

Environment, Development and Transport Committee

Report title:	Fly Tip Campaign
Date of meeting:	7 September 2018
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact To address the issue of illegally dumped waste a coordinated campaign should be delivered in Norfolk which seeks to bring together all stakeholders to work in partnership to confront this issue and reduce the environmental and financial cost of this criminal activity.	

Executive summary

Fly tipping is the illegal dumping of waste. In recent years there has been an increasing trend in the number of incidents on public land nationally, in the eastern region as well as locally across Norfolk. For incidents on public land the District, City and Borough Councils pay for the collection of material and the County Council pays for the disposal of material; for incidents on private land the landowner is responsible. For 2016/17 the estimated cost to local authorities in Norfolk of taking actions related to illegally dumped waste and clearing sites was £1,131,773.

A change in charging policy for construction and demolition waste at County Council Recycling Centres has led to widespread concerns about increases in fly tipping. The data on the effects of that change and recent incidents of illegal dumping are limited but under close review. An approach is outlined about how the County Council can work with others in a coordinated approach that brings together stakeholders and the Norfolk Waste Partnership to fight the scourge of illegal dumping of waste in Norfolk.

Recommendations:

- 1. Members support the delivery of a co-ordinated campaign to address the illegal dumping of waste delivered by working with stakeholders and as part of the Norfolk Waste Partnership.**

1. Proposal

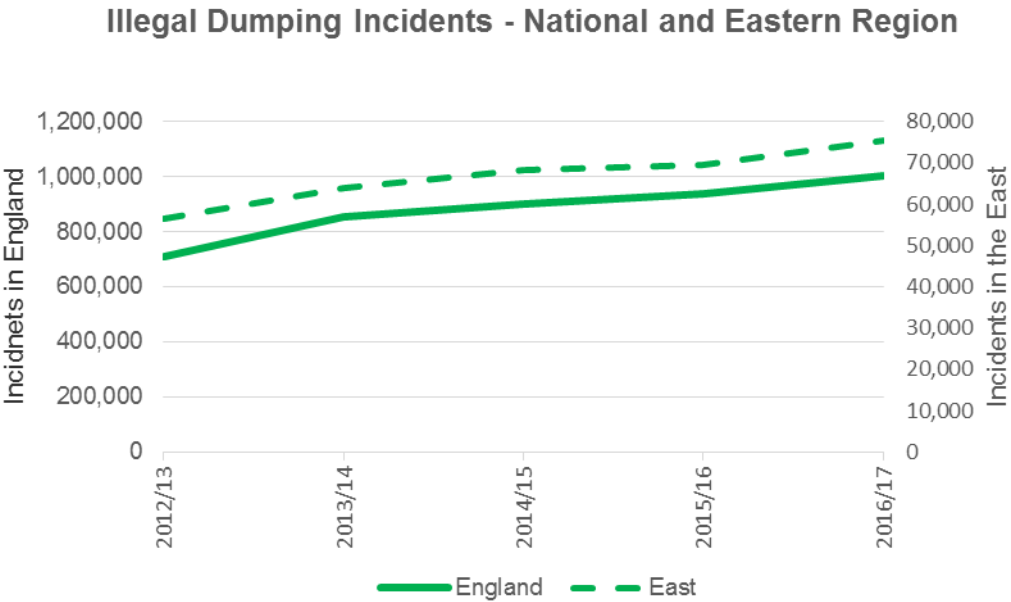
- 1.1. To address the scourge of illegal dumping of waste in Norfolk, a co-ordinated campaign should be delivered that brings together stakeholders and the Norfolk Waste Partnership to deliver interventions based on best practice elsewhere in the country.
- 1.2. The Hertfordshire Waste Partnership has provided the County Council with its successful and award winning campaign toolkit which has been designed so it can be used by any local authority or local authority Partnership; both in isolation and with other agencies such as the Police, Police & Crime Commissioners, Fire & Rescue Services, Keep Britain Tidy, the Environment Agency and the National Farmers Union with minimal changes.
- 1.3. In Norfolk the intention is that the County Council would initially agree an approach with all the local authorities in the Norfolk Waste Partnership, so that work can then progress with other organisations via the Norfolk Waste

Enforcement Group, which brings together all Norfolk’s local authorities and the Environment Agency. It is expected that this would be based on the approach in Hertfordshire with any required local refinements.

