

Scrutiny Review of Fly tipping

Title: Prevention of Fly tipping Scrutiny Panel Questions and answers	
Report of: Robin Payne	
Wards(s) affected: All	Item for: Discussion
1. Purpose 1.1 To supply answers to questions put to Waste Management Team and Enforcement Services by the Scrutiny Panel regarding Prevention of Fly tipping.	
2. Recommendations 2.1 To note responses to issues raised regarding prevention of Fly tipping	
Authorised by: Robin Payne	
Contact Officer: Robert Curtis	
3. Local Government (Access to Information) Act 1985	

4. Background

1. Introduction

1 Fly tipping headlines

- 1.1 In Haringey we tackle the clearance of fly tipping both proactively and reactively. We respond to reports received from residents, sweepers, councillors and council officers as well as operating a proactive service which covers the whole borough.
- 1.2 These services are operated by Haringey Accord as an integral part of the Integrated Waste Management and Transport contract.

1.3 Targets

There is one contractual target around fly tipping, which is the average time taken to remove dumped and fly tipped waste. In 2006/07, the contractual target is 24 hours or below. The service standards for this year are described as 'Green' (24 hours or below), 'Amber' (greater than 24 hours, but less than 33 hours) and 'Red' (33 hours and above).

1.4 The performance targets for Waste Management Services around dumping are:

- A local target following on from an LPSA target in 2005/06 around the number of incidences of dumped rubbish reported by residents/members received through the Haringey Accord Call Centre. The target this financial year is 375 per month (a reduction from 687 per month last year)
- Average time taken to remove dumps and fly tips (24 hours).
- Average time taken to clear dumps reported to Call Centre (24 hours).

1.5 Data collected

Haringey Accord collects a wide variety of data regarding fly tipping in the borough. Our Waste Management Service also collects data on levels of fly tipping and how quickly fly tips are removed. Part of the responsibility of our team of Contract Monitoring Officers is to report any dumps, mark these with a 'Council Aware' sticker and return to the site 24 hours later to check that the dumps have been removed.

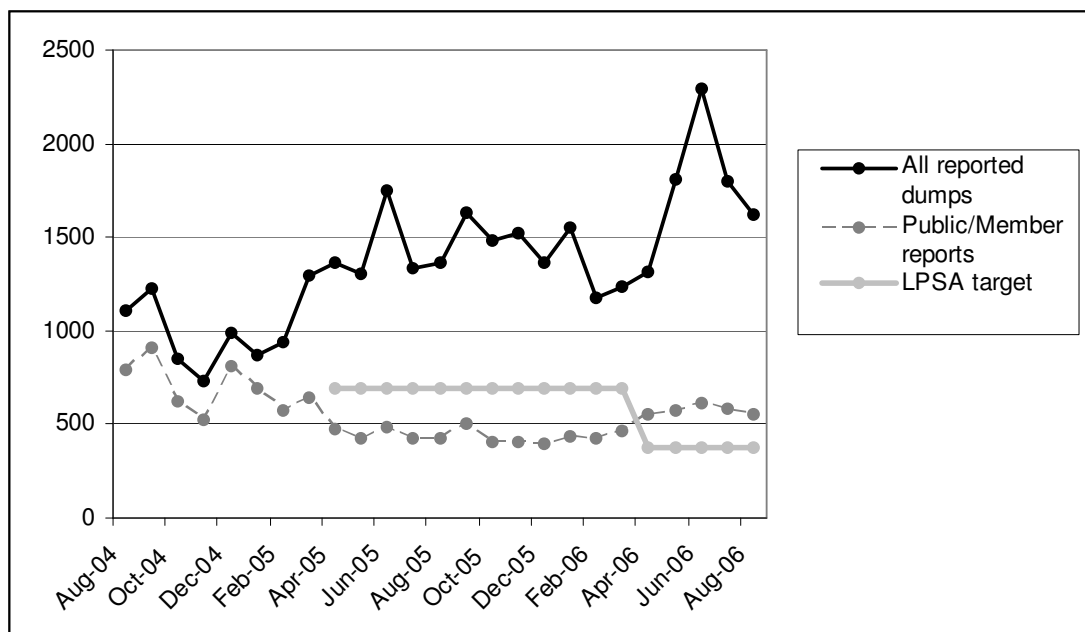
1.6 The data supplied monthly by Haringey Accord is:

