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**To:            Audit, Risk and Scrutiny Board**

**On:            22 January 2018**

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**Report by:   Lead Officer**

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**Heading:     Fly tipping in the countryside and at known fly tipping spots**

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**1.            Summary**

- 1.1           At its meeting on 6 November 2017, members of the Audit, Risk and Scrutiny Board agreed the purpose and scope of the above review. This paper provides a report on progress made and information that has been prepared for the Board's interest to date.
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**2.            Recommendations**

- 2.1           The Board is asked to:
- note the progress of the review;
  - note the information presented at this stage of the review; and,
  - note the next steps.
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**3.            Background**

- 3.1           The scoping paper presented to the Board in November 2017 set out the context for this review and the steps to be undertaken. The Lead Officer advised that the first piece of work to be undertaken would be a review of the research available on this subject to understand the extent of fly tipping in general in Scotland and specifically in Renfrewshire, and to identify key reasons that motivate people, (individuals and organisations) towards fly tipping.
- 3.2           Fly tipping is a national problem across the UK and is defined as the illegal deposit of any waste onto land that does not have a licence to accept it. Waste includes for example general household waste, larger domestic items including fridges and mattresses, garden refuse, and commercial waste such as builder's rubble, clinical waste and tyres.

#### 4. **Progress to date/ methodology**

4.1 Since the Board approved the purpose and scope of the review in November 2017, the Lead Reviewer has undertaken a review of current information sources available online in relation to the subject matter. Information presented in this report is mostly extracted from these sources and referenced accordingly. Information has also been accessed from Environment & Communities in relation to fly tipping statistics specifically relevant to Renfrewshire.

4.2 Key websites accessed in the course of this element of the review of resources have included:

- Dumb Dumpers Public Reporting Tool
- Flymapper Scotland Land Manager Reporting Tool
- Keep Scotland Beautiful
- [The] National Fly-Tipping Prevention Group
- Renfrewshire Council Website/ Focus on Littering and Fly Tipping
- Scottish Environment Protection Agency (SEPA)
- [The] Scottish Government
- Zero Waste Scotland (general)
- Zero Waste Scotland Evidence Review of Fly Tipping Behaviour
- Renfrewshire Council: Communities, Housing & Planning Policy Board papers

4.3 Key papers that underpin the information within sections 5 and 6 of this report are “Scotland’s Litter Problem: Quantifying the scale and cost of litter and flytipping”<sup>i</sup> and “Evidence Review of Flytipping Behaviour”<sup>ii</sup> both publications by Zero Waste Scotland outlining the findings of their research programmes report in 2013 and 2017 respectively. The May 2017 report addresses the following:

How much flytipping takes place in Scotland,

- What waste types flytipping is made up of,
- What flytipping costs Scottish society,
- What the known drivers of flytipping are,
- How flytipping is perceived by the public,
- Evidence on effective countermeasures.

4.4 Also by way of progress, invitations have now been extended to key stakeholders to attend future meetings of the Board and provide evidence from their respective areas of expertise.

- On 19 March 2018, the Board will receive evidence from the Council’s two Heads of Service who each have specific responsibilities for enforcing, preventing, deterring and responding to fly tipping; the Head of Amenity Services (in respect of waste services) and the Head of Public Protection (in respect of Community Wardens). An officer from North Ayrshire Council will also be invited to attend this meeting so that members can hear of the approach taken by a neighbouring authority.
- On 29 May 2018, it is anticipated the Board will receive evidence from representatives from SEPA, Zero Waste Scotland and Police Scotland.

