REGULATION OF DISTRIBUTION OF FREE PRINTED MATTER AND REVIEW OF FACE TO FACE FUNDRAISERS (CHUGGERS)

Cabinet Member

Cllr Jonathan Bianco

Cabinet Portfolio

Finance, Property and Business Services

Officer Contact

David Frost, Bill Hickson, Andy Stubbs, Various Departments

Papers with report

- Appendix 1 Distribution of free printed matter designated areas of Uxbridge and Hayes location plans.
- Appendix 2 Public notice placed in the Uxbridge and Hillingdon Leader 27th October 2010 and 3rd November 2010
- Appendix 3 Distribution of Free Printed Matter Terms and Conditions
- Appendix 4 Draft Application for the Consent to Distribute Free Printed Matter
- Appendix 5 Draft Consent to Distribute Free Printed Matter
- Appendix 6 Decision Sheet issued by Democratic Services on 20th April 2006

HEADLINE INFORMATION

Purpose of report

This report seeks approval for the introduction of controls and regulations regarding the distribution of free printed matter or literature in designated areas of the borough under section 94B, Schedule 3A of the Environmental Protection Act 1990. It also reviews the control of face to face fundraisers (chuqgers).

Contribution to our plans and strategies

This report contributes to the Council's priority of a Clean and Attractive Borough and a Safe Borough.

Financial Cost

Schedule 3A of this Act authorises the council, as a principal litter authority, to charge a fee for issuing a consent to distribute free printed matter. The amount of this fee is to be determined by the Council but must be reasonable to cover the costs of operation and enforcement. The fee may not include potential clean-up costs

Relevant Policy Overview Committee Residents and Environmental Services

Ward(s) affected

Uxbridge North, Uxbridge South, Brunel, Botwell and Townfield.

RECOMMENDATIONS:

That Cabinet approve:

- 1. The introduction of controls and regulations concerning the distribution of free printed matter in designated areas of the borough. These areas would cover Uxbridge town centre (including Uxbridge College and RAF Uxbridge site), Brunel University and Hayes town centre. (as detailed in Appendix 1).
- 2. The delegation to the Corporate Director of Planning, Environment & Community Services the authority to exercise powers under section 94B, schedule 3A of the Environmental Protection Act 1990 to determine applications regarding the distribution of free printed matter on any land designated by the authority under this Schedule.
- 3. The introduction of a charge for consent to distribute free printed matter, at a rate of £26.30 plus VAT per application.
- 4. A review of the terms of the voluntary Site Management Agreement for face to face fundraising with the Public Fundraising Regulatory Association (PFRA) to be completed within three months and as detailed in the body of the report.

Alternative options considered / risk management

Not to implement the recommendations. This will result in officers being unable to make use of powers to control and regulate the distribution of free printed literature in those areas designated. This is likely to result in the continuation of literature being handed out and consequently litter having to be removed by the authority at public expense.

Not to undertake the review of the Site Management Agreement. This will result in the current difficulties continuing regarding Chuggers.

Comments of Policy Overview Committee(s)

None at this stage

INFORMATION

A) REGULATION OF DISTRIBUTION OF FREE LITERATURE

The distribution of free printed matter (literature) creates blight on our public spaces as the leaflets and other printed materials that are handed out are often dropped by recipients as litter. This mostly occurs within a short distance of the point of distribution; the dropped flyers are not always collected by the distributor, creating an increased level of litter.

Current littering legislation under the Environmental Protection Act 1990 enables authorised Officers to serve a Fixed Penalty Notice upon those who drop litter; however the authority does not currently have any powers to control distribution activities.

Powers under section 94B and Schedule 3A of the Environmental Protection Act 1990 enables the Council (as a principal litter authority) to designate certain streets and/or areas of land within the London Borough of Hillingdon where the distribution of free printed literature is prohibited without prior consent and under set conditions. These areas of land must only consist of

relevant land of the authority, all or part of any relevant highway for which the authority is responsible, or both.

