

NOTICE OF MEETING

Overview and Scrutiny Committee

MONDAY, 24TH JULY, 2006 at 19:00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Bull (Chair), Cooke (Vice Chair), Bevan, Davies, Winskill, Jones and Newton

Co-Optees: Mr B. Aulsberry and Mrs. I. Shukla (REJCC non-voting representatives), Ms. C. Bhagwandeem plus 2 Vacancies (parent governors), L. Haward plus 1 Vacancy (church representatives)

AGENDA

1. WEBCASTING

Please note: This meeting may be filmed for live or subsequent broadcast via the Council's internet site - at the start of the meeting the Chair will confirm if all or part of the meeting is being filmed. The images and sound recording may be used for training purposes within the Council.

Generally the public seating areas are not filmed. However, by entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

If you have any queries regarding this, please contact the Committee Clerk at the meeting.

2. APOLOGIES FOR ABSENCE

3. URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business. (Late items will be considered under the agenda item where they appear. New items will be dealt with at item below. New items of exempt business will be dealt with at item 13 below).

4. DECLARATIONS OF INTEREST

A member with a personal interest in a matter who attends a meeting of the authority at which the matter is considered must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

A member with a personal interest in a matter also has a prejudicial interest in that matter if the interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the member's judgement of the public interest.

5. MINUTES

To confirm and sign the minutes of the Overview and Scrutiny Committee held on 3 July 2006. - **TO FOLLOW**

6. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

To consider any requests received in accordance with Standing Orders.

7. NORTH MIDDLESEX HOSPITAL TURNAROUND PLAN

TO FOLLOW

8. EXECUTIVE MEMBER QUESTIONS

- i) Councillor Bob Harris, Executive Member for Social Services & Health
- ii) Councillor Nilgun Canver, Executive Member for Crime & Community Safety

9. BUDGET SCRUTINY (PAGES 1 - 16)

(Report of the Director of Finance) To set out a process for scrutiny of the budget within the Council's financial and business planning framework and to consider the financial strategy issues for the four -year planning period.

10. ANNUAL CRIME TRENDS IN HARINGEY (APRIL 2005 – MARCH 2006) (PAGES 17 - 26)

(Report of the Assistant Chief Executive – Strategy) To provide members with an overview of trends in crime in Haringey during the last financial year.

11. FLY- TIPPING SCRUTINY REVIEW (PAGES 27 - 48)

(Report of the Chair of the Fly-Tipping Scrutiny Review) To provide members with information about fly-tipping so that they can determine if this is an area they wish to review.

12. SCRUTINY REVIEW ON THE COMMUNITY SAFETY ROLE OF CCTV (PAGES 49 - 56)

(Report of the Chair of the Review Panel) To approve the scope and terms of reference for the Scrutiny Review on the Community Safety Role of CCTV.

13. NEW ITEMS OF URGENT BUSINESS

Yuniea Semambo
Head of Member Services
River Park House
225 High Road
Wood Green
London N22 8HQ

Jeremy Williams
Principal Support Officer (Council)
Tel: 020-8489 2919
Fax: 020-8489 2660
Email: Jeremy.williams@haringey.gov.uk

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Overview and Scrutiny Committee
On 24 July 2006

Report title:	Budget Scrutiny
Report of:	Director of Finance
Wards effected:	All
1. Purpose	
1.1	To set out a process for scrutiny of the budget within the Council's financial and business planning framework and to consider the financial strategy issues for the four-year planning period.
2. Recommendations	
2.1	To agree the budget scrutiny process as set out in the report.
2.2	That the committee considers any further issues in respect of the financial strategy for Executive to consider in the budget setting process.
Report authorised by:	Gerald Almeroth Acting Director of Finance
Contact officer:	Gerald Almeroth
Telephone:	020 8489 3823

3. Executive summary

3.1 This report sets out process for scrutiny of the budget within and aligned to the Council's financial and business planning framework.

4 Policy implications

4.1 The business planning and budget preparation process is fundamental part of the process in ensuring the Council is using its resources effectively to support the Community Strategy priorities and the scrutiny of the budget should support that process.

5 Access to information: Local Government (Access to Information) Act 1985

The following background papers were used in the preparation of this report:

Report of the Acting Director of Finance to the Executive on 4 July 2006 – Financial planning 2006/7 to 2008/9

For access to the background papers or any further information please contact Gerald Almeroth on 020 8489 3823

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6 Background

6.1 A key role for all Members is to assist in the achievement of the Council's priorities, aims and objectives as set out in the Community Strategy. The budget process plays an important role in aligning resources to the key priorities and ensuring that the Council is achieving value for money. The scrutiny of the budget formulation will therefore play a prominent role in that process.

6.2 The report outlines a budget scrutiny process for Members consideration.

6.3 The report also set out the overall financial strategy issues for the four-year planning period as reported to Executive on 4 July 2006 and asks the committee to consider any further issues for Executive to consider in the budget setting process.

7 Budget Scrutiny

7.1 Members will wish to consider the role of scrutiny in respect of the budget as:

- ensure the budget proposals support the Council's priorities and improvement of services, and;

- ensure value for money is being achieved and that the Council is obtaining maximum benefit from the resources it is using.

7.2 In order to achieve this role the following is suggested:

- in respect of the annual budget process that the new savings and investments from the PBPRs are considered at meetings during November and December and that Chief Officers and/or business unit managers attend to present and answer questions;
- regarding the scrutiny of value for money that the committee ensure that wherever possible, in scrutiny reviews the specific issue of value for money is investigated using the cost, performance and perception matrix; and,
- that possibly the committee would wish to consider adding to the work programme with specific thematic or cross-cutting reviews, and or a review of previous years approved budget savings and investments to assess their impact.

7.3 For the budget scrutiny process sufficient background information will made available in a pack for members that will include summary budget analysis by business unit, savings and investment totals previously approved and the full individual PBPRs.

7.4 The key dates in the timetable for the business planning and budget setting process are set out in the table below.

Activity	By whom	By when
Consider overall strategy and process	Executive	4 July
Consider budget scrutiny process and overall financial strategy	Overview and Scrutiny	24 July
Commence PBPR process	CEMB	25 July
Agree release of PBPRs for budget scrutiny and consultation	Executive	31 October
Budget scrutiny process	Overview and Scrutiny	1 November – 22 December
Consider product of budget scrutiny and consultation and draft budget package	Executive AB	9 January
Consider budget package	Leader's Conference	16 January
Agree budget package	Executive	23 January
Consider Executive's budget package	Council	5 February
Agree final budget and council tax	Council	19 February (subject to GLA)
Finalise business plans	CEMB	31 March

7.5 The committee has suggested that a training session on finance would be useful for members. Training on general local government finance and the budget process was provided to scrutiny members last year and this could easily be provided again. Members are asked to consider when that training would be most suitably provided and any particular requests on the content.

8 Financial planning

8.1 The Executive considered the financial planning report at the meeting on 4 July 2006. This strategy covers the period 2007/08 to 2010/11. The report is attached at Appendix 1 and as agreed at Executive, as part of the budget setting consultation process, is reported to Overview and Scrutiny Committee for consideration.

8.2 Overview and Scrutiny are invited to comment on the overall strategic position for feedback into the consideration of the budget process and financial strategy by Executive.

Executive**On 4 July 2006**Report Title: **Financial planning 2007/08 – 2010/11**

Forward Plan reference number (if applicable):

Report of: **Acting Director of Finance**Wards(s) affected: **All**Report for: **Key decision****1. Purpose**

1.1 To set out key financial planning issues to enable Members to consider the financial strategy for the administration.

2. Introduction by Executive Member

2.1 This report outlines the financial issues for members to consider regarding the delivery of our manifesto commitments and community strategy over the next 4 years. This report assumes that council tax increases are kept to 2.5% annually and predicts a budget shortfall of £13.6 m over the 4-year period, with £5.6 m occurring in 2007-2008. We will need to work hard to deliver sufficient savings to cover this budget gap as well as the resources for investment during the planning process.

2.2 The report assumes that the Firoka deal for Alexandra Palace is accomplished and that the Council no longer has to fund the operational deficit. It also assumes that existing business plan savings are delivered as currently planned.

2.3 Whilst we should work with the government for changes to the formula grant which give more recognition to Haringey's position as a 'gateway' borough, and for more clarity on the revenue funding for government-supported spending, these are highly unlikely to materialise in the short term, so Members are urged to formulate strategy firmly within the budget constraints outlined in this report, with a total focus on delivery of the manifesto and on value for money.

3. Recommendations

3.1 That Members consider the matters set out in this report.

3.2 That Members receive a subsequent report setting out a detailed budget process.

Report Authorised by: **Acting Director of Finance**

Contact Officer: **Gerald Almeroth, Acting Director of Finance**

4. Executive Summary

4.1 There are a number of significant changes to the national context which will impact on the Council's financial strategy. The most significant are the Lyons Review and the Comprehensive Spending Review, both of which will take effect in 2008/9.

4.2 The local strategic context will be defined by the manifesto programme and its incorporation into the Community Strategy which will, in turn, inform the business planning process.

4.3 Future plans will be developed in a context of increased resource constraint and it will be essential that the Council has robust arrangements in place to identify and deliver opportunities for improved value for money.

5. Reasons for any change in policy or for new policy development (if applicable)

5.1 The Council's financial strategy is designed to give effect to Members' policy aspirations.

6. Local Government (Access to Information) Act 1985

6.1 [List background documents]

7 Background

7.1 The Council's current financial strategy covers the period 2006/7 to 2008/9. The strategy reflects the policy aspirations of the previous administration to drive up the quality of Council services, particularly through the Better Haringey programme, whilst constraining the impact on council tax via the vigorous pursuit of efficiency savings. In broad terms, the achievement of three stars in the 2005 CPA can be seen as a successful outcome.

7.2 The context for the current strategy has been severe constraint on non-schools resources. As a result of government changes to resource distribution, the Council has received the 'floor' (lowest possible) increase in grant for the five years from 2003/4 to 2007/8. It has therefore not shared in the increases in total government funding which were made available over this period.

7.3 The 2006/7 local government settlement covered two years, but there is significant uncertainty from 2008/9 onwards which is explored below. Current planning is based on target council tax increases of 2.5%, and Members will be aware of the

government's determination to use capping powers to keep council tax increases low. It is important to note that current plans include £4.1m efficiency savings in 2007/8 and 2008/9 which have yet to be identified.

- 7.4 The government's current system of resource allocation (formula grant) is complex and, in the Council's view, understates Haringey's relative needs. There are two issues of particular significance: firstly, estimates of population which underpin the system appear flawed, particularly in respect of under-enumeration and migration; secondly, revenue funding for government-supported borrowing is not transparent in the system.
- 7.5 This report is designed to set out financial planning issues to enable Members to consider future financial strategy for the administration.

8 National context

- 8.1 Local government function and finance often appear to be in a permanent review period. Central and local accountabilities have not been clearly settled, and this is reflected in governance and funding structures. There is, in addition, concern about the current council tax system as a means of local revenue generation. It is, nevertheless, the case that some significant conclusions may emerge over the next year.
- 8.2 Many of these issues are now incorporated within the **Lyons Review**. The remit and timescales for this review have already been extended, and it is now due to complete by December 2006. The review covers the strategic role and function of local government, together with funding issues such as council tax, revaluation, benefits, business rates, other potential local taxes, and charges for services. Any changes may start to impact from 2008/9. A recent interim report set out three key priorities for change: greater clarity of role for central and local government, greater recognition of local government's role in 'place-shaping', and improved capacity in local authorities to adopt such a role.
- 8.3 In recent years, the government has conducted bi-annual spending reviews which have covered three-year periods. These have set totals for national local government expenditure together with Treasury-lead policy directions. The planned spending review for 2006 was deferred by the government to enable a more fundamental **Comprehensive Spending Review** (CSR) in July 2007 which, for local government, will incorporate any agreed conclusions from the Lyons Review. Increases in local government expenditure are expected to be much lower than previously, with real terms cuts in some areas. The CSR will set spending totals from 2008/9.
- 8.4 The CSR is also likely to develop the work on efficiency and value for money previously articulated in the **Gershon Review**, published in 2004. This review set out an agenda for improving efficiency across government, together with a requirement to identify and report on specific efficiency savings. Regional Centres of Excellence, designed to promote best practice and enable greater collaboration, are seen as key enablers for the efficiency agenda in local government. The Gershon target for efficiency savings is 7.5% over the four years 2004/5 to 2007/8 and Councils are allowed to 'keep' the cashable element. It seems likely that the CSR will attempt to drive this agenda more firmly, and perhaps make explicit links between savings, new financial burdens and council tax levels in the context of general expenditure constraint.

