



# **FROM ZERO TO HERO IS BRITAIN THE DIRTY MAN OF EUROPE?**

By Sue Nelson, Peter Gibson and Dee Bingham  
Environmental Campaigns Limited

## **From Zero to Hero**

Written by Sue Nelson

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This publication is one of an occasional series of papers researched, written and produced by ENCAMS and funded by the British Cleaning Council. It attempts to highlight the issues of local environmental quality and anti-social behaviour.

[www.encams.org](http://www.encams.org)

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## Foreword by the Chairman of the British Cleaning Council

Britain's multi-million pound cleaning industry established the British Cleaning Council (BCC) in 1982. Membership of the Council is open to any recognised trade association, institution, research or educational body concerned with industrial, commercial and institutional cleaning.

BCC has a number of objectives. Primarily it coordinates the common activities or interests of the British cleaning industry, promoting it to UK based institutions and associations, and to local and central government. It provides a forum for all constituent bodies to meet and work together to further the aims of the industry as a whole. BCC actively supports research, education and training and has played a key part in the "upskilling" of the industry's workforce.

BCC undertakes sponsorship of exhibitions and seminars connected with all aspects of cleaning. In particular we have been involved in the Cleaning Show for some time. This important event is run every two years at the National Exhibition Centre in Birmingham, and has become the focus for the promotion of cleaning industry services and equipment in the UK.

Whilst we feel we have made much progress on all the above issues, we would like to see BCC more actively strive towards the achievement of two further objectives. First, to increase local and central government's awareness of the cleaning industry's huge contribution to the economy. This is a multi-million pound industry, and yet it still remains unrecognised as a major part of the UK economy or as a major employer.

Secondly, cleaning is traditionally seen as a

low-level, low-impact activity which the public prefers to ignore or forget. But the truth is, within days our factories, hospitals, schools, offices and transport systems would not be able to function if cleaning services were withdrawn. I am proud to be in the cleaning industry. Health and hygiene are a fundamental right in our society, and the million or so people who are involved in cleaning deserve a higher status and recognition for their important, but underrated work. We would like to see the public gain a greater understanding of the role of our unsung cleaning heroes, who often labour unseen late at night or early in the morning.

Given BCC's remit and our new push on the above two objectives, we were keen to sponsor this series of occasional papers which are being sent to key government and institutional opinion formers and influencers. We have had a long relationship with ENCAMS, which has been an active member of BCC for some time, and we want to highlight the issues surrounding good quality environments. Be assured these are important issues and we feel that they deserve greater consideration and recognition.

I hope you will find the contents stimulating and thought-provoking, and next time you're in a hospital or pub, or on a train or in your office, or even just walking along the street - spare a thought for the people who clean up after the rest of us!

**Paul Pearce**

Chairman, British Cleaning Council





## Foreword by the Chief Executive of ENCAMS

ENCAMS is the organisation which runs the Keep Britain Tidy campaign, and manages a number of local environmental quality programmes such as the Blue Flag for beaches and Eco-Schools. It produces the annual Local Environmental Quality Survey of England for government which measures the state of our streets. ENCAMS is best known for its campaigns and public information on litter including car litter, gum deposition, drugs related litter, fast food litter and youth litter. However, we have also campaigned on a number of other anti-social behaviour issues such as flyposting, fly-tipping, dog fouling and neighbour noise.

We are funded by Defra in England, and work closely with other government departments in the ODPM and the Home Office. We have recently produced the Fast Food Code of Practice for Defra, which is a voluntary code for the industry and local authorities to better tackle the increasing problem of fast food litter. We are currently working on a revision to the Code of Practice on Litter and Refuse which is expected to be completed in 2005. But ENCAMS' work doesn't just cover England. We have offices in Northern Ireland, Wales and Scotland funded separately from those devolved administrations. After all, litter, waste and anti-social behaviour do cross international boundaries and are not just a problem in one country.

ENCAMS has been a member of the British Cleaning Council for as long as I can remember, because our individual remits are so complementary. Broadly, we try to deal with the sources and causes of environmental degradation, whilst the cleaning industry has to cope with the consequences. However, I am particularly impressed by the current BCC Board's intention to "up the ante" and raise the status and profile of the industry, and their determination to launch a number of new initiatives in the next couple of years.

This series of occasional papers is an example of one of BCC's new initiatives, and shows how the two organisations are working together to gain more recognition for some of the issues. ENCAMS is therefore fully committed to increase its support for BCC's work and objectives, and begin to get the profile of the industry raised and appreciated. If ENCAMS can get behind BCC and do more to support the role of cleaning and cleaners, maybe your organisation can too.

### **Alan Woods**

Chief Executive, ENCAMS





## FROM ZERO TO HERO

### A DAY IN THE LIFE

*"I wake at 6.30am as usual. For a few seconds my mind is looking forward to the new day, until I realise that it's three and a half weeks now since the Cleaning Holiday. Still, only four days to go and thankfully it doesn't extend to refuse collection, so the hygiene factor isn't as drastic as it might be out in the street.*

*I always skip breakfast but manage a quick cup of tea. Desperate to leave the house before the traffic queues begin on the M6. I call out goodbye to the kids, my husband will see them off to school as he walks to the metro for work.*

*I open the front door and am thoroughly depressed by the sight that greets me. Discarded sweet and crisp packets have blown from the road into our small drive and someone has stuffed some white paper into our hedge; the remains of the curry sauce that presumably accompanied the chips inside it, has dripped over the pavement. But it doesn't make much difference at the moment as it's becoming crowded with strewn litter anyway. Lots of people say it's kids, but you can tell that it's not just them – smashed beer bottles, supermarket carrier bags, cigarette packets, till receipts. I banned the kids from riding their bikes last week, I think it's too dangerous to ride on the edges of the road, they just think I'm overcautious. I told them they weren't allowed to go to the park any more either. Since the dog fouling hasn't been cleared up, it's just too much of a health hazard. I don't know how people in wheelchairs are coping, I suppose they're just staying in until the Cleaning Holiday finishes.*

*The good thing is, some people have taken to sweeping outside their own house, like they used to do in the old days. Even washing it down in some cases. Why did we all stop doing that? Is it because we don't see it as our responsibility any more? When I go to Spain on holiday, they still do that in the villages we go to.*

*I drive to work and see the McDonald's on the corner is even worse than our street. They stopped their own cleaning patrols as a mark of respect, but it doesn't matter much now because the government closed down all hotels, restaurants and takeaways over two weeks ago on Health and Safety grounds. I just hope the kids aren't ill; the hospitals are in dire straits. With no cleaning they are only taking emergencies and having to use new instruments as no sterilising or operating theatre cleaning has taken place since the start.*

*At lunchtime, I have to concede that the lack of fresh food is getting to me. Since food manufacturing has closed down, it really is odd going round the supermarket. They look so bare with all the refrigeration units empty, and the floors and shelves are filthy, but at least you can still buy tinned and dried food that were manufactured pre-Cleaning Holiday . . .*

This is of course, an imagined nightmare. An imitation of "A Day in the Life", that is unlikely ever to be true. But just think what it would be like if all cleaning services did stop nationally for whatever reason. The country would honestly grind to a halt in a matter of days. Quicker than if petrol ceased to flow or if there was a water shortage, or a firefighter strike or even, dare I say it, a terrorist atrocity. It would affect business, industry, commerce, education, transport, leisure and health. No one would be untouched. Everyone would notice. And if you think that's overplaying it, would you notice too much if your boss wasn't in for a few days? Would you notice if the cleaner wasn't? Dirty toilets, no loo rolls, overflowing bins, unwashed cups, and don't even mention sanitary disposal units. It doesn't bear thinking about.



You would expect, therefore, that being a cleaner has enormous prestige and status, especially when you realise it is estimated that 850,000 people are employed in the industry, and that it is worth £10billion a year. They should have great training, a career path, 360° appraisals, best practice awards, appear on Parkinson. Cleanliness is, after all, next to godliness. Or is it that cleaners are not next to god but are like god? Unseen, unheard and generally without recognition, until you really need them, in which case you pray they will help you out: you first rather than some other deserving soul. So why does cleaning have such a poor image, because it hasn't always been like that?