The purpose of this legislation is to help control litter problems created by the distribution of free printed literature, which is often quickly discarded or left by those distributing the literature.

In addition, Members should note that charitable and party political material is specifically excluded from the above legislation in relation to the distribution of free literature.

On the 14th October 2010 Cabinet authorised in principle the introduction of controls and regulations concerning the distribution of free printed matter in designated areas of the borough subject to a period of consultation as detailed below.

Consultation process

Guidance is issued by the Department for Food and Rural Affairs (DEFRA) regarding the procedures necessary to allow the application of an Order to designate land for the control of distribution of free printed matter. It details strict requirements for the Council to undertake consultation regards the introduction on the Order/s before it can come into operation.

• Notification of proposal to make an Order:

Public notices were placed in the Uxbridge and Hillingdon Leader on 27th October 2010 and 3rd November 2010 (as detailed in appendix 2). These Notices set out the proposal to make the Order and included plans showing the proposed designated areas. Notices have also been posted on the land to which the proposed Orders apply. Consultation documents have been available via the Councils web pages and letters have been sent by post to the following:

- Metropolitan Police
- Hillingdon Chamber of Trade and Commerce
- Ward Councillors
- Town Centre Management
- Brunel University
- Hayes Town Centre Partnership
- Uxbridge College
- Consideration of objections:

One general objection has been received regarding the logic of the proposals and thereby objecting to them.

Notification of an Order:

The Environmental Protection Act 1990 (EPA) makes clear that if the Council decides to go ahead with the Order, it must issue a further public notice announcing its decision. This notice must be published in a newspaper circulating in the local area. The Council must also post details of its decision directly on the land to which the Order/s shall apply. The date for the Orders to commence must be at least fourteen days from the date on which the notice is issued and it is proposed that date will be 23rd December 2010.

Proposed action

It is proposed that Cabinet delegate to the Corporate Director of Planning, Environment & Community Services the authority to exercise powers under section 94B, schedule 3A of the Environmental Protection Act 1990 to determine applications regarding the distribution of free printed matter on any land designated by the authority under this Schedule.

The reasons are that the proposal is consistent with the current approach applied to similar licenses and permits under the Highways Act; that it is anticipated that a significant number of applications will be received; the procedural nature of the process; and the desirability of processing such applications in a few days.

Expected benefits

Reducing litter is the main effect of the recommendation and will contribute to the clean and attractive Borough priority. It seeks to regulate the distribution of free printed materials. Anyone wishing to distribute materials will be required to apply to the Council for a permit which will enable controls to be applied as to the number of persons undertaking this activity at one time. Authorised distributors would be required to display the permit, take responsibility for ensuring any discarded literature is removed and will not be allowed to distribute matter that encourages illegal or irresponsible behaviour or advertise illegal activities thus contributing to a safe Borough.

Appendices

A number of appendices are attached in relation to this matter for Cabinet's information.

- Appendix 1 Distribution of free printed literature designated areas of Uxbridge and Hayes location plans.
- Appendix 2 Public notice placed in the Uxbridge and Hillingdon Leader 27th October 2010 and 3rd November 2010
- Appendix 3 Distribution of Printed Matter Terms and Conditions
- Appendix 4 Draft Application for the Consent to Distribute Free Matter
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B) FACE TO FACE FUNDRAISERS IN UXBRIDGE TOWN CENTRE (CHUGGERS)

Face to face fundraisers (colloquially known as "chuggers") in Uxbridge Town Centre and elsewhere in the borough have for many years been a source of concern as shoppers are regularly accosted, often in an inappropriate and / or persistent manner. Face to face fundraisers seek to persuade individuals to sign a direct debit or standing order to make a regular contribution to the stated charity. They do not seek any actual payment at that time.

The Cabinet Member for Planning & Transportation received a Petition in April 2006 expressing public concern and during the review in advance of the meeting Legal Services established that there were no legal remedies to enable the formal or official regulation of such activities at that time. (See Cabinet Decisions Sheet in Appendix 7)

Legal Services has again been consulted on this matter and have advised that none of the potential legislation considered (license requirements for Charitable Collections in Public

Places, Public Nuisance, Obstruction of the Highway, Use of Touting Bylaws) provides any grounds which would enable the council to formally regulate these activities.