- Average amount of hours taken to remove dumps and fly tips (Zone 1 & 2 roads)
- Average amount of hours taken to remove dumps and fly tips – Housing land
- Dump frequency on Housing land (by Estate Service Manager area)
- Dump complaints per post code area
- Comparison of dumped fridges vs. fridges taken away as a free collection
- Dumped fridges by post code area
- Dumps reported, broken down by residents, council staff, councillors and sweepers
- Total number of dumps collected (reported plus proactive)

1.7 Headline data trends

Based on overall number of fly tips reported from all sources, fly tipping has steadily increased in Haringey over the past two years, from a level of 1107 dumps in August 2004 to 1625 in August 2006. During the same time the number of reports from residents and Members fell to begin with but has begun to rise again. There could be a link between these two trends in that better reporting from Council Officers may result in a downward trend in the number reported by the public and Members. Figure 1 below shows the general trends as well as a seasonal peak over the past two summers. Also shown is the LPSA and post LPSA targets which demonstrate that whilst the LPSA target was met, the lower post-LPSA target has not been achieved so far this year.

Figure 1 Number of dumps reported to the Haringey Accord call centre, August 2004 to August 2006



1.8 Where dumping takes place

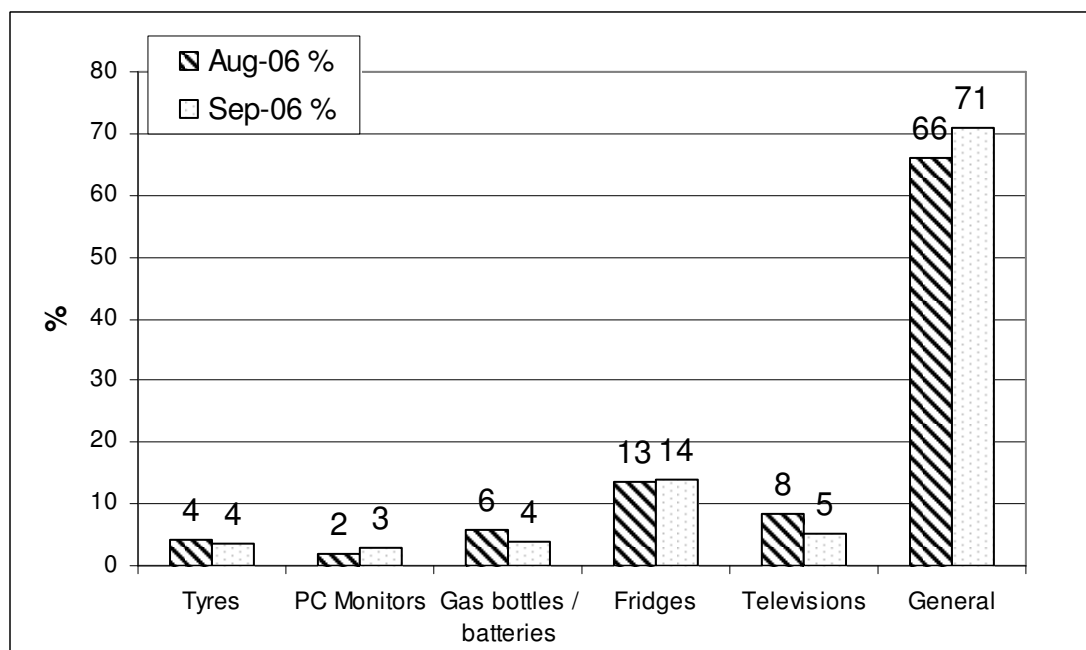
Dumping is most prolific in the N17, N15 and N22 postcode areas, which cover Bruce Grove, West Green and Noel Park. The Haringey Accord Call Centre receive the majority of dump complaints for the N17 area, which regularly make up 40-50% of all reports received per month.

1.9 Materials being dumped

Haringey Accord collects data around incidents of dumped fridges and again, N15 and N17 are the postcode areas with the highest numbers of dumped fridges, accounting for between 55-70% of dumped fridges in the borough each month. The number of dumped fridges has been steadily declining since the summer peak in June this year and we are working with the Neighbourhood Manager for Bruce Grove and West Green to distribute leaflets in the area advertising the free white goods collection service which is available.