## CLEANING WAS COOL ONCE, HONEST

Post-war Britain through to the end of the 1950s was the peak of recognition of cleanliness. It was a cult thing. At this point being clean to the highest standards was a top priority. A pre-occupation with dirt, grime, germs and clean homes had real social cachet. It also required skill, time and hard work. Mrs Beeton, Good Housekeeping magazine and the Good Housekeeping Institute (GHI) were devoted to cleanliness and how to be good at cleaning, especially in the kitchen. GHI had a bevy of domestic experts, engineers, chemists and space planners, who passed on their advice. They would explain manual techniques to make you a better cleaner, and assess new appliances and products to assist you to reach cleaning nirvana. Annually, a whole issue of Good Housekeeping would be devoted to spring cleaning, and links to clean homes being happy and healthy homes were regularly made:

*"Healthy homes go a long way towards being happy homes. First and foremost have a clean house, really clean. Get rid not only of obvious dirt but of the insidious underneath sort – and not just in great twice a year turnouts that leave your home disinfected like a hospital, but in regular day to day chores that are second nature to you . . .*

*This high standard of hygiene is not something that has to be worked at too consciously . . . it is simply a standard that can perfectly easily be maintained in a daily routine, that will not only keep your home fresh and gay, but a safe and secure place for the family to grow up in."*

The connection with safety and security began to emerge significantly in the early 1960s. In a 1961 supplement, it was made perfectly clear that to safeguard your family against ill health, you should adopt a high standard of cleanliness:

*"germs are far less likely to thrive in a really clean home . . . the deep down hygiene of your home is still a most important factor in preserving your family's bright good health."*

To conform to these cultural and societal expectations did require technique and understanding. The housewife was a prominent figure in the 1950s particularly. She had an important role in the household and the work she carried out did have status and recognition. The problem at the time, one that we are facing now, was the invisibility of her achievements and of her experiences. The nature of the job is a major barrier in seeing that there is skill involved. I understand this well: when I was at home with two small children, my husband left a clean and tidy house when he went to work in the morning. The kids completely trashed the place during the day with their sticky fingers, painting and baking activities and general aptitude for demolition. We tidied and cleaned late in the afternoon, and he returned home in the evening, with the house looking the same as he left it. The work involved in returning to clean and tidy domesticity was exhausting. To him it was entirely invisible. I can only guess that his perception was it remained the same throughout the day, so what the hell had I been doing with my time!



Although there is no readily available evidence, it is reasonable to assume that cleaning in industry or commerce was seen in the same light. My grandmother was in domestic service a cleaner for a rich family with a house that looked out over Regent's Park. It was a respectable job and had a career structure, and she was trained how to do things precisely as the housekeeper wanted. I also remember going into hospital in the early 1960s as a very young child for a week or two. I don't know whether it was any less clean than now, but the matron sticks in my mind to this day. Frightening and unaware of the concept of customer service, she ruled the ward with a rod of iron. She could have been the twin sister of Hattie Jacques, if you're old enough to know who that is. But I bet she had a lot to say about the cleanliness of the ward - when it was done, where and exactly how. The cleaners would have been petrified but I am sure they were recognised for their contribution to the battle against germs and the spread of secondary infections. So why has it all changed?

If the 1950s was the peak of recognition for cleaning, the decline began from the late 1960s. There were a number of reasons, including societal changes, the rise of an extensive market in cleaning products and appliances and the squeeze on company costs and time.

## THE TIMES THEY ARE A-CHANGING

Society, the family and particularly the role of women has changed dramatically in the past couple of decades. As women began to get a tertiary education, get paid work after marriage as well as before, and generally enter the job market seriously, the time left for cleaning declined. In any case, as singles and couples began to have disposable income, wouldn't you rather go to the pub than wash the kitchen floor? As families have fragmented, mothers are less likely to pass on their knowledge of cooking and cleaning, especially as societal status for females could be achieved through a career rather than housekeeping - better to get your daughter to do her homework than learn how to starch a collar.

If children have not been taught cleaning techniques and adults are less inclined to clean because they have better things to do, the job itself becomes a chore and a burden.

In the immediate pre- and post-war years there wasn't much choice of cleaning products: Dettol, Ajax and Flash ruled the supermarket shelves, and you had to put in a bit of elbow grease to make them work. An extensive market in cleaning materials and appliances now vies for our attention, and there are even products that clean and kill all the germs for you, without the need to use a cloth or wipe anything! I have a blue toilet thing hung underneath the loo seat. As the toilet is flushed it spreads nice smelling disinfectant around the bowl, and even makes the water go blue. It gives the loo the appearance and smell of something very clean. But is it really clean unless I role my sleeves up and have a good poke round with a toilet brush and some bleach?

I have a self-cleaning oven. What does that mean? Do I never have to clean it, will there never be any mould or greasy bits? But my favourite one is my kitchen chopping board that uses a technology called Microban. It has an in-built anti-microbial product that keeps my board cleaner and fresher between cleanings, for the life of the product. How? The choice is huge too. I have to make sure that I don't just buy any old floor cleaner, it has to be the right one for my bathroom tiles, and the kitchen cleaner has to suit the worktop surface we have. Things are so complicated now, it's no wonder we don't know how to clean.



The real problem for industrial cleaning however has not been the technology, but the insistence by businesses to award contracts to the cheapest supplier. When I first started work there was a tea lady and a cleaning lady and they were employed by the company, just like I was. Nobody seems to employ their own cleaners now, they subcontract the hassle to a cleaning agency. You don't get to know your cleaner, which means you don't get to appreciate what they do. They arrive before you start work or after you've left. An unseen, unappreciated army. The agency that employs them has usually been contracted because it is the cheapest, which means it pays the cheapest wages. To get the contract on price they probably don't train their staff much or give them decent equipment - you can't if you have to pare costs down to the minimum.

It's a long-standing joke in the cleaning industry that when it comes to cleaning contracts businesses recruit on price and fire on quality. It's a never-ending downward spiral, but like most things in life if you want a good job done to a consistently high standard you have to pay for it.

Since the 1970s I think we have been increasingly lulled into a false sense of security with these developments. We believe the chemicals and technology will do all the work for us, and it must be OK, mustn't it, because it looks and smells clean. But the newspapers tell a different story. Deaths through food poisoning, scares such as listeria and botulism, the relatively high incidence of catching and dying of a secondary infection in hospital, these are all effects of poor hygiene and lack of training. And what with cleaning companies winning contracts because they are the cheapest amongst the competition, it's no wonder cleaning has gone from hero to zero. But there may be some light at the end of the tunnel . . .

## FROM ZERO TO HERO?

Perhaps it's because cleaners have to work anti-social hours when the rest of us are at home, or asleep or enjoying ourselves, that makes them so invisible to the public. With the effects of the 24-hour economy, particularly in city centres, posing resource and staff safety issues it's not surprising that retention is difficult and it's obvious that not enough investment is put into training. This is because businesses and councillors want to pay as little as possible for cleaning services, and the knock-on effect is poor wages and poor staff retention. You don't need to be Einstein to work out that if we paid more for cleaning, we could train staff more thoroughly, and they'd hang around a bit longer.

But not everyone travels through cleaning as a temporary job. The industry is full of unsung heroes who have a real sense of community service, who every week remove the physical evidence that the rest of us have trashed our streets, our workplaces and our leisure outlets. We should shout louder about the contribution they play, and we must educate business to appreciate them and stop hiring on price.

Since becoming a member of the British Cleaning Council, I have become more aware of the dangers that cleaners face. We have begun to search for stories on cleaning, and are beginning to raise its profile in the media. When doing this research, we have spoken to some incredible people, cleaners who have done their job for years and are proud to do so. The one who made the most impression on me, was a lady who cleans in a multi-storey car park. She explained to me how she gets abuse from the drunks and drug addicts who lie in the stairwells. How she carefully mops up their vomit, faeces and occasionally blood spatters from drug injections or a fight they've been involved in. To her it was all in a day's work! When I asked if she had been trained on dealing with discarded syringes, she said that she hadn't. I didn't ask if she knew about the risk of infection from blood or faeces or whether she was issued with special gloves or equipment to dispose of needles. I couldn't bring myself.