## 5 Fly tipping in Scotland

- 5.1 The Scottish Government's focus on preventing litter and fly tipping aims to encourage personal responsibility and reduce the need for expensive clean-up or enforcement. In "Towards A Litter-Free Scotland: A Strategic Approach To Higher Quality Local Environments" (June 2014), The Government set out a number of areas of activity it would engage in to tackle littering and fly tipping, including undertaking further work to understand the reasons why people flytip and the possible solutions, strengthening the enforcement system with effective laws and procedures that deter offenders and supporting enforcement officers as they carry out their duties.<sup>iii</sup>
- 5.2 Information on SEPA's website<sup>iv</sup> explains that fly tipping occurs in both urban and rural areas and suggests that clearing it up costs Scottish local authorities more than £2.5 million each year. It also undermines legitimate waste businesses, where illegal operators undercut those operating within the law.
- 5.3 In the more recent Zero Waste Scotland (ZWS) research paper (May 2017) it is asserted that in Scotland "flytipping is estimated to incur direct costs of at least £11m of taxpayers' money for clearance, disposal and enforcement activities. There are also significant indirect costs, but these are difficult to quantify, with most studies combining litter and flytipping costs in attempts to do so."
- 5.4 In terms of what constitutes fly tipped waste, Zero Waste Scotland advise that household waste is found to be the most frequently observed fly tipped waste, however larger deposits are invariably associated with organised offenders. Zero Waste Scotland explain however that accurately quantifying the amount of fly tipping occurring in Scotland is challenging given a number of factors:
- it occurs in multiple locations;
  - there are many different ways to measure it; counts of items, or incidents or weights being a few;
  - a large proportion of fly tipping occurs on private land and remains largely unrecorded; and,
  - not all local authorities are as yet using the FlyMapper reporting tool that was launched in 2015, resulting in an incomplete picture.
- For the Board's information, development testing for Flymapper is underway in Renfrewshire Council and Environment & Communities intend undertaking a pilot exercise over the coming months with a view to rolling it out fully which will assist with identifying fly tipping hotspots and enable more effective, targeted enforcement action to take place.
- 5.5 National campaigns are launched from time to time to address fly tipping and at the point of preparing this specific report to Board a new national Crimestoppers campaign was launched in partnership with SEPA through the LIFE SMART Waste project - aiming to tackle the increase in criminals using warehouses and farm buildings to illegally dispose of large quantities of waste. Campaign materials are shown in Appendix 2.

## 6 Fly tipping in Renfrewshire

6.1 In Renfrewshire, the Board that oversees environmental issues, including fly tipping, is the Infrastructure, Land and Environment Policy Board. The Board receives reports with information on fly tipping and service activities and performance in relation to this, such as the % of fly tipping incidences investigated and uplifted by the council's Rapid Response Team within one working day (Target 100%).

6.2 The council's Rapid Response Team works to improve the environment by investigating and removing small scale fly tipping and investigating environmental crime throughout Renfrewshire. The relevant Head of Service will provide more information on the work of the Team in their presentation to the Audit, Risk and Scrutiny Board due in March 2018.

6.3 In the last 3 years fly tipping complaints to the council have been reported as follows:

### Financial Yr. No. of fly tipping complaints received

2014/15	1292
2015/16	1356
2016/17	1455

As at 30 November, the figure for 2017/18 stood at 957 complaints.

6.4 The data above was provided to the Lead Reviewer having been extracted from both 'Flare' and 'Lagan' databases. The two datasets had been merged and apparent duplicate entries were removed (data entries relating to the same location and entered no more than 48 hours apart were assumed to be duplicates and the Flare entry was removed).

6.5 Further analysis of the data has enabled the top hotspots for each of the financial years to be identified as follows:

### Financial Yr. No. of fly tipping complaints received

2014/15	Locus	Causeyside St, Paisley	Braehead Rd, Paisley	Clarence St, Paisley	Dunn St, Paisley	Candren Rd, Linwood
	No:	21	16	16	14	13
2015/16	Locus	Causeyside St, Paisley	Candren Rd, Linwood	Braehead Rd, Paisley	Moss Rd Linwood	Cartha Crsc, Paisley
	No:	26	22	14	13	11
2016/17	Locus	Wellmeadow St, Paisley	Moss Rd Linwood	Leitchland Rd, Paisley	Candren Rd Linwood	McKerrell St, Paisley
	No:	34	33	18	16	15

### 17/18 - now No. of fly tipping complaints received

Locus	Gleniffer Rd, Paisley	Braehead Rd, Paisley	Clarence St, Paisley	George St, Paisley	McKerrell St, Paisley
No:	21	17	17	12	12

6.6 The Lead Reviewer understands that data such as that provided in the tables above is regularly reviewed to identify trends and inform appropriate responses (this is something the Board will hear more about from council officers at a future meeting).

- 6.7 It is worth highlighting however a couple of local initiatives as examples of how historical incidents have been addressed.
- 6.7.1 Hillington Fly Tipping Initiative - the site within Hillington was heavily fly tipped and enforcement was not achieving the desired results. The council and partners (including Hillington and West College Scotland) cleared the site, erected a fence and the students designed boards for the fence on the theme of the Commonwealth Games. This was funded by Zero Waste Scotland (£10,000 of funding).
- 6.7.2 Auchenlodement Road had previously been a hotspot for flytipping. The land was owned by the Forestry Commission and was popular with local walkers. Efforts by the service to address this historical issue had been unsuccessful. It was agreed that the landowners would clear the flytipping and pay for materials for a fence to be erected, Community Resources (now Environment & Communities), built and erected the fence at no cost to the landowners, Police assisted with traffic management at the site and the service produced signage and erected CCTV at the locus. All the fly tipped materials were removed and a fence, signage and CCTV were erected to discourage further issues.
- 6.8 The current local campaign in operation is “Team up to Clean up” which was launched on 2 November 2017 with activities focusing on street cleaning, gully maintenance, rapid response services, road infrastructure improvements, support and engagement with communities and volunteer Participation. The web page has a dedicated area for information about [littering and fly tipping](#).