1.10 Further analysis of the types of dumped materials was requested from Haringey Accord and the data for August and September 2006 is detailed below. The Haringey Accord Call Centre categorise waste by six headlines, including a 'General' category, which includes black bags, broken furniture, household items etc.

Figure 2 Type of material dumped in Haringey – August and September 2006



Q (2) What surveillance is undertaken on known hotspots?

- 2.1** At present there is an extensive program to deal with dumping/ fly tip hotspots. At present through the waste integration meetings partners such as Accord, Waste Management and Housing have agreed a hit list of dumping hotspots within the London Borough of Haringey.
- 2.2** Phase 1 of the project the partnership working group gave enforcement Services 32 hotspots at various locations in the borough. The scope of the work was for Enforcement to
1. Identify the issues at each location
 2. to devise an individual action plan for each location
 3. Execute the action plan and report back
- 2.3** It can be reported that all 32 sites were eradicated as dumping hotspots using long term holistic solutions devised by Enforcement Service.
- 2.4** Phase 2 of the project has begun 15 dumping hotspots were allocated to Enforcement Services for action by the Waste Partnership Board which consisted of Accord, Waste Management and Housing. The 15 sites selected can be divided into 10 public space locations and 5 housing land controlled locations. At present this project is still ongoing.

Q (3) To what extent does Fly tipping take place on private land? What sanctions can the Council take?

- 3.1** At present the Enforcement Services does not keep a specific database that monitors fly tipping that takes place in private land. In the month of October 2006 Enforcement Services has gone live with a new database called M3. It is proposed that this

database will capture all work carried out by the Service and will give the availability for the service to generate reports giving information of this nature.

3.2 However, Environmental Crime Group does keep databases of the following work which may give some indication of the extent of fly tipping that takes place on private land.

- Cleansing notices issued on private land
- Prevention of damage by pests act 1948 (PDPA) issued on private land
- Works in default notices
- Better Haringey eyesores project "PID"

3.4 To what extent does fly tipping take place on private land? What sanctions can the Council take?

3.5 Where dumping occurs on private land, the Council can issue an enforcement notice to the landowner, requiring them to clear the land. Enforcement colleagues have issued just over 1000 such notices since the beginning of this financial year.

Q(4) In respect of individual sites what is being done to educate offenders?

What Warnings are given?

What Enforcement action has been taken and what effect has this had?

What success has there been – how many prosecutions – are they publicised?

Is there more that can be done?

4.1

- With respect to individual sites a lot of work has been carried out to educate offenders throughout the borough. Where possible warning notices have been erected on site giving clear indication that if fly tipping occurs that it is an offence and action will be taken. Environmental Crime Group Officers engage with the local community by systematically visiting commercial premises, issuing warning notices and blanket leafleting the local area with regard to collection times and banding times for waste. Further to this Environmental Health Officers that carry out scheduled health checks on food premises have now been trained and instructed to ensure that commercial food premises have commercial contracts to deal with their waste.
- The Enforcement Concordat states that education, advice and warnings are given to the local community to prevent fly tipping/dumping. Please see appendix for warning notice database. In line with the Enforcement Concordat fixed penalty notice (FPN) are also issued as a warning to prevent domestic and commercial fly tipping/dumping (please see FPN database in appendix)
- With regard to Enforcement action this has been carried out throughout the borough on many levels. In line with the Enforcement Concordat enforcement can be divided into three areas.
 1. education and advice which leads to compliance
 2. warning which leads to compliance
 3. Prosecution/formal caution which leads to compliance

Please see appendices for the databases that show all three of these categories and their outcomes.

4.2 Enforcement successes are publicised in the following way:-

1. Leaders Brief
2. Members Enquiries
3. Area Assembly Meetings
4. Safer Neighbourhood Ward Panel Meetings
5. local Newspapers

Q (5) Is anything being done to make sites more inaccessible?

What legal action has been taken and how effective has this been?

Are successful cases publicised?

Could more legal action be taken?