Another explained to me how they clean up a Manchester city centre street on a Saturday morning, before designer-clad shoppers arrive to go to Selfridges. The empty fast food boxes, beer bottles, streams of urine, discarded used condoms and cigarette ends all swept and washed away. Manchester has a booming night-time economy generating profits for a whole range of businesses. It's a buzzing city in the early hours, exciting and noise-fuelled by alcohol, cigarettes and occasionally drugs, but little evidence remains when families arrive just six or seven hours later to shop 'til they drop.

The British Cleaning Council is determined to get these heroes the respect, training and pay they deserve. I hope you will hear a lot more from us in the future, not to promote our own name but to bring to the attention of the nation the role of cleaning and cleaners, and the immense contribution it, and they, play.

Perhaps we could start by having a cleaning holiday?

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# IS BRITAIN THE DIRTY MAN OF EUROPE?

## INTRODUCTION

Since 2001, ENCAMS has been collecting reports of litter abatement strategies abroad, and more recently has attempted to research the comparisons between countries. The main research methods have involved literature reviews and desktop research, but ENCAMS has also attended international conferences on litter and waste issues, to gain first-hand evidence from eminent academics and practitioners. The consolidated findings examine working practices, strategic priorities, funding levels, enforcement regimes and specific regional and national littering attitudes. Sources are shown at the end of the document.

This report looks at two distinct aspects - litter abatement strategies to change public behaviour, and the ability to deal with litter and other anti-social acts once they have been committed. The first is usually carried out by an agency or a number of organisations on behalf of a national government, and generally involves direct campaigning to the public. The second is how local authorities or other landowners manage the public space for which they are responsible.

## EXECUTIVE SUMMARY

The UK would appear to have the most sophisticated anti-litter campaigning of all countries researched. ENCAMS, as the national litter abatement agency, is particularly good at behavioural research and engaging the media, and has in-depth reports on current practice. The approach is delivering tangible results, especially with regard to dog fouling and car litter. However, funding levels for this activity are significantly behind most other comparable nations. Litter campaigning is also the poor relation in comparison to other UK government campaigns such as Tax Credits and Police Officer Recruitment, let alone the deservedly higher profile issues of anti-smoking. To stand a chance of competing against the multi-million pound advertising budgets of the big brands that contribute to litter deposition, this needs to be reviewed.

ENCAMS and central government have made a notable shift on the context of litter in the past three years. It has moved from an environmental or sustainable development issue into the realm of anti-social behaviour. Litter is fast becoming seen as a first step in a chain of events that leads to other environmental crime, and not just considered in the context of "big" environmental themes. This is a welcome development, and a big advance towards making litter socially unacceptable in the UK, but it has not yet been embraced by other national litter abatement organisations.

England truly leads the way in terms of measurement of the public realm, with its annual Local Environmental Quality Survey of England (LEQSE)<sup>1</sup>. This monitors over 10,000 sites to give robust data and trends over time. It is a unique achievement, only partially replicated in Ireland and Australia, with no evidence of annual information in any other countries. England also measures other aspects of the public realm and anti-social behaviour, but it is difficult to answer the question of the UK's streets being dirtier - there is no comparable data.

It is clear that a member of the public is far more likely to be fined for littering in another country, and the fine will be much higher than in the UK. Before January 2004, litter prosecutions in the UK had fallen from 2,400 in 1990, to less than 500 a year; this is in contrast to 27,000 a year in the Republic of Ireland. Since local authorities can now retain litter fines, it will be interesting to see how this will affect the number of prosecutions, and whether this will have a corresponding effect on littering behaviour. Fixed penalty fines are £50 in England but can be up to ten times that amount in other countries.



Environmental services is typically seen as an unglamorous department in councils. They are often given the least priority, have the lowest status and the smallest budget in comparison to other departments such as social services, education, health or transport. Budgets for street cleansing and maintenance fall well below those in Europe (Frankfurt and Brussels have a budget above 100million Euro a year, whilst Manchester has just £8.3million).

But it is not just the level of funding which is in stark contrast; it is the commitment to good management practices which needs addressing most. Typically councils will place contracts where the lowest price rather than quality is paramount and they pursue minimum standards rather than enhanced local environment as an output. This was plainly articulated in the recent Caring for Quality document from the Office of the Deputy Prime Minister (ODPM), and the Audit Commission is clear that there is a lack of performance management systems and insufficient focus on users, communities or expected outcomes. Whilst other countries are not perfect in this respect, there is a strong commitment to public space delivery which is lacking in the UK not so much at central government level where it is an increasing priority, but at the local government level.

Despite public perceptions often stirred by the media, Europe, America and Australia all have major litter problems, and the deposition of litter is not a peculiarly British disease, but one all nations are having to deal with, to a lesser or greater degree. It is clear that many countries that were previously immune to the onslaught of the fast food culture and the 24-hour society, are beginning to have to deal with their manifestations. Perhaps these phenomena just hit Britain earlier than other European countries? It is also true to say that good local environments are important to all sections of society in the UK, and are not just desired by the better educated or well-off. There should be an environmental standard that all residents are entitled to, and areas of deprivation should be prioritised rather than receive the lowest level of servicing.

ENCAMS believes that this could have a notable impact on anti-social behaviour if given sufficient political importance locally.

In conclusion, it is almost impossible to prove that Britain is more littered than anywhere else without using similar measurement systems across countries. Nationally, Britain is advanced at campaigning, conducting research, measuring local environmental quality and in linking litter with anti-social behaviour. Whilst in central government there is an increasing commitment to local environment, locally we are some distance behind Europe in management thinking and systems, political commitment and funding - not in every council but in most.

The British public is not significantly more anti-social than any other nationality, but since goods have become more packaged and the public eats out more, there is an increased opportunity to litter. It is possible that this is not replicated to the same extent in other European countries. But all sectors of society want good quality local environments, and want to feel proud of where they live and work, so they can be engaged to help on this issue because the desire for good quality public space is there.

If public and visitor perception were the ultimate measure, it would be difficult to deny that our major cities are more littered than their European equivalents - because the British public thinks they are anyway. Concerted media and campaigning effort could reverse this perception if it were untrue. Sadly, the perception is backed up in reality as the ENCAMS annual survey shows that the majority of streets (60%) are below the acceptable legal standard. Technically the public is right; it is not just a perception.

But "is Britain the dirty man of Europe"? In general, our streets may be below an acceptable standard but whether they are dirtier than anywhere else is difficult to prove.



## CAMPAIGNING TO CHANGE PUBLIC BEHAVIOUR

Prior to 2001, ENCAMS campaigned in much the same way as the rest of the public and charity sector. There was an emphasis on awareness of campaigns, and mailing information out to the public (whether they wanted it or not), rather than whether the message had really made an impact on the ground. The target audience tended to be middle-class sympathisers who would hear or see ENCAMS' messages on Radio 4 or in the Daily Telegraph. But surely they were not the target audience with regard to littering behaviour? The messages were very directive i.e. "Don't drop litter", "Keep Britain Tidy", "Kick litter into touch". In marketing terms these are very "closed" messages, with little opportunity for two-way engagement. Responses to those instructions are generally "well, I don't drop litter so it doesn't apply to me", or "why should I?" The key to campaigns that change behaviour is to give reasons why it's important by creating a dialogue with the target audience.

An illustration of this approach was ENCAMS' fast food litter campaign in the summer of 2002. It linked the explosion of the rat population to fast food litter being dropped in the street. This created an "open" marketing message, which engaged the public by creating an unspoken debate with the viewer. Importantly it lacked condescension and direct instruction and gave compelling consequences of littering behaviour.

Also pre-2001, ENCAMS didn't really consider exactly who was littering, they had no information on their attitudes or what media they habitually viewed. All previous research had been "what?" questions (what litter is found on the ground?), rather than "why?" and "who?" questions (why do people drop it? and who are the main culprits?). Since 2001, ENCAMS has conducted in-depth research into the attitudes and behaviours of the public who litter, don't recycle, allow their dogs to foul and suffer from neighbour noise<sup>2</sup>. Certainly ENCAMS would not now spend its campaign budgets without conducting behavioural research first.

In addition to behavioural research, ENCAMS uses a step-by-step methodology for campaigns that takes around six months to complete.