- 8.5 It is also likely that the CSR will reflect a more assertive approach to restraining the **public sector pay** bill. The government is concerned about the increase in public sector pay over recent years, particularly in the context of the debate over the value for money gained from recent investment and increases required for pensions. For local government, the ODPM and the LGA are working to understand the reasons for recent increases to enable a robust case to be made to the CSR. This is likely to translate into significant downward pressure on pay settlements from 2007.
- 8.6 The government intends to issue a policy discussion document this year followed shortly by a **White Paper** to set out the future development of the role of local government. The content is uncertain at this stage, but may cover city regions, reorganisation and neighbourhood empowerment. In practice, any significant change is likely to depend upon funding issues which will be set out in the Lyons report.
- 8.7 The inspection regime for local government is a key driver for financial strategy. The **CPA** for 2005 reflected significant change to the methodology, and this will continue to evolve over 2006 and 2007. More major change is likely in 2008, with various options being discussed around self, peer or resident regulation, with greater intervention where standards fall below national benchmarks. There will inevitably be greater emphasis on residents' perception of local authority performance.
- 8.8 There is an additional dimension for London authorities in respect of the debate over **London governance**. The government has commissioned a review of the powers of the Mayor and the GLA, and a wider debate is being conducted under the auspices of the Commission on London Governance. The issues raised cover the London implications of the matters set out above, but also the particular, complex pattern of wider public sector governance in the capital.

9 Local context

- 9.1 The local context at the strategic level will be defined by the policy programme set out in the **manifesto** of the majority group.
- 9.2 The manifesto programme will feed into the Council's contribution to the Community Strategy. The **Community Strategy** sets out the aspirations for the borough of the Haringey Strategic Partnership (HSP). The existing strategy covers the period to 2006, and preparatory work has commenced on the new strategy which will run from 2007 onwards for at least five years. The Council's financial and business planning process will then seek to ensure that strategy objectives are fully reflected in our plans. In practice, the timing will be such that Community Strategy conclusions will be available for full consideration for 2008/9 onwards, which aligns with the impact of the Lyons/CSR conclusions outlined above.
- 9.3 The government also expects that Community Strategy priorities at the partnership level are further articulated in a **Local Area Agreement** (LAA). The LAA sets out high level objectives for the partnership and specific targets, reward grant, and enabling flexibilities which are negotiated with the Government Office for London (GoL). The timetable to prepare the LAA is similar to that for the Community Strategy.

9.4 The Council achieved three stars in the 2005 **CPA** and is currently undergoing a corporate inspection/joint area review which will be an important element of future CPA scores. To make progress towards an excellent, four-star rating, and to be successful in any future CPA-style assessment, it is likely that even greater focus will be required on working with partners to make a difference to the borough as a place to live and work, and on how outcomes are perceived by residents. Whilst the performance of individual Council services and the value for money they deliver will remain crucial, greater external focus and capacity to deliver on that agenda will be the key local strategic drivers.

10 Key financial issues and risks

10.1 Corporate issues

10.1.1 There are several linked issues in respect of the **workforce and remuneration**. Firstly, the three-year deal on pay ended with an agreed increase of 2.95% from April. Negotiations on future increase are yet to begin, but will be conducted in a context of greater resource constraint and government attempts to manage down the 'going rate'. Secondly, all authorities are required to implement 'single status' pay arrangements (incorporating former manual staff) by April 2007 (which have effect from April 2006). Local negotiations have commenced, and experience elsewhere indicates that a net increase in the pay bill is likely. Thirdly, the long-term future and affordability of the local government pension scheme have yet to be resolved. The government has decided to move towards a standard retirement age of 65, but more fundamental issues in respect of benefits and employee contributions are still under consideration. In managing these issues, the Council will need to work towards a workforce which is appropriate for the evolving nature of our services and able to deliver excellence. Our current plans include provision for pay bill increases at 3%, and pension fund employer's contribution increases in line with the 2004 valuation (which are assumed to continue after the 2007 valuation). Any net cost of single status will be managed through a contingency as set out below.

10.1.2 The Council has made a major investment in establishing an infrastructure to deliver improved **customer services**. This has already enabled significant service improvement via better quality interaction with customers, better accessibility, and improved follow-through to service delivery. The future challenge will be to fully exploit this investment by roll-out to additional service areas, better use of data to further shape services around the customer, managing demand more effectively, and to meet the challenge of demonstrating the value for money of this approach by adding to the efficiency savings already identified.

10.1.3 Similarly, the Council has invested in the establishment of **neighbourhood management** across the borough to enable the Council to respond more effectively to local concerns and to enable Members to lead that response. Again, the challenge will be to exploit these structures over the coming years to respond to any localist agenda in the expected White Paper and to further develop a coherent approach to community engagement and reconciling strategic and local aspirations.

- 10.1.4 The Council has developed an effective approach to **efficiency and value for money** which has underpinned our financial strategy. Our approach has had two strands: to invest in improved corporate systems and processes and to set and monitor targets for consequent cashable savings; to closely scrutinise cost, performance and perception at business unit level to identify and deliver efficiency opportunities. We will need to further develop this approach, both to achieve success in the CPA and also to enable further investment and/or council tax minimisation in the context of greater resource constraint. This will involve consideration of shared services and outsourcing opportunities.
- 10.1.5 **Alexandra Palace** remains an important issue for financial planning. The trust is currently seeking to finalise a long-term arrangement with Firoka which seeks to remove the Council liability for the operational cost of the building and the long-term maintenance liability. This will reduce the amount currently provided for from £1.5m to £0.5m. In addition, the Council will have fully provided for the historic overspend by March 2009, releasing £7m to support mainstream services from 2009/10.
- 10.1.6 The HSP's regeneration plans are supported by significant **NRF** resources (£8.2m in 2006/7 and £7.9m in 2007/8). It is unclear whether this funding will continue after the CSR and careful management of commitments will be required.
- 10.1.7 The Council's capital programme is underpinned by the generation of **capital receipts** and over the planning period the number of surplus saleable assets and the level of right to buy receipts will diminish. There will be a need to maximise external funding and ensure that investment is focussed on key priorities in order to manage this reduction in resources.
- 10.2 Children's Services
- 10.2.1 The integrated Children's Service is now well established. Future consideration will need to be given to the **trust status** which is the government's preferred model for partnership working.
- 10.2.2 The establishment of area-based **children's networks** is a key part of service improvement. The greater integration of services, and the earlier intervention it will enable, should also deliver efficiency savings. In taking this forward, the relationship with other area-based aspects of the Council's and partner's work will need to be developed.
- 10.2.3 The budget for **looked-after children** has been an area of significant volatility and risk. Current plans are based on a clear strategy which involves managing a gradual decline in total numbers with cost-effective procurement of provision. Financial risks are increased in respect of the uncertain grant regime for unaccompanied asylum-seeking minors and additional costs upon leaving care.
- 10.2.4 The Council is progressing major construction programmes in respect of **BSF** for secondary schools and **primary school expansion**. These involve complex delivery issues and are particularly crucial to the delivery of the Council's education vision.

10.3 Social Services and Housing

- 10.3.1 Social care budgets are under significant national **pressure**, primarily as a result of increasing demand and moves towards greater user choice and control. This has been exacerbated recently by financial problems within the NHS leading to reductions in service areas on the border-line between the social care and health systems. Commissioning strategies and procurement of the most cost-effective provision will be instrumental in minimising the financial impact of these issues.
- 10.3.2 Effective support for Homes for Haringey will be important to enable the successful delivery of the **decent homes** investment. The Council will also need to deal with the consequences of any new arrangements for support services which Homes for Haringey may wish to make from April 2007. The financial consequences of these issues and other inter-fund issues will be managed through a contingency as set out below.
- 10.3.3 The **housing revenue account** shows a balanced position over the medium term, but this is predicated on planned savings that assume the resource for decent homes investment is obtained and the net subsidy position does not worsen further than expectations.
- 10.3.4 Our effectiveness in tackling **homelessness** is crucial to financial strategy. Currently, our position reflects success in commissioning private sector leases which are associated with a relatively favourable subsidy regime. This regime may change in future years and, in any event, the Council is required to move towards a government target of achieving a 50% reduction in the use of temporary accommodation by 2010. This will require us to be more effective in preventing homelessness, to increase the supply of new permanent housing, and to use more private sector assured shorthold tenancies (with a significantly less favourable subsidy position).
- 10.3.5 **Supporting People** is a ringfenced grant which is a key resource in enabling vulnerable people to live independently. The Council will receive £21.8m in 2006/7, but this could reduce by up to £1.1m (5%) in 2007/8. In the medium-term, the government is considering resource allocation formulae which would significantly further reduce our allocation.

10.4 Environment

- 10.4.1 During the last administration, Environment has been the focus for investment in the **Better Haringey** programme. In a context of greater resource constraint the Council will need to seek further opportunities to improve services from within existing resources.
- 10.4.2 The cost of **waste disposal** will continue to increase at a higher rate than other service areas. Our current plans allow for this, and extra costs will need to be provided for as our plans are rolled-forward.

10.4.3 Waste stream reduction and **recycling** will remain key issues, with demanding targets set by government. Our current recycling target is 22%, but significant further improvement will require additional investment. In addition, the Council's delivery arrangements for waste management and cleansing will require review during this administration, with the **Accord contract** due to expire in 2009.

10.5 Overview

10.5.1 Taking account of the starting position at the end of the 2006/7 budget process, and allowing for the matters set out in this report (including the establishment of a contingency in respect of the matters set out at paragraphs 10.1.1 and 10.3.2), the overall position is as set out in appendices 1 and 2. Appendix 1 sets out the gross budget showing the starting position, changes anticipated for that year, and the funding elements assuming a 2.5% increase in Haringey's council tax. Appendix 2 shows how the figures have varied from the previously reported position.

10.5.2 The total resource shortfall of £13.6m demonstrates the financial challenge faced over the period of the administration. Members will, of course, note at this stage the significant uncertainty in respect of resource assumptions for future years.

11 Financial planning process

11.1 In recent years, the Council has managed the business planning and budget process at business unit level with clear linkage to Community Strategy priorities. In future years, it is anticipated that the Council's contribution to the Community Strategy priorities will be set out, along with other objectives, in a corporate plan and that this will then define the detail of plans at business unit level. It is anticipated that this will give greater coherence to detailed work and avoid unnecessary work on investment options which do not reflect partnership and Council priorities.

11.2 The Council's financial strategy normally spans a three-year period, with specific investment and savings plans identified. It is proposed that this year's process adopts a four-year time horizon to coincide with the period of the administration. It is further proposed that all existing plans are subject to thorough review to ensure they are still deliverable and appropriate in the emerging strategic context.

11.3 Emerging business unit plans have previously been used to support the budget scrutiny and consultation processes. Members will wish to consider how these matters are handled in future, and specifically whether there should be specific budget consultation in the wider community. Alternatively, consultation activity could remain focussed around the development of the Community Strategy.

11.4 A prime requirement of the budget process will be the systematic identification of improved value for money, both in terms of improved outcomes from given resources and the delivery of cashable efficiency savings. This will be supported by corporate investment in improved systems and processes (including shared services [and outsourcing] where appropriate), but will primarily be delivered through change at local level. Savings targets will need to be set to support this process.

11.5 A more detailed business planning and budget process will be presented in due course, but the key dates are outlined in the table below:

Activity	Date
Strategic Overview	June – Jul 06
Budget Scrutiny Process	Jul 06 – Jul 07
Pre-business plan review (PBPR) preparation	Jul – Oct 06
Local Government White Paper policy paper issued	Oct 06
Executive agree release of PBPRs for consultation	Nov 06
Publication of Lyons Review on Local Government	Dec 06
Executive consider draft settlement	Dec 06
Executive agree budget package	Jan 07
Council agree budget package and council tax	Feb 07
Corporate Business Plan issued	Apr 07
Community Strategy 2007-2016 published	Apr 07
Local Area Agreement Published	Apr 07
Comprehensive Spending Review (2008 – 2010)	Jul 07
Strategic Overview	Jul 07

12 Comments of the Head of Legal Services

12.1 The Head of Legal Services confirms that the budget strategy and process set out in this report fulfil the Council's statutory requirements in relation the budget.