## 7 Causes of, and motivation towards fly tipping

- 7.1 The 2013 Zero Waste Scotland report stated that “while the consequences of litter and flytipping may be similar, the behavioural drivers and counter-measures required are not.” The report focused specifically on litter rather than on fly tipping and it is the Lead Reviewer’s own opinion that this may explain why the Scottish Government highlighted in 2014 that further work was required to understand the reasons why people fly-tip. The more recent May 2017 ZWS report is therefore welcome as it now provides that focus on perceptions of fly tipping and the motivational factors that influence fly tipping behaviours.
- 7.2 In terms of motivations, Zero Waste Scotland explain that fly tipping incidents are characterised by a range of waste types, incident sizes and location profile “but behind these different types of incidents can be quite differing motivations of the offending individuals and there are often specific contextual issues that will influence their behaviour.” ZWS group the various offenders into three categories to look at their motivations:
- private households – generally fly tipping small amounts of their own domestic waste;
  - commercial businesses – fly tipping comparatively small amounts of their own waste; and
  - organised offenders – fly tipping waste that is likely to have originated with others, often on a larger scale.

- 7.3 What is interesting to note is that, while anecdotally it would be considered that avoiding costs would be a key motivation for fly tipping, the Zero Waste Scotland report confirms it, in that all of the groups above “are to some degree motivated by economic drivers” (such as avoiding disposal fees or uplift costs). Having said that, other research cited by ZWS points out that while economic factors matter, it is usually a set of conditions that increase a person’s willingness to commit a crime.
- 7.4 Since Zero Waste Scotland assert that private households and commercial businesses act ‘opportunistically’ by comparison with organised offenders, they consider their motivations separately too.
- 7.5 In relation to smaller scale fly tipping carried out by households and commercial businesses, for items not covered by kerbside collections, it is thought that this occurs because of convenience and no cost. However the reasons behind actually planning and deciding to commit an offence can be complex and the report suggests this is linked to a number of other factors (not merely financial). The report goes into each of these aspects in considerable detail but they are summarised here.
- 7.5.1 Local waste services - these directly relate to convenience to dispose of waste and the cost related to it. The report asserts that if waste services are not accessible or affordable this might motivate fly tipping. The report also highlights that there is currently no empirical evidence on the impact of variations in local service provisions on flytipping levels.
- 7.5.2 Local environment characteristics - the report asserts that apart from local waste services, there are other environmental characteristics that influence fly tipping behaviour and these include high population density, high levels of local economic deprivation, low levels of a household’s capacity to store waste until collection day, and low levels of cleanliness of the immediate local environment.
- 7.5.3 Attitude and knowledge - this is an interesting section of the report that looks at a person’s attitude to/ perceptions of fly tipping and their knowledge of the related legislation. One study cited found that fly tipping offenders often have a “low level of guilt related to their offence and depict a low level of disapproval of flytipping committed by others.” It was also noted that offenders had no, or claimed to have no knowledge of what constitutes fly tipping what their legal obligations are. In other studies cited however, a consistent finding was that the public’s knowledge that flytipping is illegal was relatively high. People generally also had a high level of knowledge of the existence and location of their nearest household waste recycling centre. It is considered nevertheless that knowledge gaps can influence behaviour and further gaps appear to exist around a person’s duty of care obligation when hiring a third party to dispose of their waste, and, a lack of understanding that the placing of black bin bags (or other single items) next to a bin even on collection day constitutes flytipping.
- 7.5.4 Household characteristics – socio-demographic characteristics were not found to be influencing factors in fly tipping behaviour, however it was thought that household characteristics might be relevant where they interact with local environmental and/or local waste service conditions,

“especially because people are likely to be influenced to some degree by the behaviour of their peers” and one study cited found empirical evidence that experiencing fly tipping in your own and neighbouring areas increases people’s likelihood to fly tip themselves.

7.6 In relation to ‘organised’ offenders (collecting waste on behalf of householders and small businesses), the Zero Waste Scotland report explains that the economic gain of illegally dumping the waste in order to avoid the payment of landfill tax and gate fees is potentially very high. ZWS assert that temptation is increased where the likelihood of being caught is comparatively low.

