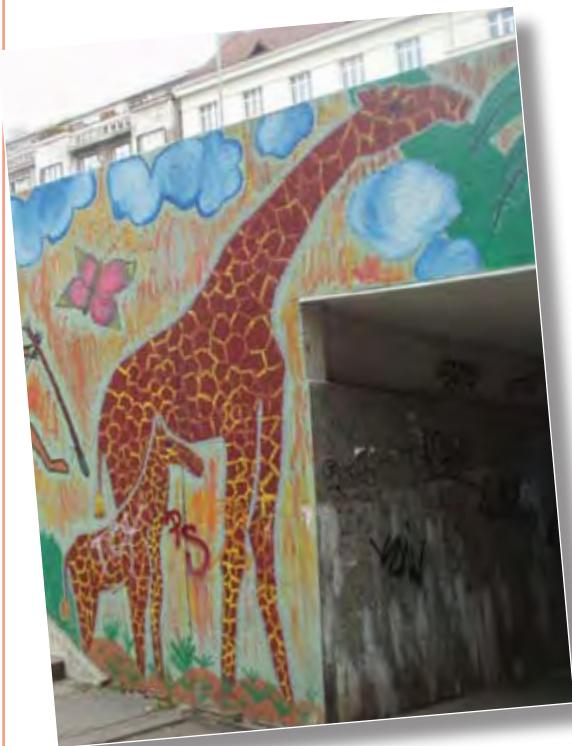
Prague, like all major European Cities is affected by graffiti, which impacts on the attractiveness of the city and can create a perception that an area is unsafe.

In Prague graffiti removal is carried out through 22 individual city districts. These city districts vary considerably in terms of population size and the type of buildings. Because of this a 'one size fits all' approach to graffiti has not been adopted, but rather specific strategies have been developed to deal with local issues. This is reflected by the average costs of dealing with graffiti, which ranges in different districts from a few cents to one Euro per capita per year.

Two districts have adopted very different approaches to dealing with graffiti.

In Prague 4, a collaborative approach is carried out with school children. Children's murals have been placed in eight sites. A school designs the mural and following approval, the children paint the site with the help of local police. The city district provides the materials for the project. On completion the mural is fixed with anti adhesive and protective coatings. The success of this project can be demonstrated by one mural being intact after nearly ten years.

Prague 6 district adopted a zero tolerance approach following extensive research into graffiti management, including the psychology associated with graffiti artists and taggers. The "Stop Graffiti" project includes a toll free telephone line for owners of buildings to report graffiti. The majority of graffiti is then removed by the city district within 24 hrs. A strong enforcement approach has also been adopted with offenders being fined or being given community service. Surveys of the district show the success of the project with a reduction in the number of areas affected by graffiti.





Following a national survey in the mid nineties, Sheffield was named the 'Graffiti Capital of England'. In response the Sheffield Graffiti Charter was created to help manage graffiti in the city. The objective of the Charter is to improve the physical appearance of buildings and street furniture to make the city a safe and welcoming environment for people to live, work, shop and visit.

The free to join Graffiti Charter offers an array of incentives for its members to help tackle the problem of graffiti. As a new signatory to the Charter, members are entitled to a 'first free clean'. This encourages new members to keep their property in a clean, graffiti free condition.

Other benefits include:

- discount rates on graffiti removal,
- positive publicity on anti graffiti campaigns, and
- advice on how to manage graffiti.

Members agree to remove any graffiti that appears on their property within the stated timescale. They are issued with a certificate and sign the Graffiti Pledge. Sheffield use the member database to communicate other city campaigns.

The scheme has been successfully used in 'graffiti problem' areas. The Charter has so far attracted over 150 members including both Universities, both Sheffield football teams and a mix of other organisations. All committed to help maintain the street scene environment. Sheffield also documents all graffiti in the city on the 'City Wide Graffiti Database'.

Information includes where the graffiti is located, details of the site affected by the graffiti and most importantly, which graffiti 'tag' has been applied. From this database, Sheffield is able to identify which taggers are currently active and where they are currently operating throughout the city. This photographic evidence can also be made available to the police if they require it to assist in graffiti vandalism prosecutions.