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Appendix 1a
Appendix 1

Gross Budget Trail	2007/08	2008/09	2009/10	2010/11
	£'000	£'000	£'000	£'000
Budget brought forward	366,511	382,819	399,533	416,195
<u>Changes and variations</u>				
Inflation	8,000	8,420	8,840	9,260
Agreed in previous years budget process	8,752	2,547		
Changes and variations in this report:				
- capital financing costs	750	800	1,037	1,078
- pension fund			1,060	1,070
- waste disposal			500	500
- contingency	3,000			
- Alexandra Palace	(1,000)		(6,952)	
<u>Savings</u>				
2005/06 process				
- identified savings	(2,892)			
2006/07 process				
- changes to existing savings	(470)			
- identified savings	(1,738)	(3,123)		
	(5,100)	(3,123)	0	0
<u>Investments</u>				
2005/06 process	(325)			
2006/07 process (see appendix b)	(3,912)	(75)		
	(4,237)	(75)	0	0
<u>Dedicated schools grant (DSG)</u>				
Passporting of DSG	11,732	10,787	11,531	12,326
<u>Balances</u>				
Contribution to / (from) balances 2005/06 process	360	(642)		
Contribution to / (from) balances 2006/07 process	(337)			
Gross Council budget requirement	388,431	401,533	415,549	440,429
Less dedicated schools grant (specific grant)	(156,327)	(167,114)	(178,644)	(190,971)
Net Council budget requirement	232,104	234,419	236,905	249,458
Funding				
Council tax (see below)	93,984	96,333	98,743	101,211
Government support - formula grant and NNDR	132,508	136,086	138,808	141,583
	226,492	232,419	237,551	242,794
Resource shortfall/(excess)	5,612	2,000	(646)	6,664
Council tax	£	£	£	£
Council tax (LBH)	1,122.35	1,150.40	1,179.17	1,208.65
Council tax base (after provision for non-recovery)	83,739	83,739	83,739	83,739
Precept	93,984,467	96,333,346	98,742,517	101,211,142
Rate of council tax increase (Haringey element)	2.5%	2.5%	2.5%	2.5%
GLA rate of council tax increase	n/a	n/a	n/a	n/a
Combined council tax increase	n/a	n/a	n/a	n/a
£ per week increase (Haringey element)	£0.53	£0.54	£0.55	£0.57

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Report title: Annual Crime Trends in Haringey (April 2005 – March 2006)	
Report of: Assistant Chief Executive (Strategy)	
Ward(s) affected: All	Report for: Overview & Scrutiny Committee
<p>1. Purpose</p> <p>1.1 To provide members with an overview of trends in crime in Haringey during the last financial year</p>	
<p>2. Recommendations</p> <p>2.1 That the committee notes the report.</p>	
Report authorised by: David Hennings, Assistant Chief Executive (Strategy)	
Contact officer: Peter de Bourg, Crime Analyst - Ext. 6946	
<p>3 Executive Summary</p> <p>3.1 This document provides an overview of performance of the Safer Haringey Partnership in relation to the PSA1 targets over the 2005/06 financial year. In relation to crime figures, comparisons are drawn with performance of the Metropolitan Police and of our Most Similar Crime and Disorder Reduction Partnerships.¹</p> <p>3.2 This report will also look at the latest crime trends for two of the key crimes identified in the last Crime and Disorder Audit 2002-2005, namely, violent crime and acquisitive crime.</p> <p>3.3 Unless otherwise stated, all figures are based on recorded crime. This report compares crime data for the two 12-month periods April 2004 – March 2005 and April 2005 – March 2006.</p> <p>3.4 This report sets out at Appendix 1 the performance of the Safer Haringey Partnership in</p>	

¹ These Most Similar groups provide a benchmark for comparison of crime rates with similar areas elsewhere in England and Wales. Each CDRP has a unique group to which it is considered most similar. Haringey is considered most similar to Lewisham, Waltham Forest, Ealing, Enfield, Greenwich, Newham, Brent, Hackney, Hounslow, Southwark, Croydon and Lambeth in London and Birmingham and Leicester.

relation to its four Community Safety and Wellbeing Best Value performance indicators:

- BV126 Domestic burglaries per 1,000 households
- BV127a Violent crime per 1,000 population
- BV127b Robberies per 1,000 population
- BV128 Vehicle crime per 1,000 population

3.5 These indicators monitor the number of offences occurring per thousand population (per thousand households for domestic burglary). In the cases of robbery, domestic burglary and vehicle crime, annual reduction targets of 2%, 8% and 7% respectively have been set by March 2006. No best value target has been set for violent crime.

4. Reasons for any change in policy or for new policy development - NA

5. Local Government (Access to Information) Act 1985

- 5.1 Metropolitan Police Crime Statistics sourced from the Metropolitan Police Website <http://www.met.police.uk/crimestatistics/index.htm>.
- 5.2 Haringey Monthly Performance Report sourced from the Performance Standard Unit (PSU) at Tottenham Police Station.

6. Background

The Overview & Scrutiny Committee has requested an annual update of crime figures and trends and Community Safety Best Value Performance Indicators. This data was sourced from crime figures published by the Metropolitan Police Service that were subsequently analysed for inclusion in this report.

7. Summary

The figures for the key crime types between April 2005 and March 2006 are:

- Overall crime in Haringey reduced by 0.5%
- Robbery increased by 41.5%
- Domestic burglary reduced by 10.5%
- Motor vehicle crime reduced by 0.1%
- Violence against the person increased by 9.4%
- Violent crime² increased by 14.6%

8. Basket of 10 British Crime Survey (BCS) comparator crimes

Overall BCS recorded offences have remained unchanged in 2005/06 when compared to 2004/05, but the annual reduction target was missed by 4.2%.

² Violent crime = Violence against the person + Sexual offences + Robbery

Half of the basket of ten offences recorded year-on-year reductions: criminal damage 12%, domestic burglary 11%, theft of a motor vehicle 9%, theft from person 7% and, most notably, common assault by 22%.

There were however significant increases in robbery of personal property and wounding, of 41% and 30% respectively. There was a 6% increase in theft from motor vehicle and this crime type represents the third highest proportion of all PSA1 offences. Together, robbery, wounding and theft from motor vehicle account for 40% of all BCS crime. While there were large increases in vehicle interference and bicycle theft, the number of actual crimes in these categories is relatively small. The discussion in section 9 will focus on the key areas of concern, namely acquisitive and violent crime.

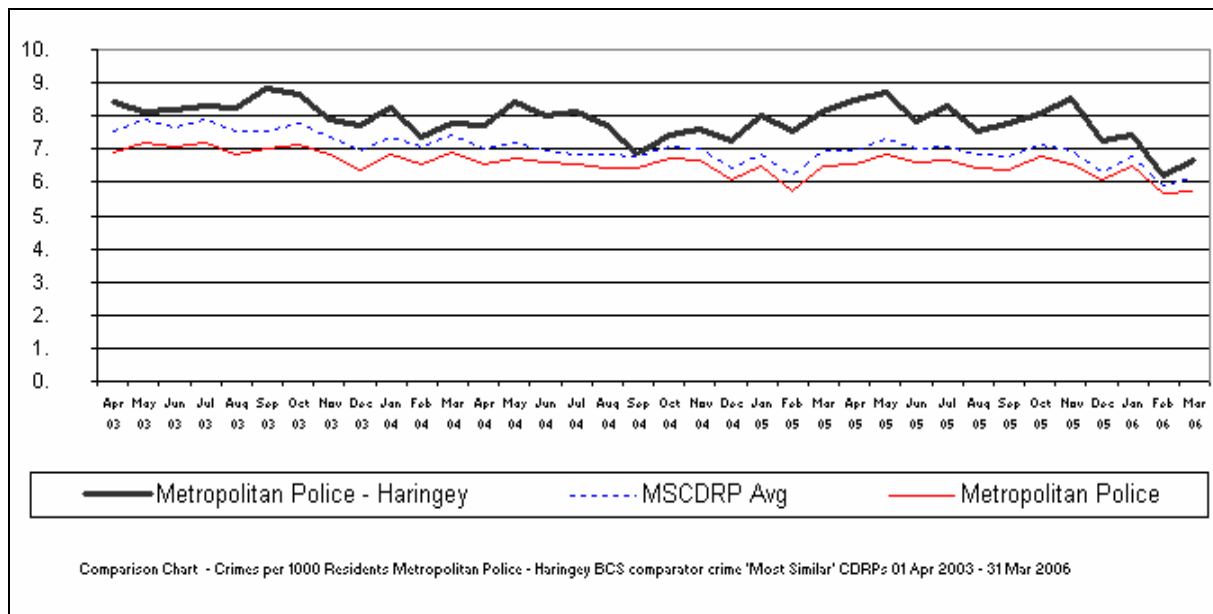
The table below summarises all BCS comparator crimes for Haringey for 2005/06 and compares these against the target and 2004/05 performance.

Target achieved		Trend	
GREEN	RED	↑	↓
Achieved target	Missed target	Better than 2004/05 performance	Worse than 2004/05 performance

'Basket of 10' BCS crimes ³	Performance		Change (%)	Target 05/06	Target achieved?	Trend
	2005/06	2004/05				
Theft of motor vehicle	1902	2089	-9.0%	1880	RED	↑
Theft from motor vehicle	3090	2907	6.3%	2762	RED	↓
Vehicle interference	97	73	32.9%	67	RED	↓
Bicycle theft	405	339	19.5%	329	RED	↓
Residential burglary	2851	3184	-10.5%	2929	GREEN	↑
Theft from person (snatch and pickpocket)	1985	2129	-6.8%	2086	GREEN	↑
BCS Criminal damage	3827	4364	-12.3%	4173	GREEN	↑
BCS Wounding	3320	2561	29.6%	2374	RED	↓
BCS Common assault	1416	1803	-21.5%	1569	GREEN	↑
Personal robbery	1919	1365	40.6%	1338	RED	↓
Total	20812	20814	0.0%	19507	RED	↑

The comparison chart on the following page shows the overall reducing trend in Haringey BCS crimes since 2003/04 (5% reduction). The trend line shows that we are now almost equal to our Most Similar boroughs and only just above the Metropolitan Police average.

³ British Crime Survey data is recorded in each borough in the Crime Reporting Information System (CRIS) and centrally by the iQuanta team at the Police Standards Unit (PSU). Due to recording anomalies, there are slight differences in the actual numbers between the Haringey CRIS and the iQuanta figures. For the purposes of this report CRIS figures are used to monitor performance in Haringey (as agreed with GOL), however iQuanta figures are also noted.



BCS comparator crimes per 1,000 population, April 2003 – March 2006

The table below shows the headline BCS figures by ward for each crime type for 2005/06.

