
NOTICE OF MEETING

CABINET MEMBER FOR ENVIRONMENT & COMMUNITY SAFETY DECISION MEETING

FRIDAY, 14 NOVEMBER 2014 AT 10.00 AM

CONFERENCE ROOM L, SECOND FLOOR, THE CIVIC OFFICES

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CABINET MEMBER FOR ENVIRONMENT & COMMUNITY SAFETY

Councillor Robert New, Conservative

Group Spokespersons

Councillor Sandra Stockdale, Liberal Democrat

Councillor John Ferrett, Labour

Councillor Steve Hastings, UK Independence Party

(NB This agenda should be retained for future reference with the minutes of this meeting).

Please note that the agenda, minutes and non-exempt reports are available to view online on the Portsmouth City Council website: www.portsmouth.gov.uk

Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendations). Email requests are accepted.

AGENDA

1 Apologies for Absence

2 Declaration of Members' Interests

3 Provision of Domestic Abuse Perpetrator Programmes. (Pages 1 - 4)

Purpose.

To update the Cabinet Member for Environment and Community Safety on the progress of the Domestic Abuse Perpetrator Programme and future delivery options.

RECOMMENDED that the Cabinet Member for Environment & Community Safety:

- 1 Acknowledge the progress made in the short amount of time.**
- 2 Approve exploring the benefits of selling the programme to other authorities and agencies.**

4 Delegated Authority - Anti-social Behaviour, Crime & Policing Act 2014 (Pages 5 - 10)

Purpose.

To agree delegation of powers for the Community Protection Notice (CPN) and Public Spaces Protection Order (PSPO). This will enable authorised officers to issue notices and Fixed Penalty Notices (FPNs) on behalf of the local authority.

The report also confirms the single point of contact for the Community Trigger for Portsmouth City Council as the ASB Unit Manager, Health, Safety and Licensing (HSL).

RECOMMENDED that the Cabinet Member for Environment & Community Safety:

- 1. Confirm the lead delegated officer for the powers bestowed upon it under the Anti-social Behaviour, Crime and Policing Act 2014 to be the City Solicitor.**
- 2. Authorise the City Solicitor to delegate authority and for the purposes of this Act to the Head of Health, Safety and Licensing and the ASB Unit Manager to enable them to act on behalf of the City Solicitor.**
- 3. Authorise the Community Wardens, Environment Enforcement Officers (litter, fly tips etc.) and Environment Health Officers (noise) to issue CPNs and FPNs on behalf of the local authority,**
- 4. Authorise other local authority officers and approved partners working on behalf of the local authority can be approved upon completion of appropriate training and authorisation.**

5 **Tattooing Hygiene Rating Scheme.** (Pages 11 - 28)

Purpose.

In 2013, the Cabinet Member for Environment and Community Safety endorsed a consultation on the proposals for an amended Portsmouth City Tattooists Registration Scheme and the delivery of a new Charter of Good Practice. At that time, officers from Environmental Health [EH] were engaging with all the registered tattooists in Portsmouth and offering advice on good practice to safeguard cleanliness standards.

Our liaison demonstrated that tattooing businesses in Portsmouth widely supported our involvement to protect public health and that they welcomed our assistance and our new approach to challenging poor practices and poorly performing practitioners.

Since 2013, progress has been made in the delivery of some of the Charter's initiatives, however, prior to full implementation, EH would like to introduce and adopt a further scheme to rate tattooing studios in regard to their hygiene standards in a similar manner to our rating of food businesses. It is proposed that the two schemes be combined. Businesses will then be invited to participate, inspected and rated '1', '2' or '3' in accordance with defined rating schedules.

The purpose of this report is to set out the details of how the Tattooing Hygiene Rating Scheme [THRS] will work and to provide an update as to how the original Charter has been put into practice since its endorsement.

RECOMMENDED that the Cabinet Member for Environmental and Community Safety approves the proposal to adopt the Charter of Good Practice and the Tattooing Hygiene Rating Scheme in a single scheme and endorses the manner in which this will be implemented as detailed in Appendix 1.

6 **Adoption of the Shellfish Action Plan.** (Pages 29 - 60)

Purpose.