2. Evidence Based on National Data Release for Period to 2016/17

2.1. National and Local Trends

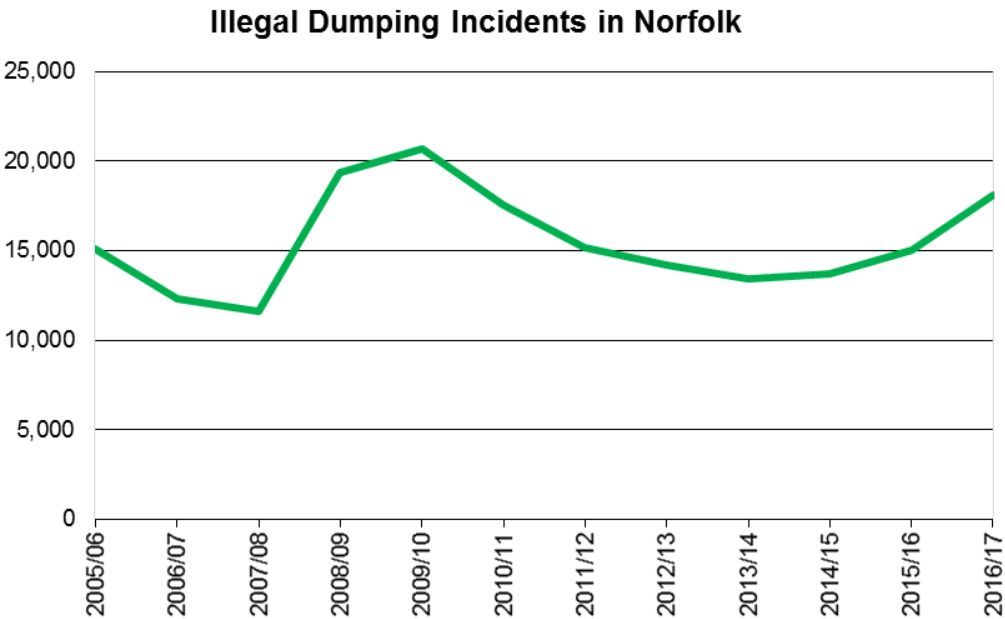
The most recent national release of audited data was on 19 October 2017. The national and eastern region data from this release both show a rising trend for reported incident numbers in recent years, although unpublished data for 2017/18 indicates a drop.



Although there will be a range of different reasons for people deciding to illegally dump their waste, the most likely is the avoidance of the true costs of dealing with waste. Trends will also reflect any changes by district councils and unitaries in the way they enforce their collection requirements, in particular whether they report incidents where waste is put out by householders on the wrong day or in the wrong way for collection as fly tipping or not.