The licensing provisions in the Police, Factories etc (Miscellaneous Provisions) Act 1916 (which require the above licensing of charitable collections for cash) are due to be replaced by a new unified licensing regime for cash and direct debit fundraising contained in the Charities Act 2006. However, there is no known date for the implementation of these provisions which would significantly increase our ability to deal with chuggers.

It was agreed in 2006 that a voluntary Code of Conduct be established which resulted in a Site Management Agreement with the Public Fundraising Regulatory Association (PFRA). This is the charity led membership body that self-regulates all forms of direct debit face-to-face fundraising. This remains in place today and is managed by the Town Centre's Manager.

Proposed action

Officers sought advice from other boroughs including Westminster, Wandsworth and Bromley; and have approached the London Highway Enforcement Forum and the Association of Town Centre Management for further guidance. None of these sources has been able to offer any further assistance to improve on the current situation. However, officers recommend that the following actions be taken to seek to strengthen the existing voluntary agreement as follows:

- 1. Undertake a review of the terms of the Site Management Agreement with the PFRA, particularly in relation to:
 - a. Identifying the scope for harmonisation with the regulations of the Street Trading Terms and Conditions that were approved by Cabinet earlier this year.
 - b. Review site allocations to remove opportunities for friction between chuggers and permanent street traders.
 - c. Establish greater transparency regards the provision of notice by the fundraising organisations and/or the PFRA, in advance of visits to Uxbridge town centre.
 - d. Continue to use the town centre website to promote the Site Management Agreement and provide dates of fundraiser visits.
- 2. Commit to complete the review within 3 months of approval to commence.

Appendix

 Appendix 6 - Decision Sheet issued by Democratic Services on 20th April 2006 about the matter following a Petition Hearing.

Financial Implications

There are no direct financial implications arising from the recommendations of this report.

It is proposed that a charge of £26.30 (this will be consistent with the street trading fee) shall be applied to each application for consent. This is to cover the costs of processing the application. Each consent will cover a period of 8 hours, after which, the applicant will need to reapply. Each application can be made for one designated area only. Additional permissions for other designated areas shall also be charged at £26.30.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and is satisfied that the financial implications properly reflect the direct resource implications for the Council. It is satisfied that the proposed charge of £26.30, for each application for consent, will cover the costs of processing the application.

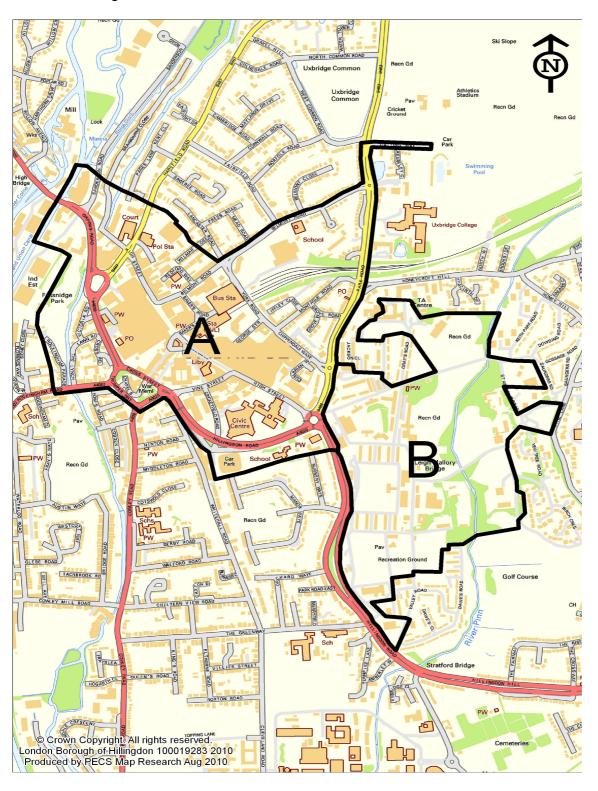
Legal

This report indicates that the recommendations outlined above are in accordance with the advice provided by Legal Services.