The steps are as follows:

### Is the campaign needed?

It is important to check that a campaign is really needed. It sounds obvious but sometimes a change could be achieved by other means, or the issue in question may not warrant campaign expenditure because it is not prevalent enough. ENCAMS checks issues against the LEOSE (see below) and other sources to ensure a campaign can be justified.

### The objective of the campaign

ENCAMS defines precisely the campaign objective and constantly refers to it, checking that all developments and activities are aligned to its achievement. In terms of the fast food campaign of 2002, the only relevant objective was to decrease the incidence of fast food litter. The amount of media coverage, numbers of stakeholders involved, awareness of the campaign and so on, were all supportive of the main message, but could not be the ultimate measure or objective.

### Establish current infrastructure and practice

Before embarking on the campaign, it is critical to understand current infrastructure and practice. In the case of flyposting, ENCAMS had to establish how local authorities were dealing with the issue, who was financing and backing flyposting activities, what legislation could be used to prosecute and so on. Without this understanding it is possible that the wrong advice or message could be given during the campaign. ENCAMS will often commission market research reports to establish working practices; recent reports include how local authorities and others deal with fly-tipping, drugs related litter, fast food litter and dog fouling<sup>3</sup>, and exactly how prevalent the problem is in their area.



### **Enlist support from partners and stakeholders**

Local environmental quality and anti-social behaviour cuts across a number of central government departments, agencies and other charities. If authoritative experts do not back a campaign, it will lack credibility and authenticity. ENCAMS spends more time on this activity during the formulation of a campaign than any other. As an example, for the dog fouling campaign of 2002, ENCAMS worked with the National Canine Defence League, Battersea Dogs Home, the Kennel Club and so on, to make sure messages would be endorsed during the launch. In addition often these partners will not only act as advocates but align some of their own work or campaigns to lend greater depth.

### **Establish public behaviours and attitudes**

ENCAMS conducts behavioural research (see above), segmenting the public into behavioural and attitudinal groups by anti-social behaviour activity. Lifestyle, geographic, socio-economic and demographic information is collected to inform marketing decisions regarding media selection and messages to be used<sup>4</sup>.

### **Creative campaign development**

When the support of partners has been gained, the infrastructure studied and public behaviour analysed, all information goes to ENCAMS' creative agency who develop the campaign using all the findings. ENCAMS always strives to gain maximum attention and impact, but does not use shock tactics for their own sake.

### **Achieving depth**

As a charity ENCAMS has a restricted marketing budget (see below), but depth is gained in a way that is not accessible to private sector marketers: ENCAMS approaches businesses to see if they will support the campaign with benefits-in-kind (e.g. running messages on company livery). Public information is produced prior to the campaign through hard copy leaflets (16,000 requests a month) and on the ENCAMS website (400,000 hits a month). Training modules and information are produced for landowners including local authorities to transfer best practice in dealing with the issue. They are also contacted to see how they can run the campaign locally. Finally, ENCAMS' media relations department actively markets the campaign nationally and locally to gain the maximum amount of debate on the issue (for example the fast food campaign gained £5million of media coverage).

### **Measurement and evaluation**

ENCAMS measures the "leverage" of each of its campaigns to prove that campaign and marketing expenditure is a legitimate expense. The car litter campaign of 2003 had a total budget (excluding staff costs) of £120,000. It leveraged £2million of media coverage, generated enquiries for litter information, increased hits on the website and a 39% increase in cleanliness of motorway service station slip roads. However, public interest and media coverage is not as important - reduction in car litter on the ground is the only acceptable measure regarding the campaign objective.

ENCAMS systematically campaigns using the methodology above, but there is no evidence that other countries campaign in this sophisticated manner, including the US. It is quite clear that the UK is well ahead of other countries regarding campaigning, behavioural research and media relations. Only in Australia has there been an in-depth attempt to discover who it is that litters, outlining their behaviour and lifestyle details.



Most nations have no concept of this approach, with a handful scratching the surface by breaking down litterers into age profiles.

Most authorities, however, don't break the public down into groups or segments at all. They use a "one size fits all" approach, without reference to research, adopting an unsophisticated single message aimed at the whole general public. A recent Swiss campaign illustrates the general lack of research. "Alles im Eimer? Danke" (Is everything in Order? Thank you) attempted to reach young litterers, appealing to their sense of civic pride. It appeared to result in a 5% drop in rubbish; in ENCAMS' terms this is inconclusive as it could be due to seasonal or other factors.

ENCAMS' recent campaigns have recorded the following results nationally:

- Textile recycling - 25% increase in clothing deposited in banks across the country
- Dog fouling - 40% decrease in dog fouling, maintained at 27% eighteen months later
- Car litter - 39% increase in cleanliness of motorway service station slip roads

## FUNDING LEVELS FOR LITTER PREVENTION

As of 2003-2004, the England grant-in-aid allocation to ENCAMS from central government through Defra, was c£3.5 million<sup>5</sup>. This pays for the delivery of a number of objectives, aside from litter abatement, and contributes to a variety of Defra Service Delivery Agreement (SDA) targets. These include other forms of low level anti-social behaviour such as graffiti, abandoned vehicles, flyposting, fly-tipping, dog fouling and neighbourhood noise. The delivery of programmes on these issues remains fairly constant, but is negotiated with Defra annually.

ENCAMS has separate offices and staff in Scotland, Wales and Northern Ireland, with additional funding from those respective governments. However, legislation and the emphasis within the UK nations can sometimes be quite different. For example, its work in Scotland is much more aligned to the "waste" agenda than the anti-social agenda. For the purposes of this report, the focus is mostly on ENCAMS' experience with central government in London, but does generally apply to its work across the UK.

ENCAMS' main areas of activity fall into four categories, and explain why the often quoted public comment of "why don't I see litter campaigns on television?", is not possible to fulfil:

- minimisation of anti-social behaviours by the public (and sometimes organisations)
- transfer of good practice amongst the organisations that have to deal with the results of anti-social behaviour
- measurement of the impact of anti-social behaviour
- policy advice on relevant legislation regarding local environment and anti-social behaviour

ENCAMS and Defra understand that only to deliver public messages through campaigns, is a one-dimensional approach to the total issue; it will not make enough of an impact if the other three activity areas aren't there to support campaigns and help deliver a better public service management response.



### Minimisation of anti-social behaviours

ENCAMS attempts to achieve positive changes in public behaviour through public campaigning backed up by behavioural and attitudinal research. The current annual budget for the production and delivery of four campaigns per year (not including staff costs) is £620,000 (as of 2003), when costs of street cleaning in England are £420million a year and rising. This level of annual media spend contrasts sharply against brands such as McDonald's, Cadbury, Nestlé, Wrigley and Coca-Cola, which operate annual marketing budgets (not including staff costs) of between £20million and £70million<sup>6</sup>. It also remains significantly below other government campaign budgets such as anti-smoking which had a £31million budget for 2003, and one-off campaigns such as Working Family Tax Credits (£12million in 1999), and the Recruitment of Police Officers (£12million in 2002 for the "Could you?" campaign featuring Patsy Palmer)<sup>7</sup>.

### Transfer of good practice

ENCAMS transfers good practice between landowners who have to deal with the results of anti-social behaviour, by running membership and award programmes (such as Blue Flag for beaches<sup>8</sup>), distributing publications in traditional and electronic format and delivering seminars, workshops and roadshows. Examples include a recent series of training seminars to London local authorities on enforcement for litter offenders.

### Measurement

In conjunction with Defra, ENCAMS produces the Local Environmental Quality Survey of England (LEQSE), which measures the state of England's streets, parks and beaches. It also carries out training and consultancy for organisations that want to measure the levels of litter, graffiti, flyposting, fly-tipping and dog fouling on the land for which they are responsible. This allows them to monitor their operations and make informed management decisions on how to tackle the sources and causes more effectively.

### Policy advice

ENCAMS completed the Voluntary Code of Practice for the Fast Food Industry for Defra in 2003, and has developed the recent Best Value Performance Indicator on Cleanliness (BV199) in conjunction with the Audit Commission, Defra and ODPM<sup>9</sup>. It is currently working on the revision to the Code of Practice on Litter and Refuse; it works with government on individual papers (such as Living Places<sup>10</sup>) and is used in many consultation exercises regarding public space and anti-social behaviour. ENCAMS staff have been seconded into HM Treasury, ODPM, Defra and the Improvement and Development Agency (IDeA).