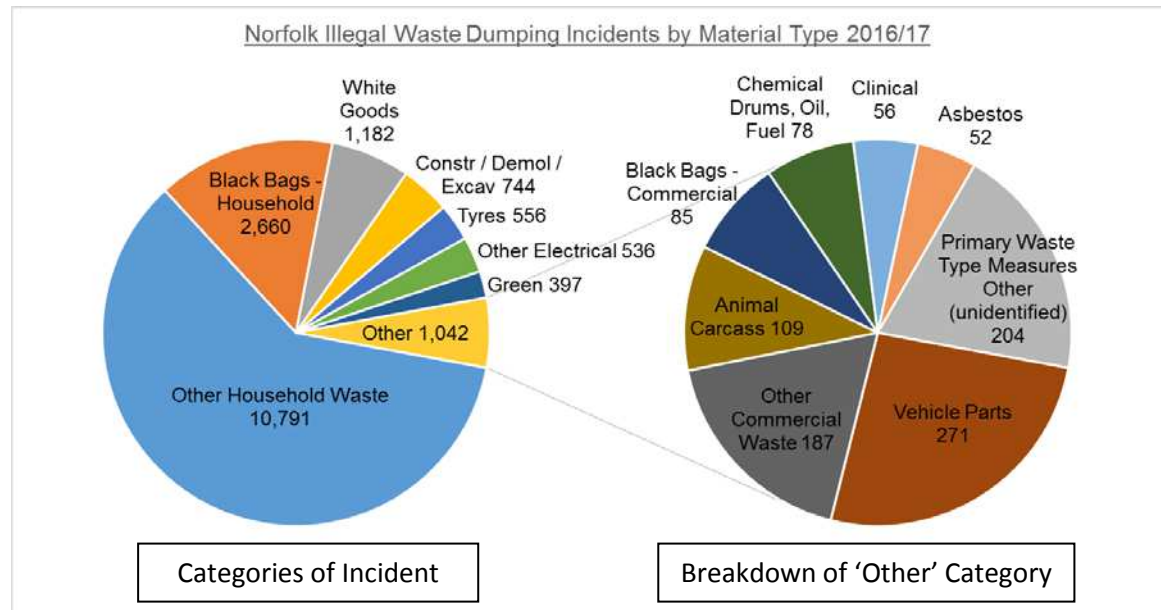
2.2. Norfolk Trends

There has been a rising trend for incident numbers reported in Norfolk in recent years.



2.3. Norfolk Breakdown by Material Type and Location

There were 17,908 recorded incidents of illegal dumping of waste in Norfolk in 2016/17 which includes all incidents dealt with by the District, City and Borough Councils and the Environment Agency, including incidents on private land where they have been involved. The breakdown of incidents by material is shown below.



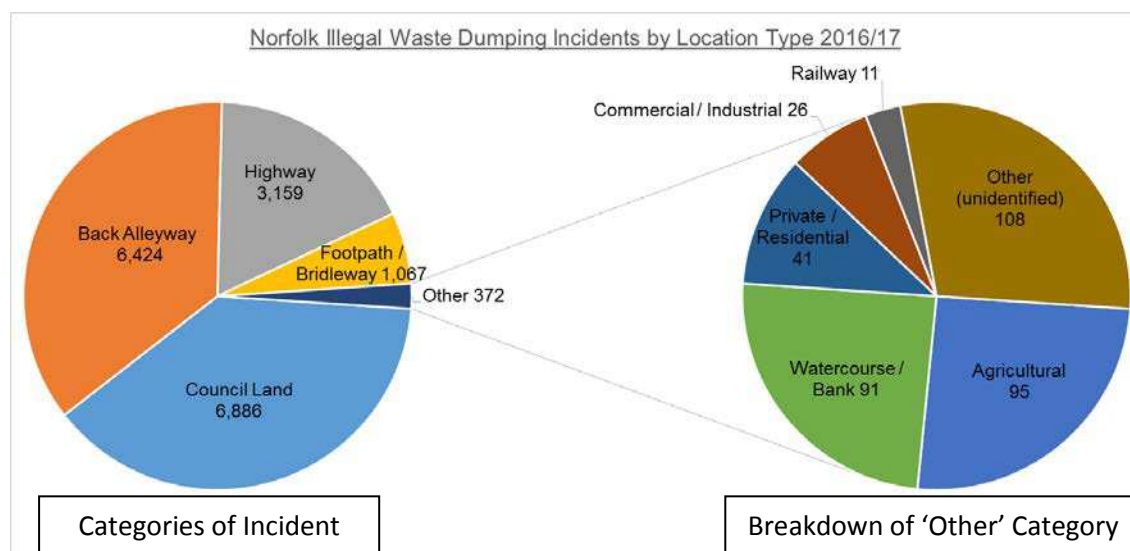
The three largest categories are:

- Household waste (10,791 incidents). This is defined as any household waste not covered in other criteria and which '*could include the results of house or shed clearances, old furniture, carpets and the waste from small scale DIY works*'.
- Black bags of household waste (2,660 incidents).
- White goods (1,182 incidents).