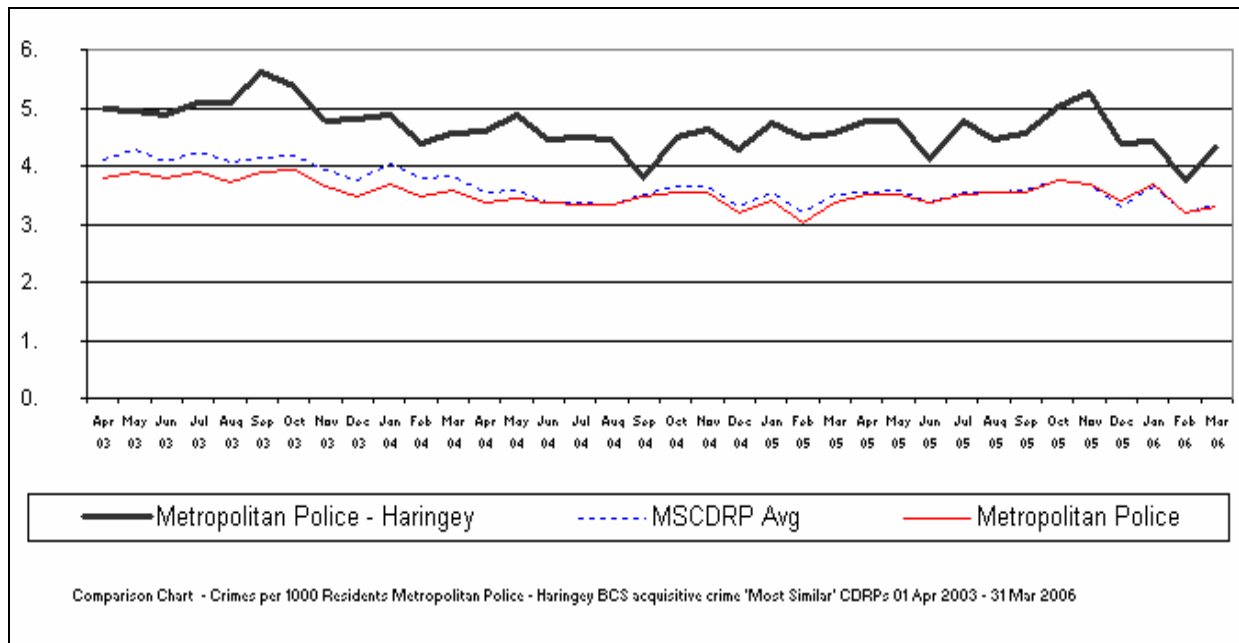
Ward	Domestic burglary	Motor vehicle interfer.	Personal robbery	Bicycle theft	Theft of motor vehicle	Theft from motor vehicle	Theft from person	Criminal damage	Wounding	Common assault	Total BCS
Hornsey	9%	100%	7%	18%	2%	82%	-45%	10%	41%	-16%	17%
Crouch End	29%	267%	-9%	20%	-10%	49%	-20%	-15%	77%	-4%	12%
Northumberland Park	-2%	133%	115%	38%	0%	25%	-14%	-11%	28%	-27%	9%
Fortis Green	-14%	100%	-3%	93%	-6%	17%	82%	-1%	81%	-5%	8%
Alexandra	-25%	14%	123%	62%	2%	30%	74%	-10%	27%	-49%	7%
White Hart Lane	19%	-25%	44%	69%	-17%	-3%	50%	2%	8%	-13%	4%
Tottenham Hale	-6%	33%	149%	-25%	-26%	9%	-19%	-12%	29%	-27%	3%
West Green	-20%	-50%	43%	25%	-31%	30%	-21%	-4%	45%	3%	2%
Bounds Green	-16%	0%	10%	-38%	-6%	11%	23%	-13%	47%	14%	2%
Seven Sisters	26%	100%	37%	136%	-19%	-25%	-11%	-16%	49%	-39%	1%
St Ann's	-26%	-67%	69%	22%	-1%	12%	7%	-10%	23%	2%	0%
Stroud Green	-23%	800%	62%	-15%	91%	2%	0%	-17%	4%	-31%	-1%
Tottenham Green	-8%	-67%	47%	12%	-4%	-35%	3%	-25%	26%	-22%	-4%
Muswell Hill	-1%	75%	72%	50%	-32%	-6%	-15%	-13%	32%	-41%	-4%
Highgate	-8%	-25%	-19%	-47%	-22%	36%	-19%	-20%	15%	-21%	-5%
Bruce Grove	2%	-50%	-11%	38%	15%	-33%	18%	-36%	38%	-4%	-7%
Harringay	-40%	1100%	-17%	-24%	-7%	11%	13%	-9%	34%	-31%	-10%
Woodside	-37%	100%	-13%	-20%	-16%	-4%	12%	-18%	22%	-21%	-12%
Noel Park	-40%	-33%	43%	63%	-32%	-21%	-38%	-18%	12%	-32%	-21%

9. Robbery and Violent Crime

The discussion in this section will focus on those crime types for which Haringey did not meet its targets in 2005/06 and which show an increasing trend.

Acquisitive crime⁴

As seen in the chart below, the rate of acquisitive crime in Haringey remains higher than the Metropolitan Police average and the average of our Most Similar Crime and Disorder Reduction Partnerships, as it has for the last three years. However, the gap between Haringey and the other two groups is reducing.



BCS acquisitive crimes per 1,000 population, April 2003 – March 2006

Robbery

The 40% increase in personal robbery offences in 2005/06 follows a 25% reduction in 2004/05. This increase was reflected across our peer group boroughs and London as a whole, rising on average by 20% in our peer group boroughs and by 18% across London. A further factor that may have impacted negatively on Haringey’s robbery performance is Hackney’s 9% reduction in robbery this year. This follows a 26% reduction in 2004/05, suggesting that Hackney’s successful anti-robbery activities may be pushing their robbers into Haringey.

In 2004/05 there was a significant amount of police activity focused on robbery and snatch. Although successful these were expensive, and in 2005/06 there were only two major operations: *Chenet* from May to July and *Cracker* in November and December. *Chenet* had minor success in reducing robberies in June but this was not sustained throughout the operation. The Police Territorial Support Group was drafted in to reduce the increasing robbery trend, but this did not have an impact.

It appears that two separate smaller scale operations had the greatest impact, resulting in a 12% reduction during the last three months of the financial year. Operation *Butler* placed Safer Schools Police Officers, Volunteer Cadets, and ASBAT and Arriva staff on buses after school and *Verbier* was a joint operation between Police, revenue inspectors, British Transport Police and Transport for London in the Bruce Grove, Wood Green and Seven Sisters hotspot areas. All of these operations had knock-on effects for all crime that occurs on the street, i.e. most acquisitive crime, wounding and common assault.

The map below covers the period from April 2005 to March 2006. It shows hotspot locations for personal robbery offences overlaid on a thematic ward map showing the total number of

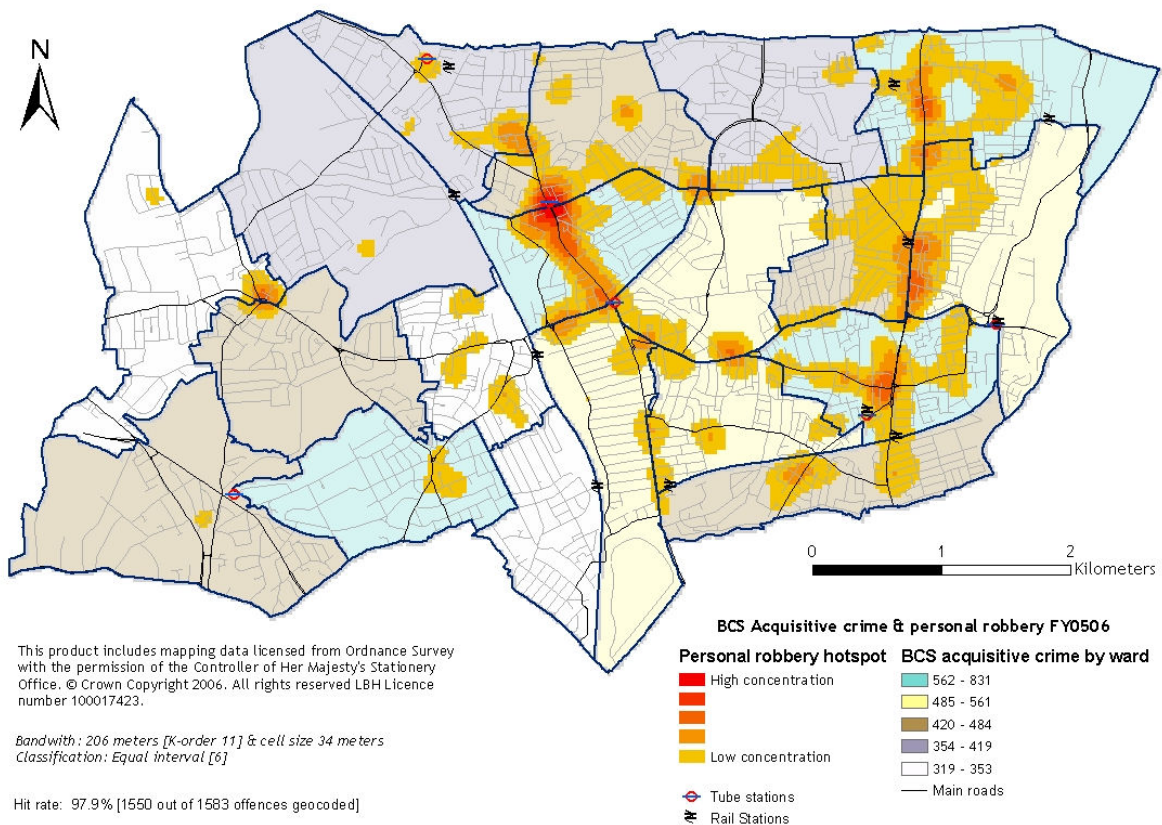
⁴ iQuanta classifies acquisitive crime as including residential burglary, theft of motor vehicle, theft from motor vehicle, vehicle interference, bicycle theft, theft from person and personal robbery.

acquisitive crime offences in each ward. It can be seen that the majority of offences occur in the east of the borough (approximately two-thirds).

The map shows that robbery is prevalent generally along the two main arterial routes through the borough, i.e. High Road N22 and High Road N17, and is often centred near busy shopping areas and transport interchanges. Wood Green and Seven Sisters are long-term hotspots precisely because of this.

Tottenham Green and Noel Park continue to record the highest numbers of offences (contributing almost a quarter of all robberies). The most significant percentage increases however occurred in Northumberland Park and Tottenham Hale, which rose by 115% and 142% respectively and were the third and fourth highest wards for robbery. The percentage share of borough robberies in Northumberland Park almost doubled from 6% in 2004/05 to 10% for 2005/06 and from 5% to 8% in Tottenham Hale. These wards run adjacent to High Road N17 and this activity is represented by the three major hotspots shown on this road.

In 2005/06 Noel Park had the smallest numerical increase (55 additional robberies) compared to 92 extra robberies in Northumberland Park. It is possible that the increased enforcement activity around Wood Green has displaced robbery activity to Northumberland Park and Tottenham Hale.



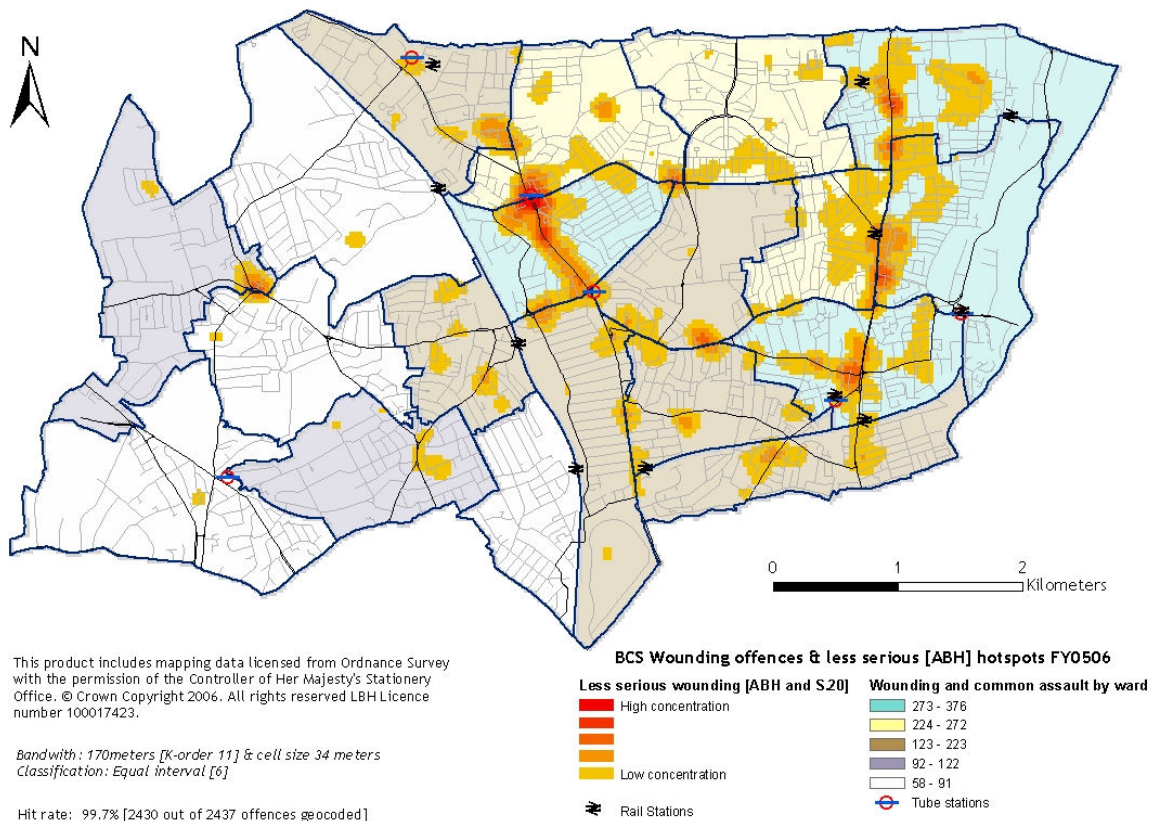
Violent crime

Violent crime saw an overall increase of over 8% last year. There was an increase in wounding offences (actual bodily harm - ABH and grievous bodily harm - GBH), but a decrease in the number of common assault offences. Part of the reason for this is due to changes in the classification of offences, which has led to offences that would previously have been classified as common assault now being classified as ABH offences. However, figures indicate this is not the only reason for the increase.

There has been increased reporting of domestic violence in the borough over the last year and this may account for part of the increase in violent crime figures. The high-profile campaign against domestic violence in the borough and the well-publicised activities of Hearthstone, Haringey’s Domestic Violence Advice and Support Centre, may account for this increased reporting. In addition Police are working more closely with services for domestic violence victims and now provide Hearthstone with 40% of all its referrals. At the end of last year police officers were encouraged to take action in domestic violence disputes if they thought it warranted, even if the victim was unwilling to take further action. This may also have contributed to an increase in the reporting of domestic violence.