Given the wide range of issues that ENCAMS tackles on behalf of government (above) it is estimated that considerably less than half its annual grant (i.e. £1.5million) goes towards pure litter abatement activity. This compares with (as of 2001) £21million in Sweden and over £11million in Singapore<sup>11</sup>. Funding levels for other countries are difficult to assess as they are typically tied to other deliverables, and responsibility is fragmented between a number of organisations.

It is known that the US and Germany spend significantly higher amounts on litter abatement than England, but that delivery is through a number of mechanisms not just one agency. In the US there are statewide agencies, voluntary bodies, pressure groups and charities with a variety of other environmental aspirations; this is typical in other countries too. It is therefore difficult to quantify the total funding for litter abatement in other nations. An example is in Texas, where one partnership group responsible for litter campaigning receives \$8.9million per year for radio/tv airtime alone.



## THE CONTEXT OF LITTER ABATEMENT

Prior to 2001, ENCAMS used its national litter abatement agency role as a platform for its additional work in sustainable development. Since then ENCAMS has adopted a deliberate strategy of linking the deposition of litter as the start of a chain of events that eventually leads to graffiti, fly-tipping, flyposting and petty vandalism<sup>12</sup>. It believes it is instrumental in the fear of crime and its research shows that a littered environment indicates to residents that "the authorities" do not care about them. This breeds contempt and rebelliousness and inevitably leads to a breakdown in communications between residents and councils. ENCAMS has never lost sight of the fact that community initiatives must aim to be sustainable, but its work is more firmly based on the link between good local environments and their influence on public behaviour.

This new strategic direction has focused ENCAMS' work towards, but not exclusively, deprived communities in inner city, rural and coastal settings. It is here where environmental degradation is most acutely felt, and unfortunately where residents are most let down by local authority environmental management.

It is interesting to note that ENCAMS is the only national agency that has aligned its litter abatement work so strongly to anti-social behaviour. It is keen to make the link between "clean and safe", and increasingly works with dedicated government units such as the Anti-Social Behaviour Unit in the Home Office, and the Neighbourhood Renewal Team in ODPM, in contrast to environmental organisations more aligned to the macro-environmental concept of sustainable development.

This is reflected in ENCAMS' partner and stakeholder groups, which before 2001, tended to be organisations involved with rural sustainability, waste management, water and energy conservation and sustainable transport, i.e. litter as a global environmental issue. Whilst these links have been maintained, joint-working and partnerships have increasingly involved organisations such as Crime Concern, CABE Space, Groundwork and neighbourhood warden managers. ENCAMS' profile is also much stronger in deprived communities and black and minority ethnic areas, in a deliberate move away from its traditional middle-class, middle-England image.

Research shows that many other countries still root litter abatement issues under the "environmental" banner. Names for litter abatement agencies reflect this, e.g. Keep Australia Beautiful. ENCAMS would argue that in this respect England is ahead of the game, and this is reflected in recent central government thinking too<sup>13</sup>.



## LITTER AND LOCAL ENVIRONMENTAL MONITORING SYSTEMS

Litter prevalence is difficult to evaluate in other countries, as there are rarely any detailed monitoring systems. However, in Victoria, Australia, they have developed a "New Litter Monitoring Protocol", which will begin to publish annual results from 2004<sup>14</sup>. In the Republic of Ireland they have introduced a geographical mapping system for all local authorities that measures incidence of litter, as well as prosecutions and cleansing regimes. Despite the general lack of monitoring systems, it is universally agreed that cigarette related litter is the most prevalent form of litter found in towns and cities, and this is reflected in UK figures<sup>15</sup>. In England this type of litter is found in 70% of sites, and in Australia it constitutes 58% of all litter<sup>16</sup>. It is claimed that in Texas alone 130 million cigarette ends are dumped on roads each year<sup>17</sup> and in Prague on average they find 4,000 cigarette ends per 1,000 square metres per year<sup>18</sup>.

ENCAMS has developed and completes its Local Environmental Quality Survey of England for government annually (see above). This is probably the most comprehensive monitoring in the world and certainly the first, enabling us to measure the impact of litter and other anti-social behaviour activity that affects the physical local environment. Other countries (most notably Spain) are very interested in this methodology and are using ENCAMS to advise on its adoption in key cities. Until other countries adopt such statistically and methodologically robust systems to monitor local environment, it remains difficult to compare and contrast England.

The LEQSE for 2003 shows the headline results for England, which are broadly similar to the results for 2002:

- 40% of sites examined have a quality standard that is either good or satisfactory
- 54% of sites were unsatisfactory and 6% were poor

Disturbingly, when the survey is broken down into residential areas, the results for 2003 were:

- 71% of streets surrounding higher density housing (terraced housing, flats and maisonettes) were below satisfactory level
- 68% of streets surrounding lower density social housing were below satisfactory level

These results show a slight decline on 2002, particularly in relation to litter. Put bluntly, two-thirds of the population that lives in higher density or social housing in England, are living in an environment which is not meeting the statutory requirement. It is difficult to tell if this is replicated in Europe.



## FINES AND REPORTING SCHEMES

Litter legislation is enforced in many countries, most notably using litter wardens; this has led to the perception by the public that littering is an offence which should be taken seriously. Overseas warden schemes include the use of park and wildlife rangers, fisheries inspectors and environment officers. Most favour education over enforcement, priding themselves on good public information, an approach taken by most warden schemes in England.

After the Liveability Cross-Cutting Review undertaken by HM Treasury in 2002- 2003 and the publication of a number of government papers around the theme of Living Places, enhanced powers have been given to local authorities and police. Recent legislation such as the Local Government Act 2000 and the Anti-Social Behaviour Act 2003, and developments on the Codes of Practice for fast food, fly-tipping and litter and refuse<sup>19</sup>, aim to give greater clarity and incentives for cracking down on "environmental crime" more vigorously. ENCAMS particularly welcomes the introduction of the hypothecation of litter fines, which allows monies received to be kept by the local authority rather than by HM Treasury<sup>20</sup>.

Fixed penalty notices for littering in England currently stand at £50, up from £25. As hypothecation has been introduced nationally only since January 2004 it is too early to say what effect this will have on public behaviour, and what increase there will be in the number of convictions. Litter convictions had been at a very low level in this country steadily dropping from 2,453 in 1990 to less than 500 a year at present<sup>21</sup>. By contrast, in 2002 Washington State alone issued 4,773 fines and the 39 Environmental Police officers of Amsterdam issued just over 7,000<sup>22</sup>. Last year 27,921 were issued in the Republic of Ireland using 98 full-time and 267 part-time litter wardens.

Whilst ENCAMS has lobbied hard for an increase in fines and for hypothecation, and recognises central government's part in delivering this, it is still concerned that local authorities are slow to understand and use the new legislation to their advantage. This has been highlighted in a number of recent reports such as Caring for Quality<sup>23</sup>, and much of this is to do with a lack of confidence by local authority officers in using legislation. The use of wardens to prevent environmental crime and help communities to combat many of these issues is proving successful however. It is reassuring that after initial government funding nearly 70% of these schemes are now sustainable, showing not only that they are valued by residents but by local authorities too<sup>24</sup>.

It is well known that other countries use much tougher litter legislation than England. In Singapore, as of 2001, fines were the equivalent of £380 for a first offence, £770 for a second offence and £1,900 for a third and each subsequent offence. Litter offenders can additionally be imposed with a Corrective Work Order of up to 12 hours clearing up litter. They have to do this in a labelled jacket and have their name, picture and address published in the national newspapers. The combination of fining and Work Orders appears to work better than pure fining alone<sup>25</sup>. In the Republic of Ireland fixed penalty notices have recently been doubled from 63 Euros to 125 Euros. In America fines vary by state, but can be quite severe: in Texas a first offence can incur a fine of up to \$500, with a second offence up to \$2,000 and 180 days in prison. In Washington State a first offence incurs a fine of up to \$103 with \$1,025 for the second. In North Carolina a first offence is \$250, and a second, \$1,000 with community service.

The option of subjecting litter offenders to community service orders is not presently available to magistrates in England. It must be added that such high levels of fines may not be socially or culturally acceptable in the UK.