These are all items that the District, City and Borough Councils either collect free of charge or for a fee from householders and which can be accepted from householders either free of charge or for a fee at the County Council's Recycling Centres. Recycling Centres also accept electrical items (536 incidents) and green waste (397 incidents) for free from householders.

For other categories householders and businesses have a number of options depending on the material, which include paying for disposal at Recycling Centres in Norfolk or arranging a collection or skip removal service, or taking the material to an appropriately licenced facility.

The breakdown of the 17,908 recorded incidents of illegal dumping of waste in Norfolk in 2016/17 by location is shown below.



The three largest categories are:

- Council land (6,886 incidents).
- Back alleyways (6,424 incidents).
- The highway (3,159 incidents).

Some of these incidents will be waste put out by householders on the wrong day or in the wrong way for collection, as the District, City and Borough Councils can use this approach as part of their enforcement of the requirements for using their collection services.

3. Evidence Based on More Recent Non-Published Data

- 3.1. The national audited data for incidents of illegal dumping is released in October, however we are able to see the data in its unaudited form before it is released. This means we have an indication of what was happening in 2017/18 and also what has been happening since April this year – subject to the caveat that this data has not been validated.

The District, City and Borough Councils are obliged to submit their data for each quarter in to a national reporting system called 'Waste Data Flow'. For example for the period April to June submissions are required by 25 July each year, and to comply with this requirement some submit monthly data and some submit quarterly data.

This data then goes through a validation phase involving the Environment Agency and Defra which extends for over a month, the expected date of completion for this for the first quarter is 05 September. When the data has been checked and reviewed by the quality assurance processes of Waste Data Flow, the Environment Agency and Defra the data is then available for all.

- 3.2. The non-published data shows that last year in 2017/18 England saw a 7.25% drop in fly tipping incidents compared to the previous year, with the first quarter last year showing an 8.55% drop in fly tipping incidents compared to the same quarter in the previous year.

















Fly Tipping Incidents in England

Year	2015/16	2016/17	2017/18
Full year	891,397	946,455 ↑	877,831 ↓
First quarter only	225,920	238,691 ↑	218,292 ↓

Norfolk has followed a similar trend, with most but not all districts showing a

pronounced drop in 2017/18.

Fly Tipping Incidents in Norfolk

Year	2015/16	2016/17	2017/18
Borough Council of King's Lynn and West Norfolk	1,905	1,980 	1,512 
Breckland Council	1,255	1,060 	804 
Broadland District Council	407	436 	421 
Great Yarmouth Borough Council	6,588	7,993 	6,407 
North Norfolk District Council	412	495 	521 
Norwich City Council	3,643	5,264 	4,804 
South Norfolk Council	689	680 	836 
Total	14,899	17,908 	15,305 

- 3.3. Comparing incident numbers in Norfolk for the period April to June, this year shows an increase of around 7% compared to the lower figures last year, but 13% lower than the first quarter of 2016/17, being higher in some council areas and lower in others.

Fly Tipping Incidents in Norfolk April to June

Year	2015	2016	2017	3 year average	2018
Borough Council of King's Lynn and West Norfolk	426	484	405	438.3	444
Breckland Council	366	274	215	285	252
Broadland District Council	86	104	90	93.3	117
North Norfolk District Council	73	124	95	97.3	163
Norwich City Council	527	1,420	1,129	1,025.3	1,094
South Norfolk Council	195	189	166	183	184
Total	1,673	2,595	2,100	2,123	2,254

Note that in the table above data for Great Yarmouth Borough Council's area has been excluded, this is because of a change in its reporting methods which has led to a significant drop in incident numbers in 2018, which for the purposes of this report means that direct comparisons with previous years cannot be made.