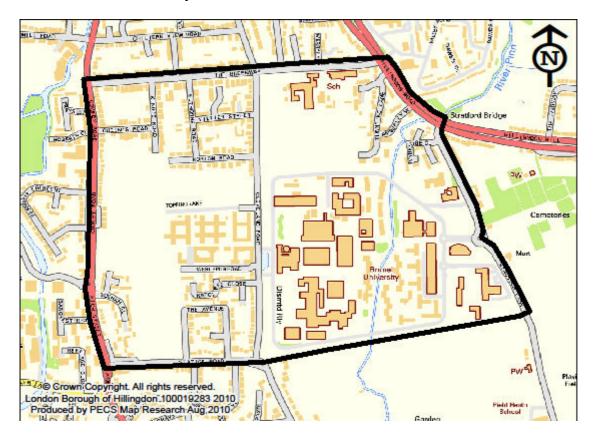
If as part of the proposed consultation objections are received, the Council are required to take account of these objections throughout the decision making process. Proper consideration should be given to each objection, and if it is decided to reject it, the reasons should be recorded. Officers should note that it is good practice to write to all objectors whose objections have been rejected explaining the reasons for the authority's decision.

Distribution of free printed matter (literature) designated areas of Uxbridge and Hayes location plans.

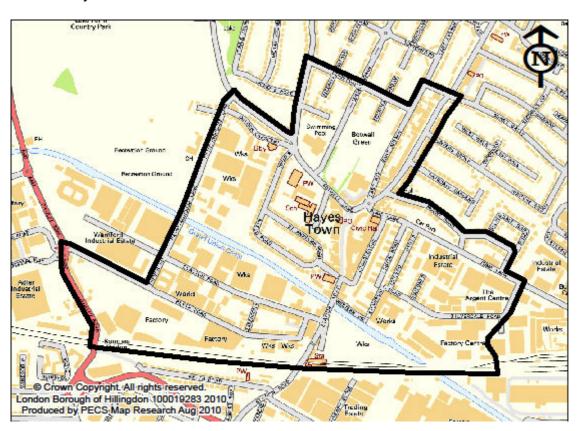
Area 1 Uxbridge Town Centre



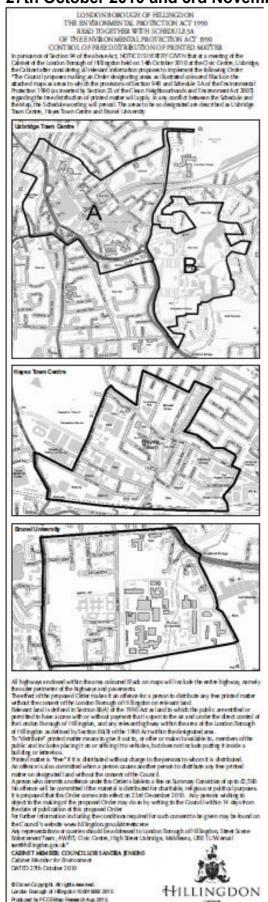
Area 2 Brunel University



Area 3 Hayes Town Centre



Public notice placed in the Uxbridge and Hillingdon Leader 27th October 2010 and 3rd November 2010



Conditions of consent to distribute free printed matter (literature) in designated areas



DISTRIBUTION OF PRINTED MATTER CONSENT TERMS AND CONDITIONS

<u>Distribution of Printed Matter Regulations</u>
Proposed to be effective from 23 December 2010

<u>Made by the London Borough of Hillingdon</u>
Pursuant to Environmental Protection Act 1990 section 94B
Schedule 3A

The Consents and Conditions came into force on 23 December 2010.