The increase in wounding was reflected across our peer group boroughs and London as a whole, rising by 22% and 19% respectively.

The map below covers the period from April 2005 to March 2006. It shows hotspot locations for actual bodily harm (the violent crime category that has seen the greatest increase) overlaid on a thematic ward map showing the total number of violent crime offences (including domestic violence) in each ward.



Similarly to acquisitive crime, the majority of offences (just over three-quarters) occur in the east of the borough. The hotspot map shows the ABH hotspot being in and around Wood Green tube station and Hollywood Green. There are further hotspots on the High Road N17, although these appear less intense and offences are spread-out along the entire length of the road. Both robbery and assault seem to be most prevalent along the two main roads where there are more people around at various times of the day.

The Wood Green area experiences both afternoon and late night violence. The former is primarily due to the large numbers of school children that congregate in this area after school and the latter to the concentration of late-night entertainment venues. The assumption however that late-night violence is alcohol related and driven by the plethora of licensed

premises in the area is not substantiated by the evidence. Recent research carried out by the police violent crime analyst suggests that the majority of alcohol related offences happen after victims/suspects have been drinking at home or at private parties.

The wards with the highest number of violent crime offences are Northumberland Park, Tottenham Green and Noel Park. The largest percentage increases in wounding offences however were in wards in the west of the borough, notably Fortis Green (81%) and Crouch End (77%).

It is worth noting the significant impact that domestic violence offences have on the violence figures and resultant hotspots. Domestic violence accounts for approximately 30% of all violent crime and it is notable that the wards with the highest number of offences are all in the east (the more deprived areas of the borough). Since research has shown that domestic violence is a crime that crosses all socio-economic and racial backgrounds, it is possible that these figures reflect the higher density of housing in the east where neighbours are more likely to call the police. In addition a higher level of economic dependency on partners means that victims may be less able to extricate themselves from the violent situation themselves.

Motor vehicle crime

While a 6% increase in thefts from motor vehicle appears quite small, the large number of offences in this category means that any increase affects the total BCS crime figures quite significantly. Vehicle interference has increased by over 32%, but the numbers involved are fairly minor.

Haringey police has recently established a Vehicle Crime Unit (VCU) to tackle vehicle crime throughout the borough. Two recent bids submitted for Partnership funding are focused around combating the recent spate of theft of 'Satellite Navigation' systems and number plates from vehicles.

The VCU and Haringey Parking Team have also set up a scheme to combat the theft of disabled badges, especially those occurring at night. Badge holders can use a 'companion' badge instead of the full badge for overnight parking only. These are less attractive to the offenders as they cannot be used outside of Haringey or during the day, which reduces the likelihood of a vehicle being broken into.

Another related recent initiative took place around the Harringay 'ladder' and Green Lanes, involving the Parking Team working in conjunction with police at St Ann's station. Any vehicle displaying a disabled badge which was suspected to be stolen or damaged was issued a ticket by the Parking Attendant. In some cases the vehicle owners would relinquish the badge; otherwise the vehicle was removed by the police.

10. Partnership Initiatives

Some of the ongoing and future actions being undertaken to reduce acquisitive and violent crime include:

Acquisitive crime:

- Research transport interchanges and after school street crime in order to identify trends and hotspots in after school crime.
- Promote awareness in schools of *Immobilise* and *MEND* to reduce number of mobile phones stolen.
- Continue to raise public awareness by reinforcing the specific messages around actions residents can take to reduce their chances of being a victim of burglary.

Violent crime:

- Reduce the incidents of violence in persistent hotspots by:
 - Deploying police (and other deterrent teams) where possible to hotspot areas at peak times
 - Establishing an effective relationship between the Violent Crime Partnership Board and the Safer Neighbourhood and Neighbourhood Management teams in the main problem areas of Noel Park, Tottenham Green and Northumberland Park
 - Implementing the key findings from the GOL violent crime research in Haringey and Wood Green in particular
 - Evaluating and, if worthy, extending weapons awareness training provided by Red Cross and the Youth Offending Service (YOS).
- Reduce the opportunity for violent crime by:
 - Using the £50,000 funding under the Tackling Violent Crime Programme from the Home Office to continue to run and develop Operation *Blunt*, to develop work to tackle alcohol-fuelled domestic violence
 - Implementing knife amnesty and providing bins at police stations in Wood Green, Hornsey and Tottenham
 - Undertaking test purchase operations against retailers in relation to knives, alcohol, tobacco, fireworks, etc, measuring the impact and feeding back to key partners
- Increase participation of the most ‘at risk’ young people in key programmes by:
 - Focussing attention on siblings of known offenders
 - Developing a victim strategy in partnership with Victim Support and YOS
 - Improving links between YOS and schools. Utilising youth club provision when schools close for the day
 - Engaging ‘at risk’ young people in the Positive Futures programme with emphasis on education,
 - Focussing on high offending groups.

Domestic violence:

- Encourage identification of domestic violence victims by medical services and through partnership working. Particularly addressing referrals, patient confidentiality, training issues and GP / psychiatric referrals from local refuges.
- Work with appropriate agencies to develop adequate refuge and emergency housing facilities to meet identified needs.
- Request information from the 24 hour National Domestic Violence and Nia helplines as to the number of requests for refuge space in Haringey and the number of callers from Haringey.
- Re-run the Domestic Violence focus groups, as carried out previously, according to the Domestic Violence Best Value Review. Focus groups to be held in community venues with transport available to help women survivors to attend. Event will have a social element and appropriate therapeutic sessions will be available to survivors.
- Investigate funding streams to publicise services to survivors of domestic violence in a variety of media: leaflets, community newspapers and radio stations, particularly those broadcasting in community languages. Encourage local radio stations to broadcast mainstream domestic violence adverts.

Appendix 1: Best Value Performance Indicators FY2005/06

Ref No.	Performance indicator	Performance FY2005/06	Progress to target			Trend		Trend	Change compared to target (%)	Change compared to FY2004/05 (%)
			😊	😐	😞	↑	↓			
			Projection set to hit target	Projection within 5% of target	Projection set to miss target	Projection better than 2004/05 performance	Projection worse than 2004/05 performance			
	Target (% reduction)	Target	Performance 2004/05	Progress to target						
126	Domestic burglaries per 1,000 households	28.3	8% reduction	29.1	31.6	😊	↑	-2.7%	-10.5%	
127a	Violent crime per 1,000 population ¹	41.7	0.5% reduction	36.2	36.4	😞	↓	15.1%	14.6%	
127b	Robberies per 1,000 population	9.0	2% reduction	6.2	6.4	😞	↓	44.5%	41.5%	
128	Vehicle crime per 1000 population	22.2	7% reduction	20.7	22.2	😞	↓	7.4%	-0.1%	

Population 224,728	Based on mid-2003 population estimates from ONS
Households 100,710	Based on mid-2003 household estimates from ODPM
Note ¹ Violent crime includes all offences recorded in the Violence Against the Person, Sexual Offences and Robbery offence groups	
Domestic burglaries per 1,000 households	The annual target was achieved but we missed the LPSA minimum performance reward target. We have however submitted a paper to the LPSA team at Department of Communities and Local Government arguing for consideration to be given to a Performance Reward Grant (PRG). We submitted that the only true way to measure burglary reductions is by using substantive burglaries, i.e. someone entered, stole something and left, since these are the only burglaries that have remained unaffected by changes in reporting rules. By using this measure we meet the full 14.3% reduction.
Violent crime per 1,000 population	The target was widely missed. While there have been recent changes in police recording practices, this does not account for the significant increase in violent crime offences. GOL has funded a piece of research into the factors behind violent crime in Haringey.
Robberies per 1,000 population	Robbery has also missed the target and performed worse than last year. This can be partly explained by the reduction in the funding and number of police anti-robbery operations during the year.
Vehicle crime per 1000 population	Vehicle crime has missed its target but achieved an improved performance on last year.

Agenda item:

Overview and Scrutiny Committee on 24 July 2006

Report Title: **Fly- tipping Scrutiny Review**

Report of: **Chair of Fly-tipping Scrutiny Review**

Wards(s) affected: **ALL**

1. Purpose

To provide members with information about fly-tipping so that they can determine if this is an area they wish to review

2. Recommendations

2.1 That the Committee consider whether they wish to carry out a detailed review into fly-tipping and if so determine the length and scope of the review and in particular determine those issues they wish to concentrate on, e.g., prevention ,the action taken to remove fly- tipping or enforcement.

Report Authorised by:

Contact Officers: Carolyn Banks and Geoffrey Woodham

3. Executive Summary

This report sets out information about fly-tipping, its causes, research into who fly tips and why, the scale of the problem in Haringey and the action taken.

It also provides information about what agencies are doing about this problem and suggests potential areas for Scrutiny.

4. Reasons for any change in policy or for new policy development (if applicable)

4.1 N/A

5. Local Government (Access to Information) Act 1985

5.1 Previous reports and decisions

6. Finance, Legal and Equalities Comments

6.2 The legal issues have been considered in the process of preparing this report and are adequately summarised herein.

7. Background

7.1 Initially it was intended to commence this review last year and a review panel to be chaired by Councillor Winskill was set up for this purpose. As a result of initial meetings involving Councillor Winskill and officers from Scrutiny and Environmental Services, the Committee agreed that, as there was insufficient time to undertake this review before the election, it should be deferred until this year.

8. Fly-tipping

8.1 Fly-tipping is the illegal deposit of any waste onto land, i.e. waste dumped or tipped without a licence. It can be large items of rubbish or just a black sack dumped on the road side. It is a criminal offence as well as being anti-social. At the very least fly-tipping can be an unsightly nuisance but even worse:

- it can cause serious environmental pollution and depending on its nature damage underlying soil quality
- it can undermine legitimate waste management because licensed operators have to charge more
- uncontrolled waste disposal can present a hazard to the public and be harmful to human health e.g., syringes, drugs, asbestos etc.
- cleaning up fly-tipping costs taxpayers money,
- unsightly fly-tipped waste can deter investment in the area.

8.2 With regard to the last point the "broken window" theory takes this one stage further. According to this theory one broken window on an estate can result in other windows being broken and a lack of pride in the area which, as a result, becomes generally run down. Similar logic applies to fly-tipping and the House of Commons Environmental Audit Committee¹ consider that litter accumulates as part of a self generating spiral of decline which ends in increased criminal activity and fear of such activity. Improving the environment and cleaning up areas can, therefore, reduce the amount of crime associated with them.

¹ Ninth Report of the House of Commons' Select Committee on Environmental Audit (July 2004)

- 8.3 In recent years, as the problems associated with fly-tipping became worse and environmental pressures increased, the need to find a solution intensified, this problem has been discussed by a number of bodies and organisations. These include the EC, various government departments, the House of Commons Environmental Audit Committee; Greater London Authority, Local Government Association and local authorities.
- 8.4 The situation has not, however, been helped by European and UK strategies on sustainable waste management seeking to decrease the amount of waste going to land-fill by tightening regulations on waste and increasing the cost of disposal thereby encouraging fly-tipping. For instance, following the introduction of the landfill tax in 1996 it now costs more money to dispose of waste and it is likely that this cost will rise as local authorities are able to landfill less and less waste under the EU Landfill Directive. With this cost increase has come an increase in fly-tipping as an attempt to avoid payment. In this connection the Federation of Small Businesses has warned that the hazardous waste regulations which came into force in July 2005, and which defined many “every day” items as hazardous, could lead to more fly-tipping.
- 8.5 However, in line with European policy it is the Government’s aim to discourage the generation of waste by implementing a producer pay principle whereby the producer of waste must pay for the collection and disposal of it. Clearly the problems connected with fly-tipping have to be looked at in the wider context of waste management generally if solutions are to be found.
- 8.6 Because of the number of agencies involved in resolving fly-tipping problems this area is particularly suitable for a cross-cutting scrutiny review. Once the Committee decide which areas they wish to scrutinise and the way in which they wish to do this, the draft terms of reference attached as Appendix A can be made more specific.

9. The Extent of the Problem

- 9.1 The Environment Agency estimates that nationally:
- Between June and November 2004, 444,536 fly-tipping incidents were reported. The top five most commonly dumped items were household waste, white goods, construction waste, garden waste and waste from businesses.
 - In the last 6 months of 2004 local authorities up and down the country spent around £24m clearing fly-tipping.
 - The most commonly fly-tipped items are black bags of household rubbish left at the side of a main road.