- 5.1** At present where possible all efforts are being made to make known fly tipping/dumping sites more inaccessible to offenders. However, this is very difficult as often officers will have to deal with intricate legal issues and high cost implications. Nevertheless in April 2006 the Cleaner Neighbourhoods Environment Act 2005 became available to Enforcement Officers. In this act there is a section that gives local authorities the power to require private land owners to gate entrances to their land to stop environment crime issues such as fly tipping/dumping. This is a new power that has not been fully used by London Borough of Haringey.
- 5.2** There have been successful cases with regard to the better Haringey eyesores project where through partnership with rail track known fly tip/dumping hotspots owned by this large organisation have been cleared and made more inaccessible to illegal fly tippers. These cases have been publicised.
- 5.3** With regard to more legal action being taken the answer is yes but it is a question of more resources and expenditure.

Q (6) Information of the use of CCTV, anti social behaviour orders and vehicle seizures to prevent fly tipping.

Are there CCTV's being used for other purposes which could be utilised?

- 6.1** Currently Environmental Crime Group control 10 CCTV cameras. Environmental Crime Group also works in partnership the boroughs central CCTV unit gaining access and use to the entire CCTV network for the borough when available on request. A recent operation in Herbert Road using CCTV in partnership with the police illustrated how effective CCTV can be with regard to preventing, detecting and prosecuting fly tipping/dumping offenders. (Please see appendices for data on Herbert Road project).
- 6.2** As the panel is aware there is a whole range of CCTV cameras that are used for various purposes through out the London Borough of Haringey. Two categories as examples of this is CCTV cameras used for by parking solutions and CCTV cameras used against antisocial behaviour and crime prevention. Although these cameras are under the control CCTV command centre and have specific tasks on request and if the resource is available some of these CCTV cameras have been redesignated on occasion to assist Environmental Crime Group Officers in dealing with detection and or prevention of fly tipping/dumping in the Borough.

**Q (7) Is the pan-London agreement of Fly tipping now in place?
If so how effective has the Environment Agency been in this borough?**

- 7.1** Flycapture is in place. Environmental Crime Group regularly input data to this Environment Agency database on fly tipping/dumping.
- 7.2** Environmental Crime Group has linked with the Environmental Agency. The Environmental Agency has been invited to attend and participate in various operations such as tailgate. During operation “Stop-Its” the Environmental agency website is an integral part of the operation in that it identifies whether a commercial waste vehicle is registered to carry waste and therefore integral information as to whether an offence has been committed.

8) How Haringey compares with neighbouring boroughs. Cost comparisons on waste collection and charges for collections, availability of services and any impact this has on Haringey.

- 8.1** The cost for the services to remove fly tipping on public land (including land under Homes for Haringey ownership) is an integral part of the Integrated Waste Management and Transport contract. This is a fixed cost of £723,000 per annum, for which Waste Management Services are invoiced monthly.
- 8.2** Because the cost of removing waste is not a performance indicator, we do not have comparison data with other boroughs.
- 8.3** Haringey Council offers a range of collection services for residents which are outlined below. In addition, Waste Management Services operate two reuse and recycle centres at Park View Road, N17 and Hornsey High Street, N8 for those who have access to transport.

Table 1 Summary of collection services in Haringey

Collection Service	Frequency	Cost to residents	Items collected
Community clear ups	Once per year to eligible households	Free	All bulky items except hazardous waste, green waste and building waste
Free white goods collection	On demand	Free	Fridges, freezers, washing machines, dishwashers, ovens, IT equipment, gas bottles, car tyres and car batteries
Charged bulky waste collection	On demand	£15 for 6 items	All bulky items except hazardous waste
Community skips	By organisation with waste management team	Free	All bulky items except hazardous waste, green waste and building waste