## MAKING ENVIRONMENTAL (OR STREET SCENE) SERVICES A PRIORITY

The most striking difference between key European cities and those in England is the priority that is given to "the street" by the local authority. Abroad it is seen as a very important issue, as worthy of funding and debate as education and transport. Often there will be a high profile "champion", with political support on the issue, such as the chief executive or the mayor, and this helps to give tangible results. They are prepared to use this as an election issue, and will make public statements to show their dedication to clean cities and towns. It is difficult to recall any council leader or chief executive in England who has been prepared to put his or her "head above the parapet" to make littering a key priority, and back it with a new cleansing regime, management structure and/or added budget.

ENCAMS believes that much improvement can be made on the streets by managing resources better rather than increasing street cleansing budgets. Although it is hard to find out budgets for cleansing, it is interesting to note the difference in funding between a few key cities. In Frankfurt street cleansing costs 100million Euros a year and in Brussels 141million Euros. By contrast Manchester City Council estimates they spend £8.3million a year, which is probably typical of other cities in the UK. Even though different items may be included within those budgets, which make comparisons difficult, it is easy to see the contrast in financial commitment.

As mentioned, the other element of this approach is the commitment to good management practice. All too often English local authorities do not look at the public realm holistically, but compartmentalise it into specific areas that departments service, with no interaction or coordination between them. The ODPM document Living Places: Caring for Quality illustrates this perfectly:

*"[the local authority] tendency is to pursue minimum standards, rather than to enhance space over time."*

*"[there is] little co-ordination between efforts and with few attempts to question the rulebooks that guide key public services. The result continues to be deterioration in the quality of public space."*

*"Compartmentalised professional 'silo working' between parks, leisure, planning, highways and street maintenance services are typical, whether or not they are under a single directorate."*

*"the large absence of dedicated strategies to manage public space."*

The Audit Commission preceded this report in its comprehensive comparative analysis of existing street maintenance services<sup>26</sup>.

It identified twelve areas of weakness which included:

- lack of user, community and outcome focus
- lack of consultation with users
- segregated services
- lack of partnership working with other departments or bodies
- no rigorous challenge of service targets, processes and costs
- poor or absent performance management systems
- little review of current contracts, or planning of new contracts



Some European examples show the holistic management approach is feasible, and they often demonstrate a commitment that is all too often lacking in England<sup>27</sup>.

However, there are a few local authorities in England that have an integrated management approach, more by initiative than as a comprehensive management response - case studies of these can be found in the ODPM's publication *Living Places: Caring for Quality*.

#### **Additional note on bins**

Many European cities provide a substantial number of litter bins - Vienna 12,372 and Barcelona 10,699. There is a consensus that local authority bins cost around £350 pre-installation. Although there are not many figures for bin provision in the UK or abroad, Southwark (a borough in London with around 250,000 residents) provides 3,000 bins<sup>28</sup>, while Southampton<sup>29</sup> provides 830. It has been shown that the number of bins helps reduce litter (by at least 15%)<sup>30</sup>, but they need to be serviced and maintained properly. There has also been interesting research to show that colourful bins reduce litter by 14.9% over baseline levels<sup>31</sup>. Councillors and planners should take note that choosing bins to blend in with the street environment is counter-productive.

## **LITTERING AND ANTI-SOCIAL BEHAVIOUR – A BRITISH DISEASE?**

There is a popular myth, which for political reasons is not quoted publicly, that lower socio-economic groups care less about their immediate environment. ENCAMS' research shows quite clearly that this is untrue. A recent survey carried out in Lozells Road in Birmingham with local residents<sup>32</sup>, shows the frustration they have at the perceived lack of servicing by the council. This area has a high mix of black and minority ethnic residents, and a strong underlying gun culture:

*"One man has been ringing the council for the last four weeks to move some rubbish and nothing has happened."*

*"We made a video and produced a leaflet on the local area, but we have seen no changes and we've had no feedback."*

*"There have been two vehicles near us for months and I've reported them but no one has collected them."*

*"You can't be bothered to complain because it's hassle and nothing is done."*

ENCAMS is becoming increasingly concerned at the breakdown in communications regarding street scene services in these types of community. It believes that more effort and prioritisation in such areas is needed, even though it can be difficult to come to terms with cultural and language differences. As an additional point, it can be misleading to measure resident satisfaction or believe everything is OK, by the level of complaints. Its research clearly shows that middle-England is more likely to voice their dissatisfaction, and that could mean they receive a better service<sup>33</sup>.

To balance the above concerns however, the LEQSE shows that fast food litter and chewing gum deposits are increasing every year. Put simply, it is difficult to keep up with increasing litter deposition, the more it grows the more resources are needed to combat the problem. The British public is becoming increasingly lazy and dropping litter at an alarming rate, knowing that councils will clean up after them.

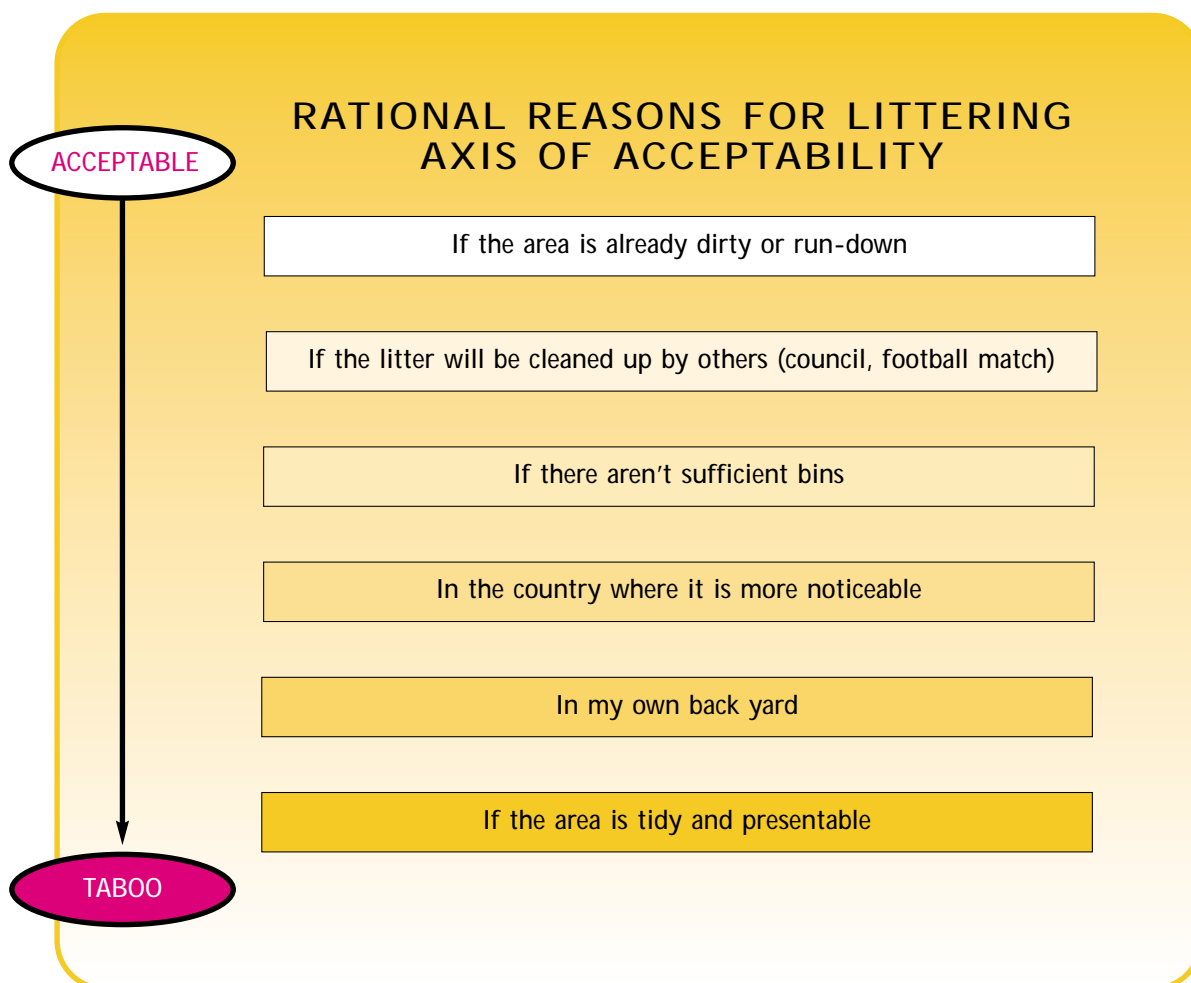


*"People think that the council will pick it up so it's OK to drop it<sup>34</sup>".*