1.DEFINITIONS

In the Consents and Conditions, unless the context otherwise requires, the following expressions shall have the following meanings:

- 1.1 "Act" means Environmental Protection Act 1990 section 94B Schedule 3A
- 1.2 **"Authorised Officer"** means an officer of the Street Scene Enforcement Team duly authorised as required by the Act.
- 1.3 **"Charity"** has the meaning of the Charities Act 1993, where the printed matter relates to or is intended for the benefit of the charity.
- 1.4 **"Consent"** means permission granted by the Council to distribute free literature in a designated area.
- 1.5 **"Distribution"** means to give it out, or offer or make it available to, members of the public and includes placing it on or affixing it to vehicles, but does not include putting it inside a building or letterbox.
- 1.6 "Designated Land" means (a) relevant land of the authority; (b) all or part of any relevant highway for which the authority is responsible; or (c) both (see attached plans showing designated land).
- 1.7 **"Fee"** means the cost of obtaining consent from the Council.
- 1.8 **"Free"** means if distributed without charge to the persons to whom it is distributed.
- "Highway" means a route or area which all persons can use to pass and repass along as often and whenever they wish without let or hindrance and without charge; this includes carriageway, footway and any part of that area where the public have access and which may be in public or private ownership.
- 1.10 "Licensed Street Entertainer" means any person who is registered and licensed by the Council as a Street Entertainer under Part V of the Act
- 1.11 **"Literature"** includes advertising, promotional or other such printed matter or materials.
- 1.12 **"Litter"** has the meaning of material discarded as a result of the distribution of free literature.
- 1.13 **"Principal Litter Authority"** means The Council of the London Borough of Hillingdon.
- 1.14 "**Regulations**" refers to the contents of this document.
- 1.15 "The Council" means the London Borough of Hillingdon.

CONDITIONS APPLICAPLE TO ALL CONSENTS DISTRIBUTION OF PRINTED MATTER

- 2.1 Distributors wishing to hand out free literature within restricted areas shall be restricted to two distributors per event to minimise the impact on the local environment and the defacement of the designated areas.
- 2.2 Distributing companies shall only delegate two distributors to distribute their literature in a designated area, on the approved date and between the approved times.
- 2.3 Consent cannot be granted if:

- The applicant is unsuitable by reason of misconduct;
- The applicant has within the previous five years been convicted of any offence under London Local Authorities Act 1994 section 4 (seizure of literature where no consent has been granted);
- Consent has already been given to distribute literature in the area and at the time applied for;
- There is a risk of danger or unreasonable inconvenience to users of highways
- 2.4 Distributions shall only take place between the hours of 07:00 hours and 15:00 hours and shall take place for no more than three hours during this period, either continuously or intermittently.
- 2.5 No consent will be given for the distribution of the following types of literature:
 - Racist, sexist or offensive material or literature encouraging criminal behaviour.
 - Literature that promotes the irresponsible use of alcohol (e.g. 'happy-hour advertisements, 'money-off' offers).
 - The Council need not give consent where it is considered that the proposed distribution of free literature is likely to lead to the defacement of the designated area.
- 2.6 All staff engaged in the distribution of free literature shall be in possession of a current consent that has been issued by the Council whilst undertaking or supporting distribution activities.
- 2.7 All staff engaged in the distribution of free literature shall produce, on demand of an Authorised Officer, their consent to distribute within the area they are operating.
- 2.8 No free literature shall be left at any place on the Highway to facilitate the general public to take the literature at their discretion unless by prior agreement by the Council.
- 2.9 All literature shall bear the name and address of the consent holder who is responsible for the distributing the literature unless an agreement has been reached prior to distribution with the Council as part of the application process.
- 2.10 All staff distributing free literature should clear the area (within 25 meters of the allotted point) at the end of the distribution period of all dropped literature and remove the literature for correct disposal. Every effort should be made to recycle all dropped literature.
- 2.11 All staff distributing free literature should remove, at any time, any literature from the Public Highway on demand of an authorised Officer where it is safe to do so.
- 2.12 Consent may be revoked if any of the above conditions are contravened.
- 2.13 Distributors/consent holders should ensure that staff employed in the distribution of free literature have not received a fixed penalty notice under the Environmental Protection Act 1990 section 88 (littering) or Environmental Protection Act 1990 Schedule 3A (unauthorised distribution of free literature). The consent holder may face cancelation of their consent if they do not comply with this requirement.
- 2.14 Consent shall not be given to an applicant that has been subject to prosecution under Environmental Protection Act 1990 section 88 (littering) or Environmental Protection Act 1990 Schedule 3A.
- 2.15 Applications for consent must not be made less than fourteen days prior to the proposed date that distribution is to take place.