- Almost 28,000 fridges and washing machines were fly-tipped between July and September 2004.

9.2 Set out at Appendix B is the results of research into who fly tips, where and why and the organisations involved. This information might be of use in determining what areas to scrutinise.

10. The Approach Nationally

10.1 The Department for Environment, Food and Rural Affairs (Defra) has stated that it is committed to "tackling the illegal disposal of waste" as "this anti-social behaviour is adversely affecting the amenity of our local environments and reducing civic pride". In pursuance of this objective the Department consulted widely on a comprehensive fly-tipping strategy aimed at enhancing and improving the powers available to local authorities and the Environment Agency. The responses received were then used to help frame new legislation.

10.2 Some of the increased income from landfill tax receipts has been returned to businesses. £2 Million of this money has also been allocated in 2005/6 to the Environment Agency to help them tackle fly-tipping and "help level the playing field for legitimate business". This work will include making it easier for waste producers to check if legitimate carriers are taking their waste.

10.3 Defra has also commissioned the Jill Dando Institute of Crime Science at University College, to carry out further research into the causes and incentives for fly-tipping. It is anticipated that this research will lead to the production of a good practice guide for local authorities which will be circulated in 2006. Defra is also carrying out a comprehensive review of the waste duty of care regime and are considering amendments to the waste carrier registration system.

10.4 In the meantime the Environment Agency is having a "zero tolerance" crack down to tackle illegal dumping and fly-tipping, initially in three areas. They are also making the database of legal waste carriers available on line to help make sure waste collection suppliers are bona fide.

10.5 The Environment Agency and the Local Government Association have agreed a protocol for dealing with fly-tipping². Its aim is to define who is responsible for what, encourage partnership working and reinforce the message that fly-tipping is a crime. It also envisages that, "local authorities that have a problem with fly-tipping develop a planned approach to tackle the problem using the full range of investigative, enforcement and clean up powers available to them and in appropriate

² Working Better Together Protocol 6 "Fly-tipping and Illegal Waste Activities –jointly agreed January 2005

partnership with the Agency and others, such as the Police and landowners”.

- 10.6 In summary the protocol envisages that local authorities “will move towards carrying out more preventive work and the investigation and enforcement of smaller-scale incidents of fly- tipping”. The Environment Agency will generally investigate and take enforcement action against large-scale fly- tipping, organised criminal involvement in waste crime and the dumping of hazardous waste.
- 10.7 Whilst a national agreement has been agreed, a pan London one which allows for local agreement is still being negotiated. It is envisaged that local agreements will then be finalised. However, although there is not much evidence of large scale, criminally organised fly- tipping in the Borough, the Environment Agency already tend to deal with such incidences if they occur.
- 10.8 The Agency has also developing a web- based fly-tipping database, known as “flycapture” that will help tackle fly-tipping. It has been operational since April 2004 and is a strategic tool that will inform policy and strategy decisions as well as enabling resources to be concentrated on hot spots. Flycapture also includes the ability to enter registration details of vehicles involved in fly-tipping to determine whether they have been involved in similar crimes elsewhere.

11. The Legal Position

- 11.1 Under Article 4 of the EC Waste Framework Directive countries are required to take necessary measures to prevent the dumping of uncontrolled waste.
- 11.2 Current legislation in this country makes it an offence:
- To deposit controlled waste or knowingly cause or permit controlled waste to be deposited without a waste management licence.
 - To treat, keep or dispose of controlled waste or knowingly cause controlled waste to be kept, treated or disposed of except under a waste management licence.
 - To treat, keep or dispose of controlled waste in a manner likely to cause damage to the environment or harm to human health.
- 11.3` The police or a local authority officer has the power to stop and search a vehicle they believe is being used to unlawfully transport or deposit waste and if a carrier cannot produce a certificate for the transportation of that waste they are committing an offence which can be discharged by a £300 fixed penalty notice. An authorised officer can also require any occupant of a vehicle to give their name and address and failure to do so could result in a fine of up to £500.

- 11.4 It is an offence to make a harmful deposit of rubbish. A Magistrates Court can impose a maximum fine of £50,000 or up to six months imprisonment. However, a Crown Court can impose an unlimited fine and up to a five year prison sentence. A Court can also require an offender to pay for clean up and investigation costs and require them to give up possession of any vehicles used.
- 11.5 An authorised officer can also issue a fixed penalty notice of an amount set by a local authority (£100 when no amount is set) to someone who has committed an offence by leaving rubbish out on the street.
- 11.6 The Environment Agency or local authority also has the power to serve notice on the owner or occupier of land requiring them to clear waste from it and the power to remove the waste themselves and recover the cost from the occupier or owner.
- 11.7 Local authorities may also make Gating Orders to restrict public access to a public highway or footpath to prevent crime and anti-social behaviour, including fly-tipping.

12. The Situation in Haringey

- 12.1 Set out below are the views of the Director of Environment on a number of fly- tipping issues in Haringey:

- **What material is dumped and in what quantities (e.g. white goods; including fridges and hazardous waste)**

Fly- tipped waste in Haringey ranges from single bags of household or commercial waste through to whole loads of waste tipped from the back of vans and lorries. The type of waste fly- tipped ranges from household waste consisting of general rubbish, to building and house clearance waste consisting of rubble, white goods and furniture. The Council has also cleared fly- tipped asbestos using specialist licensed contractors.

- **Where is it dumped?**

Fly-tipping of large loads tends to happen in locations that are not overlooked where perpetrators are less likely to be seen in the act. Fly-tipping of furniture, white goods and black bags tends to happen in residential roads, Fly- tipping of commercial waste tends to happen on main roads or in the back alleyways behind businesses.

- **Are there any places where it consistently reoccurs?**

There are a number of locations recognised as being fly- tipping 'hotspots' where there is a history of waste being dumped and these can be targeted for direct remedial action. However, a significant

number of fly tips are at random and unpredictable locations and more imaginative and indirect actions would be required to stop fly-tipping occurring there.

Geographically, evidence suggests that the east of the Borough suffers more than the west of the Borough from fly-tipping. For instance, in May 2006, information available suggests that two thirds of the fly-tipping that happened took place in N17 and N15, whereas these two postcodes only account for just over one third of the roads in the borough.

- **Is there anything about the dump sites which facilitates fly-tipping?**

Locations that are not overlooked are vulnerable to fly-tipping. Unfenced land is also vulnerable. Some dumping 'hotspots' are cleared on a regular basis by the Council's fly tipping removal services. However, the swift removal of fly tips at 'hotspots' can give the impression that it is acceptable to fly tip because it will be cleared regularly, thereby encouraging further fly-tipping.

- **Are there any timing or seasonal patterns?**

Historical fly tip removal and resident fly tip report information suggests that there is increased dumping in the spring. However, this link is quite weak.

- **What do we know about the offenders?**

Fly-tipping on residential roads tends to be from residents. On main roads and in the alleyways behind, fly-tipping tends to be from shops and businesses and also from flats above shops.

- **Does organised fly-tipping occur?**

Officers do not believe that there is organised fly-tipping in the Borough. However, it is believed that there are a small number of prolific fly-tippers who between them may be responsible for a significant proportion of the fly-tipping from vans and lorries.

- **What do we know about the wastes' origins?**

It is believed that small scale fly-tipping tends to originate from within Haringey. A proportion of larger scale fly-tipping using vans and lorries may come from outside the Borough but this is difficult to quantify as, very often, fly tips do not contain evidence of origin. Anecdotal evidence from enforcement work with the police where vehicles carrying waste are stopped at road blocks, suggests that half of those vehicles found carrying waste without a waste carrier licence come from outside the Borough. However, it does not necessarily follow that

waste being carried without a waste carrier licence would always be fly-tipped rather than taken to a legitimate disposal point.

- **Is the problem constant, getting bigger or smaller?**

The number of fly tips collected and recorded by Haringey Accord has been fairly constant at between 4,500 to 5,800 per month during the last year.

- **Arrangements for removing rubbish dumped**

The Council has arrangements for removing fly tips from public highways and housing land through the integrated waste management and transport contract with Haringey Accord. The price paid for the service is set and does not vary according to the number of fly tips removed.

For hazardous or special waste, separate collection arrangements are made according to the type, quantity and location where the fly-tipping has occurred.

Enforcement action can be taken against landowners who have fly-tipped waste on their land, requiring them to remove it.

Enforcement action cannot be taken where waste is fly-tipped on unregistered land. The Council has funding for the clearance of such sites. This funding has been used not only to clear sites but also to prevent fly-tipping by fencing, gating and bollarding. This service has been carried out at some sites in partnership with the Probation Service where offenders with unpaid community service orders help to clear the sites with back up from the Waste Management Service.

- **Enforcement action taken including number of successful prosecutions and sentences given.**

There have been a number of successful prosecutions for fly-tipping. However, using the "Enforcement Concordat", the emphasis is generally upon advice and education in the first instance followed by fixed penalty notices. Under the Cleaner Neighbourhoods Environment Act the Council can use fixed penalties to deal with a wider range of offences and they are a faster and more convenient tool for enforcement, and achieving the required outcomes, than prosecutions. There is, however, value in taking cases to court as this provides the opportunity for the Council to publicise successful prosecutions as part of the range of indirect actions that can reduce fly-tipping.

13. Action taken in Haringey to prevent Fly-tipping

- 13.1 It is widely recognised that a council waste management arrangement will have an impact on fly-tipping; i.e. charges or lack of civic amenity

sites encourage incidents of fly-tipping. Set out below, therefore, is a summary of Haringey's waste management arrangements

- **Trade waste arrangements**

The trade waste function is carried out on behalf of the Council by Haringey Accord. The Council has encouraged Haringey Accord to provide a range of competitively priced collection services that suit businesses in Haringey, especially small businesses that are unlikely to be serviced by private sector waste collectors due to low profit margins. The availability of reasonably priced services makes it more likely that businesses will have proper waste collection arrangements rather than fly tip their waste.

Timed collections on a number of roads in the Borough have been introduced including Green Lanes, Bruce Grove, Turnpike Lane and High Road N17. Waste containers are not allowed on the public highway. This has led to improvements in cleanliness as waste bins on streets tend to attract fly-tipping.

- **Arrangements for storage and protection of rubbish from flats and flats above shops**

It is usually the case that flats above shops do not have any external off-street space to store waste and so household waste from these premises tends to be left outside on the public highway on a daily basis. Even on Zone 1 roads where clearance of waste happens once or twice a day this can be a problem, especially where waste is left outside just after a collection. The Council has begun to address this through the timed waste collection service as residents, and businesses, on these roads are allocated specific times when waste can be left outside. Failure to comply with these times may lead to enforcement action.

Some flats above shops are only entered through rear alleyways and this can be a problem because the Zone 1 clearance arrangements do not apply. The waste management contract allows for 3 times per week collection from flats above shops but this is not always sufficient to ensure these areas remain acceptably clean and tidy.

- **Collection service and charges for large items**

Residents can ring Haringey Accord and arrange for up to 6 bulky items to be collected for £15.

Last year the Council introduced a free bulky items collection service for white goods, TVs, PC monitors, gas cylinders, car batteries and car tyres. This service was introduced in response to the new Waste Electronic and Electrical Equipment (WEEE) Regulations which

required the separation of hazardous waste from the main waste stream for collection and disposal purposes.

The Council provides households that have front gardens with a once per year free community clear up service for up to 15 large items. Qualifying householders are notified by leaflet drop one week before the service comes to their street giving them advance notice and time to put out their unwanted items.

For households without front gardens the Council also provides a community skip service where bulky items can be brought directly from households and placed into the skip. This is also notified in advance by leaflet and is very carefully monitored to avoid abuse by unauthorised persons.

- **Use and location of civic amenity sites**

The Council now has two re-use and recycling centres. The Park View Road site has been up and running for many years and a second re-use and recycling centre was opened in Hornsey in March 2006. The Park View Road site being in the far east of the Borough was not very accessible for residents in the west of the Borough. The new site redresses this imbalance. The extent to which decisions taken by neighbouring authorities on their waste management schemes, e.g. increasing the charges for collections of large items, may have an impact on fly-tipping in this Borough especially if there is a suitable site near the Borough boundary where rubbish can be fly-tipped is not known. The Council also takes or could take the following action to prevent or deter fly-tipping:

- Through the Better Haringey campaign, publicity can be given to problems caused by fly-tipping and to the outcomes from successful prosecutions so as to act as a deterrent for others.
- Education initiatives. Again, through the Better Haringey campaign, the Council can raise awareness of the availability of free collection services and how to access the charged collection services.
- Problem with high population turnover. There is a problem with fly-tipping taking place as transient residents move in and out of the borough. The rise of property letting and houses in multiple occupation have contributed to fly-tipping problems and quite often this fly-tipping takes place in front gardens rather than onto the public highway. This could potentially be targeted through an education campaign and through closer working links with registered social landlords.
- Action taken to make land where fly-tipping occurs more secure. The Council ran a successful alley gating project in recent years to prevent fly-tipping and other criminal behaviour in alleyways and rear pathways. Enforcement notices can also be served on landowners

which require them not only to clear land that has been fly- tipped but also to secure it from further fly- tipping. Under the unregistered land clearance project, a number of sites have been treated with measures to prevent further fly- tipping in future. This work will be continuing this year.