Incidents assessed by type of material show that for construction and demolition waste in the first quarter there were 140 incidents in 2018 and 140 in 2017, with fewer incidents reported in Breckland, Norwich and South Norfolk and more in Broadland, King's Lynn and West Norfolk and North Norfolk (note that Great Yarmouth's data is excluded for this assessment as explained above).

Other waste types that have not been affected by any policy change accounted for 2,114 incidents in 2018 and 1,960 in 2017 (again this excludes data from Great Yarmouth, which shows a decrease to 356 in 2018 from 2,174 in 2017).

Incidents analysed by size show that small scale incidents (individual car boot

load or less) are down from 1,739 to 1,369 if Great Yarmouth's data is included and up if it isn't, from 948 to 1,075. For larger loads of van size or larger, incidents are down from 2,617 to 1,251 if Great Yarmouth's data is included and up if it isn't, from 1,152 to 1,179.

- 3.4. We will continue to monitor things closely as more detail becomes available and things may change, and if decisions need to be considered we will identify that clearly.

4. DIY Policy Change

- 4.1. Charging at Recycling Centres for all but the smallest amounts of DIY construction and demolition type waste has been in place since 2001. The recent change to charges was made in preference to looking at closing sites or reducing opening hours further as part of the drive to reduce the County Council's costs.

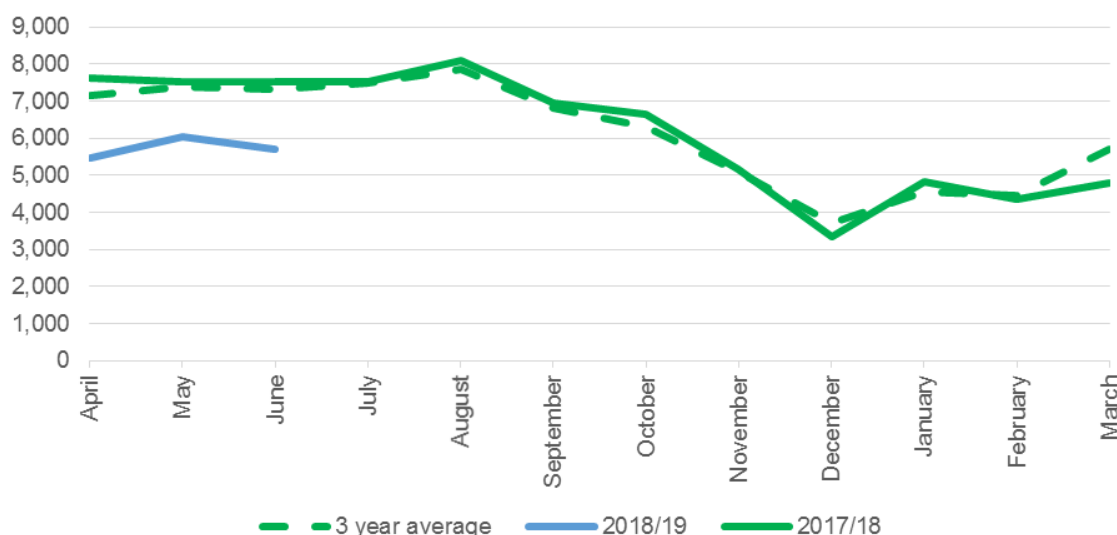
The approach is legal and was actually based on experiences elsewhere in the country where local authorities already charge for these types of materials and where charges have been introduced without seeing any long term increase in fly tipping.

- 4.2. The prices now are simpler and better value for money, for example £3 for a fence panel or bag of rubble and metals are now free. At the same time in April another part of the Recycling Centre service was expanded, as householders can now take larger volumes of DIY construction and demolition type waste to all 20 Recycling Centres for a fee, whereas previously this had required a visit to one of the eight main Recycling Centres at Caister, Dereham, Hempton, Ketteringham, King's Lynn, Mayton Wood, Mile Cross and Thetford. Other parts of the service have remained the same; the sites are free to visit and disposal of household waste items remains free of charge for all the normal household items such as fridges, furniture, electrical items, garden waste and recycling. The annual Household Hazardous Waste Day events continue and this year are taking place at Recycling Centres across several weekends in September and October.