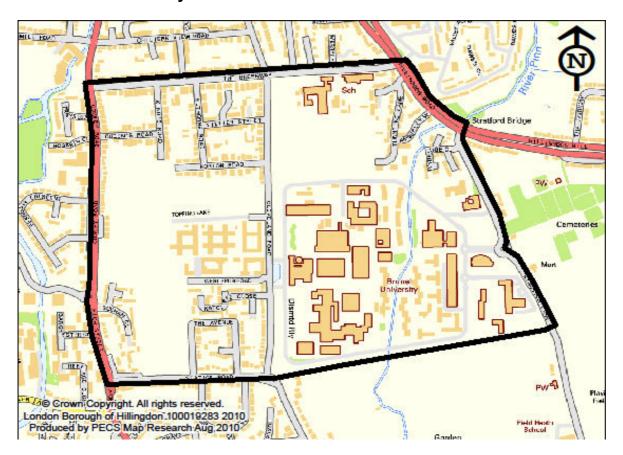
- 2.16 Any distributions carried out whilst an application is being processed shall be treated as having no consent to distribute within the area.
- 2.17 Consent will only be granted to one distributor in each designated area on each day.

Informatives

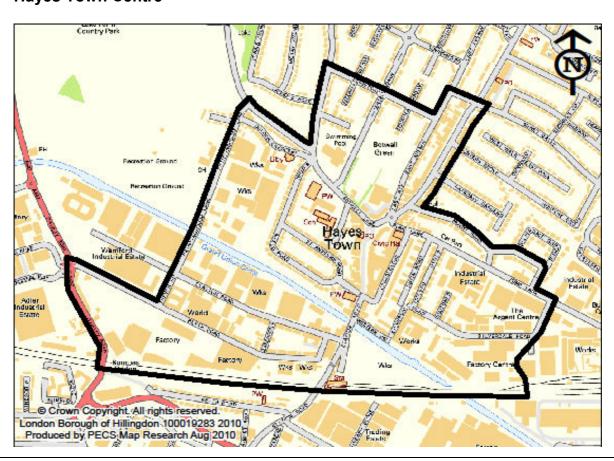
- Applications may be delayed beyond fourteen days should information not be supplied as required on the application form or where the fee is not submitted.
- It is expected that all literature promoting alcohol shall display a responsible drinking strap line
- It is expected that all literature promoting gambling does not contravene the Councils Gambling Policy