7.7 The Zero Waste Scotland report lists various empirical studies that have focused on organised offenders and fly tipping, and these would appear to support a view that “attractive profit margins for illegal operations resulting from increasingly poor economics of waste treatment due to new (environmentally friendly) regulation have been found to be a significant contributing factor...” Further, from an online survey of white van carriers, researchers found that the main drivers for fly tipping by this group were:

- perception of peer behaviour;
- economic pressures;
- difficulties individuals face with paperwork related to the description of the waste;
- lack of clarity at waste sites; and,
- lack of sense of moral obligation to comply with rules.

7.8 A study specifically undertaken by the Environment Agency in 2012 in relation to fly tipping of tyre waste revealed similar findings in relation to motivation:

- financial gain,
- convenience,
- opportunism
- market dynamics/demand,
- low risk/punishment of offences

7.9 Related to this last bullet point above, another study also highlighted that the risk of punishment for fly tipping was “less important as a motivator to dispose of waste legally than an established sense of moral obligation to comply with the rules.”

## 8 **Next steps**

8.1 The Lead Reviewer will liaise with those invited to present to the Board on this topic in March and will ensure that presentations are made available in advance so that members have an opportunity to consider any questions they may wish to explore further.

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### **Implications of the Report**

1.	<b>Financial</b>	<b>- none</b>
2.	<b>HR &amp; Organisational Development</b>	<b>- none</b>
3.	<b>Community Planning</b>	<b>- none</b>
4.	<b>Legal</b>	<b>- none</b>
5.	<b>Property/Assets</b>	<b>- none</b>
6.	<b>Information Technology</b>	<b>- none</b>
7.	<b>Equality &amp; Human Rights</b>	<b>- none</b>
8.	<b>Health &amp; Safety</b>	<b>- none</b>
9.	<b>Procurement</b>	<b>- none</b>
10.	<b>Risk</b>	<b>- none</b>
11.	<b>Privacy Impact</b>	<b>- none</b>
12.	<b>COSLA implications</b>	<b>- none</b>

### **List of Background Papers**

- (a) Audit, Risk and Scrutiny Board Annual Programme approved 28/08/2017  
(b) Lead Officer Report – fly Tipping, Report 01, 06/11/2017

The foregoing background papers will be retained within Finance and Resources for inspection by the public for the prescribed period of four years from the date of the meeting. The contact officer within the service is Risk Manager, Risk Manager, 0141 618 7019,  
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## Appendix 1 References

<sup>i</sup> Zero Waste Scotland, July 2013, "Scotland's Litter Problem: Quantifying the scale and cost of litter and flytipping"  
<http://www.zerowastescotland.org.uk/sites/default/files/Scotland%27s%20Litter%20Problem%20-%20Full%20Final%20Report.pdf>

<sup>ii</sup> Zero Waste Scotland, May 2017, "Evidence Review of Flytipping behaviour"  
<https://www.zerowastescotland.org.uk/sites/default/files/Evidence%20Review%20of%20Flytipping%20Behaviour.pdf>

<sup>iii</sup> Scottish Government, 12 June 2014, "Towards A Litter-Free Scotland: A Strategic Approach To Higher Quality Local Environments"  
<http://www.gov.scot/Resource/0045/00452542.pdf>

<sup>iv</sup> SEPA website, <https://www.sepa.org.uk/regulations/waste/flytipping/>



## Appendix 2 National Campaign Materials



**Spot the signs**

- Increasing stockpiles of waste
- Increase in lorries entering the site and out of hours activity: at night, weekends & during holidays
- Smoke or foul odours
- Increase in pests, flies or vermin
- Water pollution
- Anonymous operators with no visible entrance sign

Scotland  
**CrimeStoppers.**  
**0800 555 111**  
100% anonymous. Always.  
[www.crimestoppers-uk.org](http://www.crimestoppers-uk.org)  
Crimestoppers Trust is a registered charity. Number SC037960 (Scotland).

  

SEPA  
Scottish Environment  
Protection Agency  
Rèidio Eòrpa  
An t-Àiteachd na h-Alba

Rogue operators are dumping waste in warehouses and farm buildings near you.  
Help prevent this illegal activity which:

- Harms and pollutes the local environment
- Endangers lives
- Creates a fire risk
- Adversely affects the economy

If you know or suspect someone who is involved, contact our charity Crimestoppers anonymously.

Scotland  
**CrimeStoppers.**  
**0800 555 111**  
100% anonymous. Always.  
[www.crimestoppers-uk.org](http://www.crimestoppers-uk.org)  
Crimestoppers Trust is a registered charity. Number SC037960 (Scotland).

  

SEPA  
Scottish Environment  
Protection Agency  
Rèidio Eòrpa  
An t-Àiteachd na h-Alba