Concerns are frequently raised about links to illegal dumping of waste whenever changes are implemented by local authorities to the waste services they provide, for example charging for garden waste, changing collection arrangements from weekly to fortnightly, or changes to policies or opening hours at Recycling Centres or charging for bulky item collections. However, there is no apparent link between the long term trends of incident numbers and changes to local authority waste collection services.

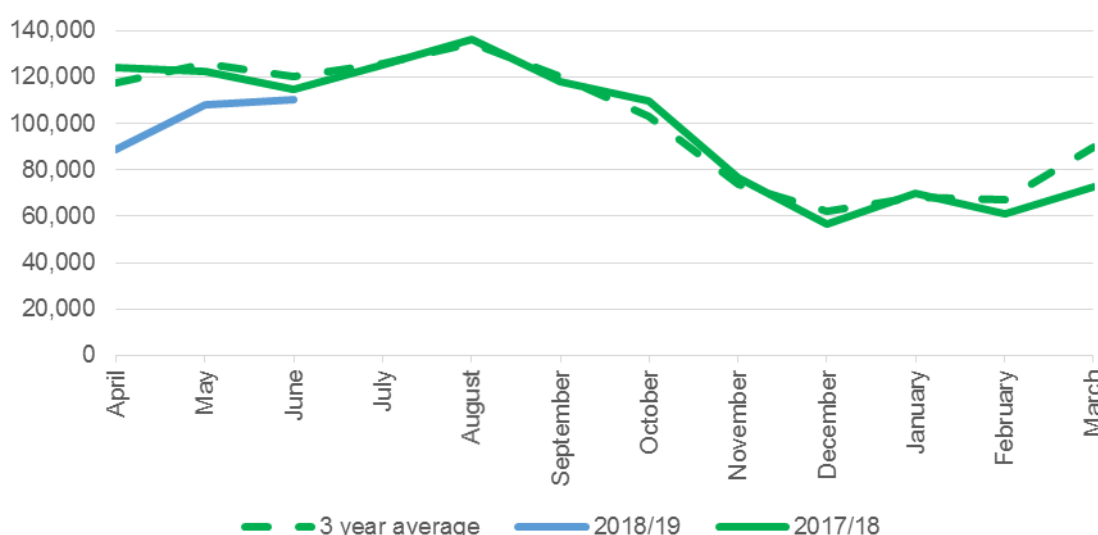
- 4.3 The amount of material dealt with at the 20 Recycling Centres in the first quarter since the policy change is lower than previous years as shown in the graph below, a reduction was expected as a consequence of the change to the charging policy.

Monthly Tonnage for 20 Recycling Centres



Visitor numbers from the 19 Recycling Centres for which there are details did fall earlier this spring, but by June they had bounced back to around 96% of the previous year's figures.

Visitor Numbers at 19 Recycling Centres



This year's data presents a limited picture as some customers will have changed how they use the sites and we need to see what the longer term effects of those changes are. For example, previously people may have been tempted to make repeated weekly trips with small amounts of construction and demolition waste to benefit from the free disposal for small amounts, whereas now they may decide to make less frequent visits or make alternative arrangements.

5. Financial Implications

- 5.1. If incidents of illegal dumping increase then the costs of local councils and landowners increase. For incidents on public land the District, City and Borough Councils pay the cost of collection and the County Council pays the cost of disposal; for incidents on private land the cost is met by the landowner.

For 2016/17 the estimated cost to local authorities in Norfolk of taking actions related to illegally dumped waste was £172,898 and the cost of clearance of 17,908 incidents by local authorities was £958,875, a combined total of £1,131,773. These estimated costs come from the national database of local authority incidents and use national standard assumptions of costs per incident.

The estimated disposal cost for the County Council in 2016/17 for dealing with around 3,800t of material was around £411,000.