- Use of CCTV. The enforcement service has been investigating the use of CCTV to deter fly- tipping and to capture evidence to be used against fly-tippers. This work is in its early stages but some good evidence recently captured on CCTV in South Tottenham may provide the Council with an opportunity to take a test case forward. The use of CCTV is the subject of a separate review.

14. Experience Elsewhere

- 14.1 Encams (formerly the Keep Britain Tidy Group) was commissioned by both Barcelona and Madrid City Councils to undertake technical studies to identify the causes of and solutions to the unsatisfactory standards present in some parts of the two cities. In both case Encams made a number of far reaching recommendations which were fully implemented and have had a marked effect on environmental standards.
- 14.2 **Walsall Borough Council** has developed a web site facility for members of the public to report fly-tipping incidents and request the clearance of dumped materials. This Council also has special liveried vehicles (litter hit squad) to collect fly-tipping materials and believes that the conspicuous presence of these vehicles raises the profile of the problem.
- 14.3 **Liverpool**, who suffer from fly-tipping of building and household waste in alleys and service roads to the rear of terraced properties has erected full size gates at the entrance to alleys and provides essential users with keys. They claim that this scheme has had measurable success in the areas where it has been adopted.
- 14.4 **Buckinghamshire** were concerned that each year the recorded level of fly-tipping increased by approximately 20%. To counter this they launched a countryside partnership campaign involving the County Council, 4 District Councils, the Environmental Agency and the Thames Valley Police. They claim that early indications are encouraging and that so far 18 people have been prosecuted and the number of fly-tipping incidents has fallen by 23% compared to 2003 levels.

15. Areas which could be scrutinised.

- 15.1 Members could decide if they wished to scrutinise the problems associated with one particular type of waste, construction waste or to look at one particular aspect of the problem, e.g. preventive measures including education, enforcement or the action taken to clear up fly-tipping where it occurs. In view of the complexity of this subject members

might wish to do a small review into specific aspects of fly-tipping and to recommend that consideration be given to carrying out a full scrutiny review next year.

- 15.2 Specific issues which might be looked at are set in the scoping document attached as Appendix A.

Appendix A

FLY-TIPPING – SCRUTINY SCOPING REVIEW

Terms of Reference

To determine how it is possible for the Council to improve the way in which fly-tipping is dealt with in Haringey so as to provide a more cost-effective, responsive, environmentally friendly service.

Reasons for Review

There is widespread concern both at national and local level about the environmental and financial cost of fly-tipping which is an essential component of "Better Haringey".

Fly tipping is a complicated subject and a wide-ranging review of this area could take many months to complete. In order to ensure this review is properly focussed and is likely to achieve maximum effect it is proposed that scrutiny should be concentrated on either prevention, the fly tipping removal process or enforcement. It is always possible after the initial review is completed to scrutinise other aspects of the subject.

Membership (at present)

Councillor Winskill (Chair)
Councillor Aitken
Councillor Hare
Councillor Lister

Scope of Review

Some of the following issues could be considered:

1. The extent of the problem in Haringey, including:
 - whether there are specific areas where fly-tipping occurs – including a map showing the hot spots
 - the incidence of organised fly-tipping
 - the types of waste dumped (e.g. white goods including fridge's hazardous waste etc) and who dumps it.
 - the way the Council responds when fly-tipping occurs
 - the problems caused by speedy removal of fly-tipped materials and how these might be addressed
 - trade waste arrangements and how we improve arrangements to reduce fly-tipping
 - skip management and the control of building waste
 - arrangements for the storage and collection of rubbish from flats and flats above shops
 - waste management arrangements on housing estates

- the processes for reporting fly tipping, the action taken and cost
 - the way in which the Client side take up such matters with the Council's contractors, including information about existing contractual arrangements and possible improvements when they becomes due for renewal.
 - the preventive action which could be taken by the Council including the publicity given to the problems caused by fly-tipping, education initiatives, the latest research, arrangements and charges for collecting and disposing of large items like fridges and the use and location of Civic Amenity Sites.
 - the effect of EEC and Government waste management legislation
 - London wide problems and the effect of neighbouring borough's waste management policies on Haringey
 - the problems caused by unlicensed waste operators and the action which might be taken including warning users of such service that they face heavy fines
 - the resources available to resolve fly- tipping issues and in particular the situation regarding the additional resources being made available for this purpose. The ways in which complaints about fly- tipping are actioned.
2. The legal position re fly- tipping on Council and non-Council land and the sanctions available to the Council.
 3. The action which might be taken to explain the Council's waste management policy to new residents.
 4. The role of the Environment Agency and the Police and the scope for partnership arrangements.
 5. What should be the enforcement priorities and policy for fly- tipping.
 6. The position regarding the use of CCTV – this is the subject of a separate review.
 7. The inclusion where appropriate in planning permissions of conditions regarding effective waste disposal arrangements during construction,
 8. Whether there should be set criteria for prioritising the removal of fly-tipped waste depending on it location and type, i.e. potentially dangerous waste
 9. The possibility of action through the Local Crime and Disorder Reduction Partnership and should safer Neighbourhood Teams be more involved?
 10. Whether there are powers and enforcement strategies that if used would improve the situation, for example the use of Anti Social Behaviour Orders and vehicle seizures?
 11. Compare the Council's performance indicators with those for other Boroughs to identify whether there is an excellent authority the Council can learn from.
 12. Whether there should be set criteria for prioritising the collection of particular types of waste first?
 13. Whether greater use could be made of the national fly- tipping database and the feasibility of inter-borough action to identify and prosecute offenders?

Possible witnesses

1. Council Officers (Environment, Housing, Town Centre Manager) and if appropriate the Lead Members
2. Waste service providers including ACORD and other providers.
3. Business representatives e.g. North London chamber of Commerce Institute of Directors.
4. The Environmental Agency, Community Volunteer Service, ECAMS, Institute of Waste Management, Jill Dando Institute of Crime Science and the Police.
5. Other Local authorities, if any, who are dealing with this issue in an innovative way
6. Local Government Agencies and the GLA and Capital Standards
7. CCTV providers
8. Experts – if any identified

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Research into Fly tipping

Who Fly tips

Domestic dumping is the most widespread form of fly-tipping. It is normally household waste (which is dumped at the wrong time or place) or waste which is not picked up as part of normal waste collection services; such as garden refuse and bulky items like unwanted furniture.

Small scale **commercial fly-tipping** is normally caused by tradesman or businesses wishing to avoid paying for waste collection and disposal services¹

Organised fly-tipping i.e. Large scale commercial dumping is motivated purely by money and covers all illegal dumping by companies or individuals who have been paid to dispose of this waste.² Large scale dumping ranges from one man with a van through to highly organised gangs. It has been estimated that people involved in organised illegal waste disposal can profit by up to £1 million a year.³ It has been suggested that those involved are highly organised, dangerous individuals and even that, “drug barons are moving out of drugs and into fly tipping. There is more money in it and less risk”⁴.

The Construction industry is a major generator of waste and construction and demolition waste is the most expensive to remove. Several trucks can dump several tonnes of clay, bricks and concrete etc in one visit which has a severe effect on the environment. Its removal is also both expensive and time consuming.

Breakdown Of Waste Tipped

A survey by Encams⁵ (formerly the Campaign to Keep Britain Tidy) gave the following breakdown of the type of waste fly-tipped::

Domestic refuse –	21%
Construction wastes –	21%
Other commercial wastes-	20%
Landscape wastes –	13%
Bulky household items –	12%
Travel and transport related –	8%

¹ Clearing fly tipped waste from land: Partial regulatory impact assessment –Defra 2004

² London Assembly Environment Committee 2004

³ Consultation on statutory direction to the environment Agency and waste collection authorities on the unlawful disposal of waste – Defra February 2004

⁴ London Assembly Environment Committee 2004

⁵ Local Environmental Quality Survey of England 2003/4

Other miscellaneous materials – 5%

Reasons why People Fly Tip

According to the Chartered Institute of Waste Management⁶, the reasons why people feel empowered to fly tip may be summarised as '*no-one told me I couldn't tip if there; there are no signs to say you can't and everyone tips there*'. Defences normally offered when the dumper is prosecuted also include:

- The bin men are too lazy to take it
- What else can I do
- It will rot down
- My bit won't make any difference
- The Council charges a fortune for shifting it; what do you expect?
- The tip is never open when you need it.

The Institute suggests that while none of these reasons are acceptable, an insight into the rationale of the fly-tipper provides useful information on what kind of waste management infrastructure is needed in an area. They therefore believe that such information should be used to assist waste collection and waste disposal authorities that are developing services.

Where Does Fly Tipping Occur

It has been suggested⁷ that fly-tipping occurs in areas which are assessable, secluded and have other accumulated waste, e.g. waste lands, construction sites and industrial areas. Accessibility depends on what is being dumped. For small tips items within walking distance of the source, e.g. private skips, secluded pathways etc. For larger quantities where vehicular access is required, no through roads, lay-bys, and car parks are more accessible.

Problems with smaller trade waste tends to be in areas where there are shops or high density of commercial activity and large scale construction and demolition tipping in areas where there are significant construction and redevelopment projects, low density housing areas and transport facilities such as station car parks. High density residential areas will tend to have problems with domestic dumping.⁸

The Jill Dando Institute of Crime Science has suggested a number of points for action⁹ including:

- "The observation that certain kinds of location are at risk of large scale tipping raises the possibility of pro-active action to protect such sites.

⁶ Local Environmental Quality a guide to good practice published by the Chartered Institute of Waste Management (September 2005)

⁷ Report for Department of the Environment on technical aspects of controlled waste management (Coggins and Cooper 1991)

⁸ A problem-orientated approach to fly tipping (Webb and Marshall) published by Jill Dando Institute of Crime Science

⁹ Ibid

Further research would enable the risk factors to be more clearly defined, and at risk sites to be better identified and protected.

- Attention should focus on emerging areas at risk rather than specific locations. Strategically placed CCTV cameras or automated number plate readers might be worth considering.”
- “Serious consideration should be given to facilitating the legitimate disposal of contaminated waste, and reducing the ability of fly-tippers to justify their behaviour to themselves.”
- Develop a system and infrastructure to support the analysis of offender networks and to join up with other enforcement systems.
- Making more use of scientists to increase the availability of forensic evidence with which to support a prosecution.
- Encouraging organisations such as local authorities that commission large-scale developments to include good waste disposal as an important bid assessment criterion.
- Encourage local authorities to include effective waste disposal as an assessment criterion for all planning applications and building control inspection.
- Development of an intelligence system that enables a picture of offenders, their networks, their relationships, behaviour and modus operandi to support the development of offender-focused crime reduction strategies.

The Institute suggests, amongst other things, that local authority analysts will want

- To analyse specific problems in their area, identify their causes and the factors that contribute to particular hot spots.
- To devise and monitor strategies to tackle them.

As indicated in the report the Institute have been commissioned to do further work in this area and to help develop good practice.

Public Opinion

According to MORI and local surveys people are more concerned about the quality of their local environment than almost anything else.¹⁰

At the last customer satisfaction focus groups exercise participants expressed the view that more should be done to “make an example of fly-tippers, litterers and dog-foulers via enforcement action.” Bruce Grove and Northumberland Park were described as a dumping ground and dirty as a result of fly –tippers and dog fouling. More information on the focus groups’ comments are set out in Annex 1

The Organisation Involved in Combating fly Tipping

Fly tipping now involves at least three Government Departments:

¹⁰ House of Commons Library Research Paper 05/01

- The Department for Environment, Food and Rural Affairs (Defra) leads on strategy and is responsible for the work of the Environment Agency.
- The Home Office lead on tackling anti-social behaviour and are responsible for the judicial system.
- The Dept for Communities and Local Government with its responsibilities in relation to local authorities.