This is a vicious circle that each council has to deal with - the more they clean up, the more the public knows their litter will be dealt with. They have a difficult and unenviable task, but ENCAMS' research shows that the public will litter less in clean environments, but don't mind adding to already run-down environments:

*"If an area is already dirty or run down, then generally people would be less concerned about adding to the problem. "If you are in an area where there is a lot of litter anyway you'll not feel as guilty<sup>35</sup>."*

This is a critical concept for central and local government to understand, and has been described as "litter begets litter". Queens University Belfast endorses the psychology of this public attitude in a recent study<sup>36</sup>. Two separate experiments showed a five-fold increase in littering in "already littered" compared with "clean" areas in 1973 and 1977, and in a further study it was found that the least littering occurred in a "clean" environment<sup>37</sup>. There are other examples of when littering is "unacceptable" to adults, and ENCAMS has developed two models to illustrate these concepts:





In its research ENCAMS also studies in depth the behavioural and attitudinal aspects of littering behaviour. It has worked hard in its campaigning activity to challenge deeply entrenched public views on littering, especially:

- It's the council's job to clear up after me
- Everyone else is doing it so it's OK
- I'm too lazy and it's too inconvenient to find a bin
- Litter has no real consequences
- It's acceptable to litter in an already run-down area
- I'm keeping someone (a street cleaner) in a job

Given the tangible results that ENCAMS has achieved this would appear to be the right approach, especially the tactic of linking litter to real consequences e.g. it increases the rat population, or it is a step on the ladder to much worse anti-social behaviour and the fear of crime. Gardner and Stern<sup>38</sup> believe that efforts to use "instructional" marketing i.e. "Bin it", "Kick litter into touch" and even the use of "Keep Britain Tidy" as direct messages, are inherently flawed and (as previously discussed) ENCAMS has followed this thinking.

Youths, particularly between 13 and 16 years, get the blame from the public as the main source of littering. Again, teenagers are probably the highest segment with regard to littering but it is by no means an exclusively children's activity. Littering is often a daily occurrence to them, and separate ENCAMS' youth litter research makes for depressing reading<sup>39</sup>:

*"There are bins around the school but people just can't be bothered."*

*"We are all just too lazy to bother."*

*"It's easier to just chuck it away."*

*"We'll drop it anywhere, everywhere really."*

*"We all do it, so what?"*

*"I just do it without thinking."*

Youth littering behaviour has also been studied in Australia where the incidence of dropping litter was observed over a period. It was found that whilst it is true that teenagers litter more than adults, this is only true when they are in groups.



The study acknowledges:

*"Young people littered more than older people when in groups. However, when young people were alone their littering rates were equal to those of older people. Young people used bins as often as older people"<sup>40</sup>.*

The key points in this section show that the public does care for its immediate local environment, but current lifestyles are adding to increased litter deposition. Twenty-six million people now chew gum with sales growing 15.2% in a year<sup>41</sup>. In the UK, food and drinks - sandwiches, coffee, burgers, fish and chips, kebabs and so on - are increasingly consumed outdoors on the move, in a way that never happened just twenty years ago. There is now a pervasive lunchtime problem fuelled by office worker "take-outs" and school lunch breaks, as well as an evening one generated by the emergence of a burgeoning night-time economy.

It is evident that other European cities have to come to terms with this change in lifestyle too, but some cultures are not so aligned to this Americanisation, (as it is sometimes referred to) of our eating habits. It is possible that the UK is ahead of the cultural change that is happening, and experiencing the explosion of more types of litter, before it hits other European countries. If there are more forms of potential litter because of the packaging and containers for food and drink consumed in the streets, perhaps the public has never changed its littering habits or mindset, but just has more opportunity to litter than ever before. It is estimated it costs £420million to clean the streets every year in England and around £30,000 a time to clear a city centre of chewing gum<sup>42</sup>. Yet just one brand such as Coca-Cola has product sales of £640million in the same period<sup>43</sup> - the enormity of the task is evident.

Littering and other forms of anti-social behaviour such as fly-tipping, graffiti and flyposting are not therefore a peculiarly British disease. It may be more acute here, but the rising tide of these problems is being felt in other countries too<sup>44</sup>.

## IS BRITAIN THE DIRTY MAN OF EUROPE?

In conclusion, it is almost impossible to prove that Britain is more littered than anywhere else without using similar measurement systems across countries. Nationally, Britain is advanced at campaigning, conducting research, measuring local environmental quality and in linking litter with anti-social behaviour. But locally it is some distance behind Europe in management thinking and systems, political commitment and funding.

The UK public is not significantly more anti-social than any other nationality, but they do have more opportunity to litter than any other European country. The night-time economy and strength of fast food brands makes it very difficult for local authorities to cope, and it is probable that this is more acute in the UK. But all sectors of society want good quality local environments, and want to feel proud of where they live and work, so they can be engaged to help on this issue because the desire for good quality public space is there.

If public and visitor perception were the ultimate measure, it would be difficult to deny that our major cities are more littered than their European equivalents - because the British public thinks they are anyway. Concerted media and campaigning effort could reverse this perception if it were untrue. Sadly, the perception is backed up in reality as the ENCAMS annual survey shows that the majority of streets (60%) are below the acceptable legal standard. Technically the public is right; it is not just a perception.

But is Britain the "dirty man of Europe"? In general, our streets may be below comparable standards for litter in densely populated residential areas, possibly better for graffiti in city centres, and definitely better in relation to dog fouling. However, until other countries use our comprehensive measurement systems, so we can compare like for like, it is impossible to prove.



## APPENDIX 1 NATIONAL CASE STUDIES

- Despite the evident civic pride that is often quoted as a national characteristic in **Austria**, one of its most picturesque regions, Worthersee Sonnenseite, has experienced difficulties with rubbish being dumped around recycling areas. Most of the blame lies with the 1,200 owners of second homes who rather than sort their waste and dispose of it properly, simply dump it. By placing video cameras inside recycling banks, a recent campaign has managed to reduce the problem significantly - identifying and fining offenders. It's not publicly acceptable in Austria to be revealed as lacking civic pride, and so when confronted with physical evidence most would rather pay up than face being exposed and this has radically changed behaviour. However, although this civic pride may apply to litter, flyposting and graffiti is tolerated, as it is in **Amsterdam** and other European cities where it is not necessarily seen as a blight on the local environment.
- **Zurich** airport currently employs 240 staff to clean up, since litter dumped by passengers reached 25,000 tonnes in a year. They also employ 12 staff specifically to scrape away chewing gum. This is not such a problem in **Jordan**, but dates falling from trees and being baked into the pavement are a massive problem in Aquaba, where the mayor has described them as their equivalent of chewing gum.
- **Rome** is having such terrible problems with graffiti that it recently made a very public plea to anyone who may have innovative ways of stemming this increasing problem. National monuments and artistic treasures are routinely attacked, which could eventually lead to irreparable damage and a downturn in visitor numbers.
- **Berne's** litter problem has increased nine-fold since 1998, largely because of the advent of free newspapers and a boom in fast food outlets. Wrappings, half-eaten burgers and food packaging such as sandwich and drinks cartons make up 65% of litter in the city.
- Even beautiful scenic areas are not immune. Fly-tipping in **Bavaria** is increasingly common, with a rise of 19% in the past two years. The Alps are blighted with litter including fridges and tyres, with two-thirds of mountaineers leaving their waste behind. Abfallwirtschaft Tirol recently launched a massive clean-up involving over 3,000 people and ran a hard-hitting campaign called "Sauber statt sauber" (Dirty Pigs) to help combat the problem.
- With horses in **Vienna** producing 500kg of manure each day (costing the city 815,000 Euros to clean up) specially fitted harnesses to catch manure have been fitted to carriages free of charge. The media initially dubbed these "horse nappies" leading to public protests, but the scheme has since proved popular with Viennese Fiakers (carriage operators) and been adopted in **Prague, New Orleans, Savannah** and **Luxor**. Whilst **Paris** and **Frankfurt** do not generally have to cope with this problem, they have high incidences of dog fouling which are much worse than in England where there has been a steady decline in the past two years.
- Car litter in **Germany** is causing serious concern, as it is in the US, where motorists dump one billion pieces of litter on **Texas** roadsides alone each year<sup>45</sup>. In **Washington State**, 22 million pounds (in weight) of litter are dropped every year. Rubbish by the side of railway lines has seen a major increase in **Sweden**. 3,680 tonnes of paper and 190 tonnes of glass are dumped by tracks each year, which has prompted the Swedes to launch a national publicity drive.