- 8.4** As table 1 shows, Haringey Council has charging policy for the removal of household bulky items, if residents choose not to make use of the free facility at our two Reuse and Recycle Centres. The take up of this service has increased slightly since last year. The average number of special collections so far this calendar year is 494 per month, compared to the average number of collections over the same period last year of 476 per month.
- 8.5** An evaluation of Council bulky waste collection services in England has been recently published in the Chartered Institute of Waste Management's Scientific and Technical review. The study reviewed the bulky waste collection methodology for 354 waste collection authorities (WCAs). The study found that 75% of WCAs charge for bulky waste collection at an average cost of £18 for three items. The study also found that there has been a widespread shift from free collections to a charging system. In 1998/1999, 56% of the waste collection authorities in England and Wales offered a free bulky waste collection service, compared to only 25% of collection authorities in 2005. Of the Councils that do charge, 43% give discounts to residents on low incomes. The WCAs most likely to provide a free service are those serving densely populated, less affluent metropolitan areas. This supports the unique situation in London where 44% of London boroughs provide a free collection service.
- 9) What use does Haringey make of Fly Capture and how this helps to monitor the situation?**
- 9.1** Waste Management and Enforcement have submitted data to the fly capture system monthly, since April 2004.
- 9.2** The data entered onto Fly capture for the total number of fly tips in Haringey is made up from two sources of information. The first is the total number of calls to the call centre; these are known as reactive clearances and are detailed in figure 1 above. The second is the total number of dumps collected without a report having been made by anybody; these are known as proactive clearances. Proactive clearances are recorded and reported by Haringey Accord dumps clearance teams who automatically clear dumps from main roads and known dumping hotspot locations on a daily basis.
- 9.3** Fly capture data has some use in that trend data of different authorities can be compared. However, as there is no common standard for how this information is captured, care needs to be taken when seeking to draw absolute conclusions about the relative scale of the problem in different boroughs. For example, data on Fly capture for Hackney shows that there are 2/3 fly tips per day compared to 160 per day Haringey. It is unlikely that the two boroughs have fly tipping levels that are so distinctly different. A two-pronged approach to this issue needs to be adopted.
- 9.4** Firstly, actions need be taken to reduce and prevent dumping at known hotspots that are the subject of regular reports from residents and Members. This will help bring the level of reporting down to or below the target shown in figure 1. But, perhaps more importantly, a reduction in the number of reports made by residents and Members will create a better image of the council and the borough because the lower the number of reports received, the less likely it will be that residents perceive fly tipping to be a problem.

- 9.5** Secondly, a study of the collection, recording and reporting of proactive fly tip clearances needs to be conducted to determine the accuracy and validity of the figures supplied by Haringey Accord. The results of such a study are likely to have an effect on the data fed into Fly capture for Haringey each month.
- 9.6** As part of our current Fly Tip Action Plan, actions are currently on-going to try to reduce the numbers of reports made by residents and Members based on a list which has been prioritised to deal with the worst locations first. In the last few months a gentle decline in this figure has begun but this will need to be accelerated if the annual target is to be met. With regard to proactive fly tip clearances, a one week study of the service is planned. This will require officers to accompany four dumps clearance rounds per day over a 7 day period to capture information in real time. This will be used to validate Haringey Accord data over the same period and to compare with historical data.
- 9.7** The information fed into fly capture will be used to determine whether boroughs are dealing with fly tipping effectively or not. This will be known as BVPI 199d. Scores achieved will relate to how well a borough performs at reducing numbers of fly tips combined with how effective they are at taking enforcement action. It follows that it is quite feasible for a borough like Haringey with apparently high levels of fly tipping to achieve a good score for BVPI 199d provided they can demonstrate that numbers of fly tips are decreasing whilst numbers of enforcement actions are increasing.

Q (10) The current role of the Environmental Agency, the police, Safer Neighbourhoods Team, Crime and Disorder Reduction Partnership, local residents, amenity groups and possible further scopes for partnership working.

10.1 The London Borough of Haringey through the Environmental Crime Group is regarded as a lead authority in joined up seamless working with its partners such as the police, local residents, pressure groups and other partners. Good examples of this partnership work can be shown in the following:

- Tailgate
- Stop it
- Side by side

10.2 This is particularly developed through the police liaison officer in the past and now the Safer Neighbourhood Teams which cover the 19 wards of the London Borough of Haringey (Please see appendices for examples of joint working and its success).

Q (11) What problems are caused by unlicensed waste operators and what legal action does the Council take against them? Including warning users of legal consequences.

11.1 It is not quantified what problems are caused by unlicensed waste operators. However it is believed commonly by local authority enforcement officers that unlicensed waste operators are more than likely to illegally dump their load than

dispose of it lawfully. It is identified by the Environmental Crime Group that in the past waste carriers have held the perception that they could do what they like within the London Borough of Haringey. Since April 2005 through the Cleaner Neighbourhoods and Environmental Protection Act enforcement officers have been carrying out regular joint operations against unlicensed waste carriers through operation Stop-it. Through the CNEA 2005 enforcement officers assisted by the police have the power to stop and search and issue a £300 FPN to an unlicensed waste carrier. These operations have been successful in that the Environmental Crime Group has created a risk to any unlicensed waste carriers that enter the London Borough of Haringey. Furthermore licensed waste carriers that are stopped can see that the Council is actively trying to regulate the situation and support legitimate licensed waste carriers. To date enforcement officers have had positive feedback from licensed waste carriers.