Agency's and other organisations involved include:

- The Environment Agency which was set up by the Environment Act 1995 and took on the function of, amongst other things, the waste regulation authorities.
- The Local Government Association who co-ordinate local authority's response to waste management initiatives.
- Local Authorities, such as Haringey, who as waste disposal authorities face the increased cost of disposing of fly-tipped waste as well as being "locally based" organisations responsible for keeping public areas clear of litter and refuse.
- Encams who carry out surveys, run campaigns and give advice on waste management.
- The Greater London Authority who run "Capital Standards" which is a four year campaign aimed at improving the cleanliness of London streets and public areas and also in providing appropriate training. The Mayor of London also wants to set standards and targets to combat fly-tipping etc.
- The National Fly-Tipping Prevention Group is a forum which identifies good practice and advises government on the problems associated with fly tipping and potential solutions. The Forum's membership includes representatives from Defra, the Environment Agency, local government associations, Institute of Waste Management and various land owning and business organisations.
- The Metropolitan Police with their role in Anti Social Behaviour Orders and Crime and Disorder Reduction Strategies as well as enforcement and prevention issues.
- The Magistrates Association who give advice to Magistrates on issues such as sentencing.
- Community Service Volunteers who organise volunteering projects.

Prosecutions

A recent survey for Defra¹¹ suggests that between 1998 and 2003 only about a quarter of local authorities have prosecuted fly tipping offenders.

¹¹ Trends in Environmental sentencing in England and Wales 2003

Extract from Customer Satisfaction Focus Group's Findings

Fly tipping

Residents living in the East are more likely to think this is a problem than those living in the West.

- Mentioned as a major problem by residents in the Bruce Grove, Northumberland Park area. Dorsett Road is given as an example, where children are reported to set fire to dumped rubbish. "It makes you feel like you live in a dumping ground."
- Fly tippers are also seen to be unafraid of any possible consequences, seen to be tipping during the day in full view of the public.
- Professional fly tippers also mentioned in the East, with one example given where a neighbour had paid a man to take away his rubbish, only to find it dumped in nearby street.

Residents in the West also mention fly tipping, but to a lesser extent and limited to a few roads:

- Queens Avenue, tenants living in large houses of multiple occupation dumping mattresses
- Near Coppetts Road, off the North Circular
- Falkland Road, N8

Suggestions for improvement

- Many did not know of the Community Skip service, and suggested it as a solution to the dumping problem. They suggest that the service should be more regular and more widely publicised, so that residents know that on a Tuesday every fortnight, they can have their bulky waste collected.
- Involving residents in evidence gathering to catch and prosecute fly tippers. One resident says, "A lot of people are too frightened to get involved and challenge fly tippers directly. But if they can contribute in small ways, by reporting what they see, they might be willing to get involved." This could include:
 - Including a 'Report A Fly Tipper' number on the Service, Contacts and Feedback leaflet
 - 'Report A Fly Tipper' advertising campaign to alert residents to the problem and encourage vigilance
 - Leafleting and putting up 'Report A Fly tipper' hotline notices in streets surrounding dumping hotspots, so that residents are aware and can report fly tipping. However, they say it is important that the campaign is sustained, by replacing notices that are removed etc.
 - Involve Residents' Associations in the areas affected
- A series of high profile enforcement stories in the media
- The 'dumping hotline' number should be advertised more widely for fast removal when fly tipping occurs. Possibly numbers on sticker on

inside lid of wheelie bin – all residents can find when needed by lifting the lid on a nearby bin.

- Remove the £15 charge for collection of bulky waste, suggesting associated promotion in the press “Now that we collect your bulky waste for free, there’s no reason to dump rubbish. Help us catch the fly tippers”
- Work with Housing Associations, e.g. Quadrant to share responsibility for their tenants tipping
- More ‘designing out’ dumping – gating or barriers to alleyways.
- More CCTV cameras at dumping hotspots.”

Agenda item:

Overview and Scrutiny Committee
on 24 July 2006

Report Title: **Scrutiny Review on the Community Safety Role of CCTV**

Report of: **Chair of the Review Panel**

Wards(s) affected: **ALL**

1. Purpose

1.1 To approve the scope and terms of reference for the Scrutiny Review on the Community Safety Role of CCTV

2. Recommendations

2.1 That the scope and terms of reference for the review be approved

Contact Officer: Robert Mack Principal Scrutiny Support Officer, Tel 0208 489 2921

3. Executive Summary

3.1 Members of the Overview and Scrutiny Committee have indicated their interest in undertaking a scrutiny review on the use of CCTV within the Borough. Independently, the Executive Member for Crime and Community Safety and the Deputy Borough Commander have also requested that the Community Safety Team undertake a review on the effectiveness of CCTV within the Borough in order to inform decisions about the future use of resources and develop appropriate options for partners to consider.

3.2 It has been proposed that these two processes be developed so that they work in tandem. This report proposes a methodology for how this could be achieved as well as a scope and terms of reference for the scrutiny review.

4. Reasons for any change in policy or for new policy development (if applicable)

4.1 N/A

5. Local Government (Access to Information) Act 1985

5.1 The background papers relating to this report are:

Review of CCTV in Haringey – Report to Safer Communities Executive Board, 12 June 2006

Assessing the Impact of CCTV – Home Office Research Study 292
To CCTV or not to CCTV – NACRO

These can be obtained from Robert Mack – Principal Scrutiny Support Officer on 020 8489 2921, 7th. Floor, River Park House

e-mail: rob.mack@haringey.gov.uk

6. Background,

- 6.1 CCTV systems have been used within Haringey for approximately ten years. There are currently several separate systems that are operational within the Borough that are run by a range of organisations including the Council, Police, Transport for London, Arriva Buses and shops. Each system has been installed for a different purpose and has a different capability. The Council is responsible for a number of these systems including ones for parking control, to detect and deter environmental crime such as fly tipping and for surveillance in alleged cases of anti social behaviour. There are currently two control rooms, one for parking control and one operated for community safety purposes.
- 6.2 There are increasing demands by residents for CCTV. However, very little analysis and evaluation has been done into its effectiveness in deterring and detecting crime and whether it is providing value for money. Such national research that has been undertaken has shown CCTV to have had mixed results and to not always have delivered the expected or assumed reductions in crime and the fear of crime.
- 6.3 The last review of CCTV usage in Haringey took place five years ago and the last strategy was developed in 2003. Since that time, the number of cameras in Haringey has increased, together with technological advances in their operation. In respect of crime and community safety, CCTV is only one tool and must be operated in conjunction with other appropriate strategies in order to be fully effective. A plan is therefore required by the Council and its partners to determine how to use CCTV most effectively as a community safety device as well as how to improve co-ordination between the various different systems.
- 6.4 A scrutiny review of CCTV and its role was requested by Members and is included in this year's workplan. In addition and independently, the Executive Member for Crime and Community Safety, Councillor Nilgun Canver and Deputy Commander Gerry Leitch have requested that the Community Safety Team undertake a review of CCTV. In particular, they feel that it should include an independent element so that it can be seen to be impartial. The issue was discussed at the Safer Communities Executive Board (SCEB) and it was proposed that the two projects would be developed so that they complement each

other. The scrutiny review will aim to assist the Safer Communities Partnership in making decisions on how the systems should be developed.

7. Objectives and Methodology

7.1 The overall objective in reviewing the operation of CCTV will be to determine:

- Whether it is working as effectively as it could towards enhancing community safety; and
- If it is providing value for money.

7.2 The outcomes and recommendations of the scrutiny review will aim to assist the Safer Communities Partnership in making decisions about future installations, development and resourcing.

7.3 The Community Safety Team will work with an **external** contractor to undertake detailed work including:

- Canvassing the views of CCTV providers, users, tasking group, Members and the public, including a questionnaire for users of systems.
- An audit of the coverage, purposes and uses of existing CCTV systems.
- An evaluation of the effect of CCTV on deterring and detecting crime and reducing fear of crime.

This will be achieved through engaging someone full-time on a 2-3 month contract to work solely on the review. They will assist with the work of the Scrutiny Review Panel and report periodically to them on progress with their work as well as reporting to SCEB.

7.4 The Scrutiny Review Panel will:

- Interview relevant stakeholders to obtain their views
- Consider relevant documentary and research evidence
- Visit key locations such as the CCTV control room
- Look at best practice elsewhere to ensure that CCTV is being used in the most effective manner.
- Consider and make appropriate recommendations on the options for future development proposed by the Community Safety Team
- Provide an element of external challenge

8. Terms of reference

“To consider the effectiveness and value for money of CCTV in contributing to community safety and to make recommendations on options for improving co-ordination between different systems, future installations and maximising its effectiveness”

9. Lead Scrutiny Member:

9.1 Councillor Matt Davies (Chair)

10. Adviser to the Panel

10.1 In order to help inform the deliberations of the Panel, consideration may wish to be given to the appointment of an external adviser to the Panel. Such a person would not be a Member of the Panel but would provide independent impartial advice. It is suggested that such a person would need to have an extensive knowledge of issues concerned with inclusion as well as an awareness of current issues and best practice. It should be noted that the budget for such advice is limited. Possible options for such an appointment are currently being explored together with the Community Safety Team. A final decision on any appointment will be undertaken in consultation with the Chair of the Panel.

11. Key Stakeholders:

Councillor Nilgun Canver (Executive Member for Crime and Community Safety)
Councillor Brian Haley (Executive Member for Environment)
CCTV Co-ordinator
Police Service
Safer Communities Manager
Wood Green Town Centre Manager
Director of Environmental Services
Transport for London
Manager of ABSBAT Team
Residents' organisations
Neighbourhood Watches

12. Timetable

12.1 The review will be aiming to complete its evidence gathering by December and reporting early in 2007.

13. Provisional Evidence Sessions:

Meeting One: Setting the Scene

Aim: To gain an understanding of the key issues in respect of CCTV and its use for community safety purposes within the Borough and in particular:

- A description of the main schemes in operation
- Their purpose and intended benefits
- How they are co-ordinated

Background Information: A report summarising the number of systems in operation within the Borough, how they work, their location and their perceived effectiveness

Possible Witnesses:; Safer Communities Team, CCTV Co-ordinator, relevant Executive Member(s).

Meeting Two:

Aim: To obtain the views of key partners (1)

Possible Witnesses: Police Service, ASBAT Team Manager,

Meeting Three:

Aim: To obtain the views of key partners (2).

Possible Witnesses: Transport for London, Environment Service

Meeting Four:

Aim: To obtain qualitative evidence on the perceived effectiveness of CCTV by using a small number of installations as case studies. This will be undertaken by hearing from a selective number of local residents organisations on particular schemes and, in particular, finding out if their expectations have been met.

Possible Witnesses: Residents Associations, Neighbourhood Watch

Meeting Five:

Aim: To receive feedback and options from the detailed work undertaken by the Safer Communities Team.

Background Information: Detailed information on results of work undertaken by Safer Communities Team.

Possible Witnesses: Safer Communities Manager

Meeting Six: Plenary Session - Conclusions and recommendations

Aim: Sift evidence gathered and make recommendations for improvements.

Background Information: Issues paper summing up the evidence received to date as well as highlighting key issues.

14. Visits

- 14.1 Arrangements will be made for the Panel to visit the CCTV Control Rooms. In addition, consideration will be given to visiting a similar local authority that either has addressed the issue in a distinctive or innovative way or is perceived to have a particularly effective system(s). Guidance on this will be obtained from the Panel's adviser and/or local stakeholders.

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SCRUTINY REVIEW OF CCTV – DRAFT PROJECT PLAN/TIMETABLE

No.	Task	Start date	Finish date
1.	Stage 1; Development and Preparation		
1.1	Approval of final arrangements for project by Overview and Scrutiny Committee		24 July
2.	Stage Two - Review Process		
2.1	Meeting 1: Community Safety Team/CCTV Co-ordinator to provide a scene setting presentation including: <ul style="list-style-type: none"> • Current CCTV usage for crime and community safety • How the systems work • Who operates them 	4 September	8 September
2.2	Visit to control room	11 September	15 September
2.3	Meeting 2; Evidence from key partners (1)	18 September	22 September
2.4	Meeting 3; Evidence from key partners (2)	2 October	6 October
2.5	Meeting 4; Residents organisations etc.	16 October	20 October
2.6	Meeting 5; Results of detailed research/audit/preparation of options	30 October	3 November
2.7	Meeting 6; Formulation of conclusions and recommendations	20 November	24 November
3.	Presentation of Conclusions and Recommendations		
3.1	Writing up of report	27 November	8 December
3.2	Report circulated to Chair and panel for comment	11 December	15 December
3.3	Circulated to Panel for comments	18 December	5 January
3.4	Circulated to officers/partner organisations for comments on factual accuracy	8 January	19 January
3.5	Considered by Overview and Scrutiny Committee		29 January
4.	Follow up of Review		
	Executive/Partnership response to recommendations		
	Overview and Scrutiny receives progress report on implementation of recommendations		

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