Actions taken include investigations, inspections, warning letters and costs of issuing fixed penalties and prosecutions. Around 80% of clearance costs related to large incidents, ie small van, transit van, lorry load and multiple loads. The remaining 20% was for smaller incidents of a black bag, single item or car boot load or less.

It is notable that the Hertfordshire Waste Partnership saw a significant drop of 17.9% in the number of incidents in the first year of its co-ordinated campaign. In 2017/18 there were 2,730 fewer reported incidents compared to 2016/17, which gives a good indication of the scale of impact that can be achieved.

- 5.2. The benefits of securing a full set of campaign materials for free means costs of delivering a campaign in Norfolk can be kept very low if that material is used with minimal changes.

In terms of the costs of delivery this is not about adding additional costs or resources, the approach envisaged is about increasing the efficiency of existing processes by using existing resources in a more strategic, targeted and co-ordinated manner.

6. Issues, risk and innovation

- 6.1. The Hertfordshire Waste Partnership has been very supportive in providing all its campaign material free of charge.

7. Background

- 7.1. Fly tipping is the illegal dumping of material at a location with no licence to accept the waste. There are many legal methods of disposing of waste in Norfolk including collections for household or commercial waste, and delivery of waste to a licenced waste management facility such as a waste transfer station or Recycling Centre.

All incidents of illegal dumping of waste can be reported to the local district council for investigation, and larger scale incidents should be reported to the Environment Agency if they involve more than a lorry load of waste, any amount of hazardous waste or are suspected to be by organised gangs. If found guilty offenders can face fines of up to £50,000 on summary conviction and unlimited fines on indictment. The courts can also give out community service or custodial sentences in extreme cases.

For incidents on public land district the District, City and Borough Councils pay costs of collection, clearance and subsequent investigation and the County Council pays costs of disposal. Information from reported incidents is collated in a national database which is maintained by the Environment Agency and published by Defra each year (the latest data is available here https://data.gov.uk/dataset/fly-tipping_in_england_).

- 7.2. Some of the materials included in the toolkit provided by the Hertfordshire Waste Partnership are listed below:
- a) Dozens of images that can be used on social media and in council magazines, including images for fines issued, prosecutions and action taken.
 - b) A detailed six sided householder leaflet which can be used by multiple agencies at public engagement events.
 - c) Designs for vehicle banners - suitable for use on refuse collection vehicles and some street cleansing vehicles.

- d) Banners for use at Recycling Centres.
- e) Farm land banners for use in partnership with local National Farmers Union representatives.
- f) An A4 advert / poster for use in magazines, notice boards etc.
- g) A 4 page 'pull out' householder leaflet that can be used in Council magazines.
- h) Generic wording for recycling bring bank signs.
- i) Generic wording for dumped waste stickers.
- j) A presentation which includes all current artwork for stakeholder events.
- k) An advert poster for use in communal areas and/or to provide to local housing associations / landlords to remind residents about proper use of the bin areas.
- l) A sign that can be used where enforcement action has taken place to act as a deterrent.
- m) CCTV / no fly tipping sign – to show if CCTV is being used, may be being used and a general warning sign.
- n) Landowner leaflet – to advise landowners how to deter fly tipping, clearance information and where to report it.
- o) Charity shop poster.
- p) Two information films covering small scale (possible unintentional) fly tipping as well as larger scale deliberate fly tipping:
 Film 1 – <https://www.youtube.com/watch?v=dLGfUGVD8NU>
 Film 2 – www.youtube.com/watch?v=1E8nQkOb3Eo

7.3. As part of setting the 2018/19 Budget for the Recycling Centre service we expected to be able to deliver a £0.28m saving by changing the charges for DIY construction and demolition waste (and potentially more, once in operation and we could fully assess the impact). Based on the current information available we expect the reduction to be in the region of £0.5m less than if the change to the charges for had not been made.

Officer Contact

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

Officer name : Joel Hull

Tel No. : 01603 223374

Email address : joel.hull@norfolk.gov.uk



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.