DESIGNATED AREAS

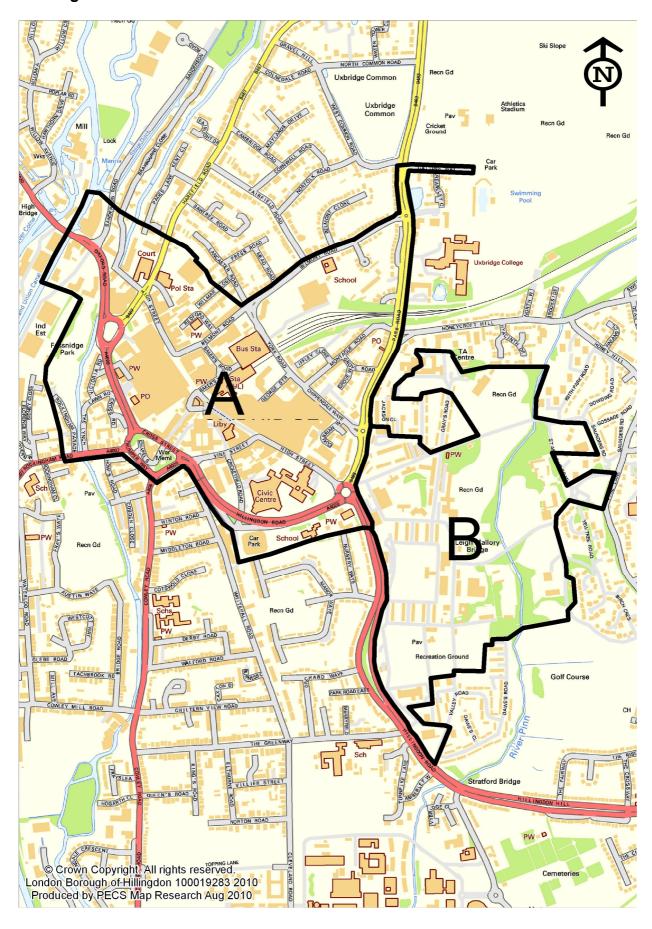
Brunel University



Hayes Town Centre



Uxbridge Town Centre



Draft Consent to Distribute Free Printed Matter



Street Scene Enforcement Team

Civic Centre, 4W/05, High Street, Uxbridge, Middlesex UB8 1UW Tel: 01895 556920 Fax: 01895 277082 Email: sset@hillingdon.gov.uk www.hillingdon.gov.uk/streetscene

APPLICATION FOR CONSENT TO DISTRIBUTE PRINTED MATTER

Environmental Protection Act 1990 section 94BSchedule 3A

AN INCOMPLETE APPLICATION WILL NOT BE PROCESSED BUT RETURNED TO THE APPLICANT				
APPLICATION FOR* Please print clearly	Brunel Uxbridge Town Centre Hayes Town Centre			Fee Enclosed Should you wish to pay by debit/credit card, contact Street
APPLICANT'S DETAILS	•		_	Scene Enforcement Team.
Full Name	Title	First Name Surname		
Business Name Business Address				Post Code
Telephone Number(s) (Business)	Email			
DISTRIBUTOR (1) DETAILS Please print clearly				
Full Name	Title	First Name Surname		
Home Address				
Telephone Number(s)	Email			Post Code
DISTRIBUTOR (2) DETAILS Please print clearly				
Full Name	Title	First Name Surname		
Home Address				
				Post Code
Telephone Number(s)	Email			
Matter to be distributed				
I confirm that I have read and understand the "Conditions Applicable To All Such Consents" and that the information I have provided above is correct. Any failures to comply upon issuance of consent will result in the immediate withdrawal of that consent.				
Name:		Signature:		Date:

Please return completed form by post or e mail to the Street Scene Enforcement Team (address above).

Environmental Protection Act 1990 section 94BSchedule 3A

Consent Number: XXXXXXXXXXXX

CONSENT TO DISTRIBUTE PRINTED MATTER

The Council of the London Borough of Hillingdon being the Principal Litter Authority under the Environmental Protection Act 1990 Act.

HEREBY GIVE CONSENT to: <<Company Name>>

DISTRIBUTOR/S being << Name/s>>

to distribute free matter at: << specify location>>

ON <<Full Date>> between the **HOURS** of <<00:00 - 00:00>>

Consent is given for the distribution of the following free matter/s:

<< full description>>

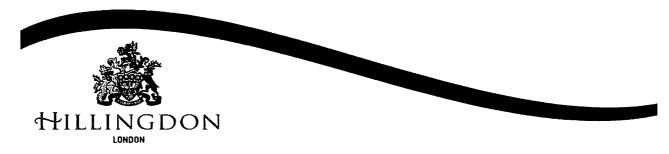
THIS Consent is given subject to the London Borough of Hillingdon Conditions Applicable To All Consents to distribute free matter.