11.2 Operation “Mystery Shopping” is a string operation carried out by Heavy Enforcement Team (HET) to create a risk to unlicensed waste carriers that operate within the London Borough of Haringey. Local papers are searched to find “man with van” adverts using RIPA authority the waste contractor is contacted and asked to come to a specified location to remove and dispose of waste items. On arrival to the site HET and Police officers engage with the individual and check that he is a registered waste carrier. If the contractor is a registered waste carrier the reason for the operation is explained fully and to date positive feedback has been given to officers. If the contractor is found to not have a licence to carry waste a £300 FPN is issued on spot.

Q12) What is being done to educate traders and Residents? Publicity? Education Initiatives

12.1 To date Enforcement Services have instigated various programmes to educate and advise Commercial and domestic waste producers within the Borough. In line with the Enforcement Concordat scheduled enforcement operations by area based officers are began by structured leafleting of the area designated for action. Where possible all commercial premises are visited and advised of how to dispose of their waste lawfully followed by written advise/warning sent to the premises.

12.2 Fly tipping Hotspot operations undertaken by the strategic team within Street Enforcement team begin with extensive intelligence gathering and leafleting of the local area to educate and advise local residents that a particular location that flytipping is illegal and waste should be disposed of lawfully.

12.3 A communication strategy is currently being worked on and will be launched in January 2007 to provide a more structured and comprehensive strategy to educate and advise commercial and domestic waste producers within the London Borough of Haringey of how and when they should lawfully dispose of their waste.

Q13) What information is given to residents to explain the Council’s policies and services available and those of contractors? Does this create any problems?

13.1 Information on all services and the council’s policies can be easily found on the Council’s Website and the services website in line with E-government Policy.

- 13.2** Accord has a call centre whereby members of the public can make enquiries with regard to waste collections and services.
- 13.3** Enforcement services is currently bringing on line the customer call centre which will be a specific point of contact for all telephone enquiries from commercial and residential entities within the borough.
- 13.4** All council policies are held by each business unit. They are public documents and can viewed on request.
- 14) How effective is the Community Skip scheme, bulky items collection service, community clear up service in reducing fly tipping? – Evidence?**
- 14.1** Details of the bulky item and free white goods collection services and are given under question 1 (Fly tipping headlines).
- 14.2** The community clear ups are a popular service, providing a once-a-year free collection of up to 15 bulky items from residents' front gardens. The service schedule is available on Harinet and residents receive a leaflet one and a half weeks before their collection day. The 'Better Haringey' style leaflet is pictorial and describes which items can be taken and which cannot (see Table 1 under question 8) and has translations of the key message in French, Kurdish, Somali and Turkish.
- 14.3** Residents eligible for this service are those with a front garden/drive, because space is needed to safely store items off the public highway. However, there are some residences which aren't serviced because they are main routes, e.g. Wood Green High Road and Tottenham High Road and the vast majority of residences are flats above shops. A number of blocks of small private flats are included in the schedule but as yet, we have not rolled the service out to large private blocks. Finally, the service doesn't visit residents in housing estate blocks since estates have bulky waste storage and collection facilities throughout the year as part of their normal collection services.
- 14.4** The community clear up schedule is completed each year by December. In the remaining three months of each year, we return to target NRF wards. We also arrange additional community clear ups to coincide with the current roll out of Clean Sweep campaign organised by Better Haringey team colleagues.
- 14.5** Community Skips have been used on a limited basis in response to genuine need for an area, perhaps where refuse collection vehicles cannot access residents. Experience has shown that community skips are more resource-intensive than using refuse collection vehicles (for example, skips fill up quickly, monitoring is required to prevent dumping and traders accessing the skips).
- 14.6** We don't have any direct evidence that the Community Clear Ups have reduced dumping. However, each refuse collection vehicle consistently collects 6-8 tonnes during their clean up. For 50 weekends a year, we have two vehicles operating each Saturday and Sunday, so we're regularly collecting 24 tonnes – 32 tonnes of waste each weekend.