- In **Vienna**, the Municipal Department has 12 sweeping districts with 517 sweeping areas, and staff responsible for care of public roads, pedestrian areas and recycling points. They empty 12,372 bins three times a day and remove 34,000 tonnes of rubbish a year. This publicly owned enterprise is flexible, accountable and competitive. Its streets are regularly surveyed for quality, seasonal staff are taken on at busy times and the districts are encouraged to beat their neighbours when it comes to cleanliness. The city council also prioritises, ensuring tourist areas, shopping streets and markets are well cared for.
- In contrast, **Frankfurt's** streets are serviced by a private company, Frankfurter Entosorgungs, which cleans roads, pavements and pedestrian zones. Their approach is entirely strategic with a harmonised vehicle fleet (equipped with washing and weeding facilities), bins designed to include ashtrays and a mobile unit to remove bulky waste. However, the price is heavy with the annual bill at 100million Euros a year.
- Bruxelles-Propreté (**Brussels Cleanliness**) operates in a similar fashion in the Belgian capital, though its remit extends to removing leaves, washing and disinfecting sidewalks from parks and subways as well as other pedestrian areas. Showcase parts of the city are prioritised and a fluid approach to working hours and manpower means that cleansing is undertaken 365 day a year using a flexible shift pattern.
- **Prague**, recently a key destination for English stag visits, as well as more traditional weekend trips and holidays, knows that they must keep the environment clean to ensure the continued flow of tourist income. In a public/private partnership to care for the city, they employ an army of a 1,000 street cleaners.
- The 28,000 citizens of **Palma de Mallorca** have been presented with a credit-type card to access waste containers. With narrow streets and poor access, collecting waste is difficult in the region, so they have spent 18million Euros on 243 computerised collection boxes which send the city's waste down a 9.1km network of subterranean pipes, where it is processed.
- It is often said that London is so difficult to clean because of the high number of residents and visitors, however **Barcelona** has a dense population of 15,000 inhabitants per square kilometre, which far exceeds our capital. Three different companies are charged with cleaning Barcelona, much the same as in Brussels. The council provides more bins than any other city (some 10,699 in all - one every 70 metres) and at a larger capacity than in England, the majority holding 80 litres. Bins are also equipped with computer chips that measure how full they are.



## APPENDIX 2

### REFERENCES AND SOURCES

- 1 *Local Environmental Quality Survey of England 1*, ENCAMS 2002 and *Local Environmental Quality Survey of England 2*, ENCAMS 2003
- 2 *Segmentation Research, Public Behavioural Study into Littering*, ENCAMS 2001; *Youth Litter Segmentation Research*, ENCAMS 2003; *Waste Segmentation Research*, ENCAMS 2002; *Noise Segmentation Research*, ENCAMS 2003
- 3 *Fast Food Study, Local Authority Survey*, ENCAMS 2002; *Fly-tipping Study 2003*, ENCAMS 2003; *Drugs Related Litter Survey 2002*, ENCAMS 2002; *Dog Fouling Survey 2002*, ENCAMS 2002
- 4 These are available on the ENCAMS website - [www.encams.org](http://www.encams.org)
- 5 *ENCAMS Annual Review*, ENCAMS 2003
- 6 Source: *Marketing Magazine* 2004 - Media spend for 2003: Nestlé £68.727million, McDonald's £40.848million, Coca-Cola £34.143million, Wrigley £20.464million, Cadbury Trebor Bassett £20.215million
- 7 Source: BBC News, 7 September 1999, 11 August 2002 and 13 February 2004
- 8 See [www.blueflag.co.uk](http://www.blueflag.co.uk) and [www.blueflag.com](http://www.blueflag.com)
- 9 See [www.leq-bvpi.com](http://www.leq-bvpi.com)
- 10 *Living Places – Powers, Rights, Responsibilities*, Defra 2003
- 11 *Litter Abatement Strategies Abroad*, ENCAMS 2001
- 12 See *Broken Windows in the Big Brother House*, ENCAMS 2003
- 13 Source: *International Conference on Waste Management: Cleaner Cities – Cleaner Environment*, October 2003, Vienna
- 14 Developed by a consortium under the Victorian Litter Action Alliance. It measures visible litter, as well as the local environmental context, facilities, public attitudes and disposal methods



- 15 *Local Environmental Quality Survey of England 2*, ENCAMS 2003
- 16 Source: Victorian Litter Action Alliance, Australia
- 17 Source: Texas Department of Transport, US
- 18 Source: *Keeping the City Clean*, Gerard Vogel, Vienna University of Economics 2003
- 19 The Department for Environment, Food and Rural Affairs (Defra) has published *The Voluntary Code of Practice for the Fast Food Industry 2003*; it is conducting a revision of the Code of Practice on Litter and Refuse, using ENCAMS, due for consultation in late summer 2004; and a revision to the Code of Practice on Fly-tipping, in conjunction with the Environment Agency
- 20 Introduced through the *Local Government Act 2000*
- 21 Source: Home Office, UK
- 22 Source: *International Conference on Waste Management: Cleaner Cities – Cleaner Environment*, October 2003, Vienna
- 23 *Living Places: Caring for Quality*, ODPM 2004
- 24 Source: Neighbourhood Wardens Team, Neighbourhood Renewal Unit, ODPM
- 25 Source: John Gerizim, Environmental Health Department, National Agency, Singapore
- 26 *Street Maintenance Services*, Audit Commission 2002
- 27 Source: *Keeping the City Clean*, Gerard Vogel, Vienna University of Economics 2003
- 28 Source: [www.southwark.gov.uk](http://www.southwark.gov.uk)
- 29 Source: [www.southampton.gov.uk](http://www.southampton.gov.uk)
- 30 *Field experiments in litter control. Environment and Behavior*, Finnie 1973
- 31 *Field experiments in litter control. Environment and Behavior*, Finnie 1973



- <sup>32</sup> *Black Majority Churches Environmental Project, Lozells Attitudinal Survey (Appendix 6)*, ENCAMS, April 2003
- <sup>33</sup> See *Broken Windows in the Big Brother House, Environmental Justice*, ENCAMS 2003
- <sup>34</sup> *Segmentation Research, Public Behavioural Study into Littering*, ENCAMS 2001
- <sup>35</sup> *Segmentation Research, Public Behavioural Study into Littering*, ENCAMS 2001
- <sup>36</sup> *Littering: Behavioural Interventions*, Dr Mark Linden, Queens University Belfast 2002
- <sup>37</sup> *Field Experiments in Litter Control*, Finnie 1973; *Environmental Interventions for Litter Control*, Geller, Witmer and Tuso 1977; *Recycling the Concept Norms to Reduce Littering in Public Places*, Cialdini 1990
- <sup>38</sup> *Environmental Problems and Human Behaviour*, Gardner and Stern 1996
- <sup>39</sup> *Youth Litter Segmentation Research*, ENCAMS 2002; *I'm Just a Teenage Dirt Bag, Baby!*, ENCAMS 2004
- <sup>40</sup> *The Disposal Behaviour Index*, The Australian Beverage Industry Environment Council 2003. Used 20,000 observations and 4,500 surveys to compile the data
- <sup>41</sup> Source: *Marketing Magazine*, 2002
- <sup>42</sup> Canterbury City Council 2003
- <sup>43</sup> Source: *Marketing Magazine*, August 2000
- <sup>44</sup> Source: *International Conference on Waste Management: Cleaner Cities – Cleaner Environment*, October 2003, Vienna
- <sup>45</sup> Source: Texas Department of Transportation, US



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