THIS Consent is for a period of ONE DAY date of which is stated above unless surrendered or revoked

DATE CONSENT GIVEN: <<date>>

SIGNED: on behalf of the London Borough of Hillingdon

All staff engaged in the distribution of free literature shall produce, on demand of an Authorised Officer, their consent to distribute within the area they are operating (Ref: Conditions Applicable To All Consents Distribution of Printed Matter 2.7)





DECISIONS SHEET PUBLISHED BY THE CABINET OFFICE ON 20TH APRIL 2006

The Cabinet Member for Planning and Transportation made these decisions at a meeting with petitioners held on 19th April 2006:

Officer contact

2 RESTRAINT OF NUISANCE IN UXBRIDGE TOWN CENTRE

Councillors Tony Burles, George Cooper and David Routledge attended and spoke as Ward Councillors.

Concerns and suggestions raised at the meeting included the following:-

- Concern that the Governing Body (PRFA) will not agree to proposals;
- Need to avoid large numbers of charity clipboard representatives being in the busy areas of the town centre near to the Tube Station entrance and shopping centre entrances;
- Concern at effect on income to local Churches if market researchers are no longer allowed;
- Suggested that the Churches be asked to better control the activities of market research companies hiring their premises:

DECISION

That the Cabinet Member gives approval to:

- 1. Touts for businesses or services being offered remote from Uxbridge town centre: Prosecute where necessary (see table section B).
- 2. Charity clipboard representatives ("chuggers"): Wait for the outcome of the London Local Authorities Bill and the Charities Bill and in the meantime operate a booking in system and code of conduct for this type of activity, restricting the number of chuggers to a maximum of four plus a supervisor on three days of each week. The charity collectors would be allocated to specific sites with a daily fee payable to the Town Centre Management to assist with monitoring and

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enforcement of the system (see table section C).

- 3. Walking or stationary advertising board holders: Wait for the outcome of the London Local Authorities Bill currently in the House of Lords (see table section D).
- 4. Freestanding "A-board" signs on the footway: Most do not require Advertisement Consent and are best enforced using Highways Enforcement powers (see table section E).
- 5. Illegal street traders: Continue to use existing street trading legislation to deter this activity (see table section F).

The recommendations will apply to any area within the boundaries of the town centre core: High Street, Uxbridge from Harefield Road to Belmont Road to York Road to Chippendale Waye to Park Road to Hillingdon Road to Cross Street to Oxford Road to Harefield Road.

REASON FOR DECISION

Uxbridge has the highest footfall of any of the borough's town centres, by virtue of its shopping and service attractions and the fact that it is the location of a thriving office sector population. Once they arrive in the town centre area, visitors are invariably subjected to the frequent, persistent and repetitive clamour of a wide variety of organisations and individuals, seeking to gain their attention for a number of purposes. Over the years, evidence has gathered which portrays a picture of a public that is tired of the nuisance presented whenever they visit the town. During 2005 one of the licensed Uxbridge street traders spent some weeks raising a petition containing more than 6,000 names from people stating they are in favour of controls being exercised on the "clipboard brigade". Subsequent investigation shows there is scope for a number of measures to be introduced to deal with the perceived nuisance that is held to be damaging to the enjoyment of the town's facilities. Adoption of appropriate measures is an opportunity for the council to demonstrate good management of the town.

ALTERNATIVES CONSIDERED AND REJECTED

None.

To view the reports relating to these decisions, click on the link below :-

THIS DECISION WILL COME INTO FORCE AND WILL THEN BE IMPLEMENTED UNLESS CALLED-IN. THE DEADLINE FOR CALL-IN TO BE RECEIVED BY THE HEAD OF DEMOCRATIC SERVICES IS 5PM ON THURSDAY 27TH APRIL 2006.

COUNCILLORS AND OFFICERS WILL BE NOTIFIED OF ANY CALL-IN RECEIVED.

This is a summary of the Cabinet Member's decisions.

If you wish for more detailed information on any of the decisions please contact Sue Came on 01895 250472.

The right hand column indicates the name of the officer(s) responsible for implementing/following up the decision in each case.

Circulation of this decisions sheet is to Members of the Council, Corporate Directors, Group Secretariats.