15) What action is being taken to remove incentives to dump rubbish?

15.1 To answer this question it is worth highlighting what the 'incentives' to dump rubbish are. These can probably be summarised as:

1. Time. Disposal of waste by dumping is potentially quicker than going through proper channels to dispose of it. This could be an issue if someone takes delivery of a new household item but has not planned ahead for disposing of the item it replaces.
2. Convenience. Disposal by dumping can be convenient when compared to legal disposal channels. It may be perceived by a waste producer that calling a waste collection company to organise collection of unwanted waste or taking it to a legitimate waste transfer station requires more effort than dumping the waste. This could also be an issue where some people may not have space to store unwanted waste whilst arranging for it to be legally disposed of. This could also be an issue where people simply don't know how else to dispose of their waste and/or are not prepared to make any effort to find out.
3. Cost. Provided that a person does not suffer enforcement action as a result of dumping waste illegally, it is likely that dumping is the cheapest way to dispose of unwanted waste.

15.2 Given that it is probably quicker, more convenient and cheaper to dump waste than to dispose of it properly in most cases, it may never be possible to completely remove the incentives to dump rubbish. However, some actions can be taken to reduce the incentives to dump to try to make people behave more responsibly.

15.3 The time issue may be difficult to overcome as there is probably no service the Council can offer that will be able to respond in time for a person who has an impulse to dispose of waste, has not planned ahead and wants to dispose of it immediately, and is not inclined to make an effort to dispose of it legally.

15.4 Various measures introduced by the Council have made it more convenient to dispose of waste. These are:

- in 2004 the Reuse and Recycling Centre in Tottenham was upgraded to take a wider range of materials;
- in October 2005 a new Reuse and Recycling facility was opened in Hornsey to provide residents in the centre and west of the borough with a more easily accessible facility, disposal is free at this and the Tottenham site;
- all households with front gardens receive a free clearance of unwanted bulky items at least once per year;
- a free white goods collection service is provided to residents on demand, as well as white goods this service includes collection of items such as PC monitors, TVs, car batteries, tyres and gas bottles;
- the majority of households in the borough with gardens receive green waste collections as part of the recycling service; and
- twice daily timed collections are provided for flats above shops on identified main roads, it is intended that this be extended to all main roads in the borough.

15.5 Many of the measures listed above have eliminated the costs associated with disposing of a whole range of household items. However, these measures do not cover all eventualities that may arise and so there will be cost implications for disposing of unwanted waste sometimes.

15.6 The cost of disposing of waste illegally can be high if the offence can be detected and dealt with by Council Enforcement Officers. This needs to be used as part of the Council's effort to reduce dumping and the details of this are provided in answers elsewhere in this document.

Q16) Is the Local Authority creative in securing funds from external sources? Are there any additional sources of Funding?

16.1 In 2003-04 £412,000 was secured from NRF to invest in the reduction of known dumping hot spot areas across the borough. Camera surveillance equipment was purchased to aid enforcement staff in deterring fly tippers which resulted in 50 known hot spot areas being improved and several individuals being prosecuted for fly tipping

Q17) What action is being taken to remove incentives to dump rubbish? I.e. Free Bulk

17.1 A major motive for fly tipping is to avoid the costs associated with legitimate means of disposal. Businesses such as builders, gardeners and garages generate large amounts of commercial and hazardous waste. The financial gains from fly tipping can be substantial.

17.2 There are many ways in which Haringey has tried to reduce the rewards from this activity. One way is by bench marking with neighbouring local waste authorities. Waste Management has carried out bench marking programmes to ensure that our preferred contractor is competitive in price for waste disposal. If local waste disposal charges are high this will encourage potential offenders to fly tip. The cheaper legitimate waste disposal services are within the Borough the less likely unlawful waste carriers are likely to be used. The more comparable the services are the less likely the illegitimate service will be used.

17.3 Waste management provide free and subsidised waste collection services for the residents of Haringey. Examples of this are a free white goods collection, a free bulky waste collection service, a free green waste collection service and an extensive community skip programme.

5 Long term strategy

[click here to type]

6 Recommended action

[click here to type]

7 Comments of the Director of Finance

[click here to type]

8 Comments of the Head of Legal Services

[click here to type]

9 Conclusion

The Executive Advisory Board is asked to support [click here to type]