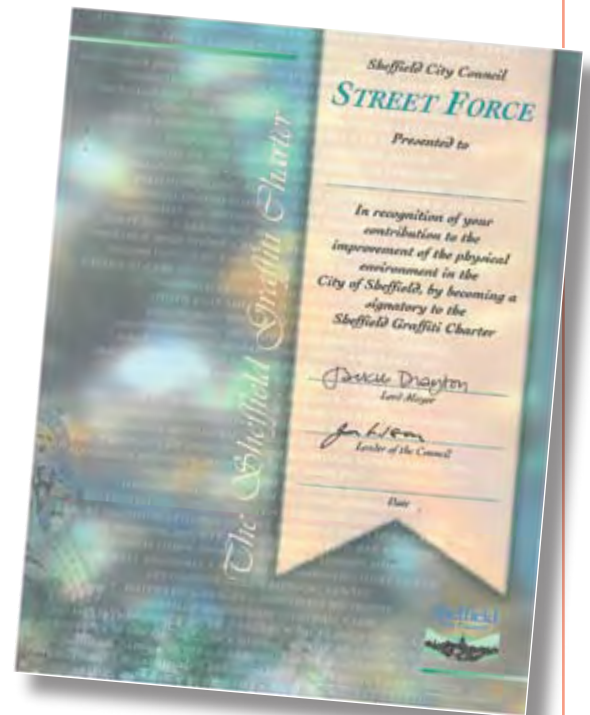
Title of Project: **Sheffield Graffiti Charter**

City: **Sheffield**

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**81% of cities carry out enforcement with regards to litter. The number of fines being issued annually varies from a small number of litter enforcement actions to cities generating over 1,500 fixed penalty notices. 59% of those carrying out enforcement feel that it has resulted in a reduction in littering.**

Title of Project: **High Visibility Enforcement Activity**

City : **Belfast**

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Belfast has a history of strong enforcement activity on littering and illegal dumping. Signs warning of the presence of Litter Wardens and the associated fixed penalty notices have been erected through out the city. The enforcement team have a highly visible presence. Wearing branded jackets, the officers patrol the city reacting to littering or dumping issues which arise, and giving advice to businesses owners and residents on the correct presentation of waste.

The enforcement team has carried out two very successful projects:

- **“Butt it’s not Litter – is it?”**– aims to reduce the level of cigarette litter on streets and encourage businesses to take ownership of the problem, and make arrangements for cigarette litter disposal outside their buildings.

Photographs of cigarette litter outside problem buildings were sent to the Managing Directors of the businesses highlighting the issue and requesting their support.

- **Hit the Spot on Fast food Litter** – the team work with businesses where there are potential problems with fast food litter to identify issues which will improve the local environment.

These include:

- reducing the amount of packaging,
- carry out litter picks of surrounding area, and
- getting the business to take on corporate responsibility for the local area.

The businesses then sign the Fast Food Charter committing to adopt the changes.



Title of Project: **Capital Standards**

City: **London**

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Website: **www.capitalstandards.com**

The Mayor of London launched the four-year Capital Standards programme to improve the cleanliness and appearance of streets and to implement in part the Municipal Waste Management Strategy. This successful programme has been extended for an additional three years.

The Capital Standards Network has forty members - the Greater London Authority (GLA), London councils, London boroughs, cleansing contractors, Transport for London, Metropolitan Police Association, Encams, the Environment Agency and Government Office for London.

The programme includes:

- independent surveys on the cleanliness of London's streets,
- Best Value Performance Indicator calculations for each of the London Borough members,
- London Schools Environment Awards which recognises primary schools that have carried out projects on key environmental areas, and
- Street Academy; a training programme developed to train London Borough enforcement officers in the powers available to tackle environmental crime on London's streets.

The GLA and Capital Standards have also been involved in public awareness campaigns to improve the street environment, including the highly successful 'Litter Fairy' campaign screened in cinemas, bus-backs and other media.

**Cities reported success in adopting a partnership approach with other government agencies to address environmental problems.**





**This booklet showcases how cities across Europe are embracing the challenges of maintaining clean and attractive streets. This is vital for the well being of our citizens, our communities and the sustainable economic growth of our cities.**



We plan to further develop best practice on:

- the greening of major events, for further information contact [azcaratelj@munimadrid.es](mailto:azcaratelj@munimadrid.es),
- an agreed measure of cleanliness across european cities, for further information contact [Ben.Grabham@leeds.gov.uk](mailto:Ben.Grabham@leeds.gov.uk),
- a review of the effectiveness of media campaigns in changing individual environmental behaviour, for further information contact [azcaratelj@munimadrid.es](mailto:azcaratelj@munimadrid.es),
- the development of a european model for changing littering behaviour, for further information contact [greeney@belfastcity.gov.uk](mailto:greeney@belfastcity.gov.uk)

If your city is interested in the work being undertaken by the Clean Cities Working Group please contact EUROCIITIES [info@eurocities.eu](mailto:info@eurocities.eu)

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