The Portsmouth Port Health Authority [PPHA] district comprises of the two harbours, Langstone and Portsmouth. Within these areas, there are a number of classified shellfish beds which are commercially harvested.

Portsmouth City Council Environmental Health service [EH] have a statutory responsibility to monitor the quality of harvested oysters, clams and other live bivalve molluscs [LBM] from these beds to ensure that they meet the appropriate standards in order to prevent illness to consumers.

The local shellfish industry is reported to be worth in excess of £500,000 annually, with approximately 50 locally registered vessels operating within the PPHA. The purpose of this report is to explain how, following receipt of poor LBM sampling results, the classified beds will be appropriately closed pending further sampling and how closure protocols and the reporting of poor results will be communicated to interested and involved parties.

RECOMMENDED that the Cabinet Member for Environmental and Community Safety approve the proposal to manage the harvesting of live bivalve molluscs within the Portsmouth Port Health Authority area through the implementation of the Shellfish Local Action Plan (SLAP) as described in Appendix 1.

7 Portsmouth's Waste Prevention Plan (Pages 61 - 150)

Purpose.

The development of a Waste Prevention Programme is a requirement of the revised Waste Framework Directive (2008/98/EC). Through their Waste Prevention Programme launched in December 2013, DEFRA have recommended that all Local Authorities should have a local waste prevention plan which details how they are going to support a reduction in the amount of waste being produced. This report presents Portsmouth City Council's draft waste prevention plan (WPP) for approval.

RECOMMENDED that the Cabinet Member for Environment & Community Safety:

1. **Note the benefits of working on waste prevention (see 3.1)**
2. **Agree the adoption of Project Integra's waste prevention plan (see 3.2)**
3. **Approve the draft Portsmouth waste prevention plan (see 3.3)**
4. **Notes that an update report will be provided for Members on an annual basis (see 5.2)**

8 Forward Plan Omission

The following item did not appear on the Forward Plan published on 9 October. The Forward Plan Omission procedure has been followed for the inclusion of this item on the agenda: Open Air Events - Controlling the Impact of Music.

RECOMMENDED that it be noted that this item did not appear on the Forward Plan published on 8 October.

9 Open Air Events - Controlling the Impact of Music. (Pages 151 - 174)

Purpose.

Most outdoor events providing amplified musical entertainment have the potential to cause noise pollution and widespread nuisance.

With good planning, community engagement, careful management and control, it is possible to ensure that events deliver the organisers' objectives and meet the expectations of the audience whilst ensuring that the local community is not unduly disturbed by noise.

The purpose of this report is to explain how this balance can be achieved and under what circumstances it may be acceptable to cause noise which is likely to give rise to higher than normally acceptable levels of complaint.

The proposed guidance also confirms the advice and support to be provided by the city council's Environmental Health service and Events team

RECOMMENDED that the Cabinet Member for Environment and Community Safety approves the proposals to effectively manage the impact of amplified music from open air events as set out in the Noise from Open Air Events Guidance for Applicants (Appendix 1).

10 Exclusion of Press and Public.

In view of the contents of the following item on the agenda the Cabinet Member for Environment & Community Safety is RECOMMENDED to adopt the following motion:

“That, under the provisions of Section 100A of the Local Government Act, 1972 as amended by the Local Government (Access to Information) Act, 1985, the press and public be excluded for the consideration of the following items on the grounds that the report contain information defined as exempt in Part 1 of Schedule 12A to the Local Government Act, 1972”.

The public interest in maintaining the exemption must outweigh the public interest in disclosing the information.

Under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012, regulation 5, the reasons for exemption of the listed items is shown below.

Members of the public may make representation as to why the item should be held in open session. A statement of the Council’s response to representations received will be given at the meeting so that this can be taken into account when members decide whether or not to deal with the item under exempt business.

(NB The exempt/ confidential papers on the agenda will contain information which is commercially, legally or personally sensitive and should not be divulged to third parties. Members are reminded of standing order restrictions on the disclosure of exempt information and are invited to return their exempt documentation to the Local Democracy Officer at the conclusion of the meeting for shredding.)

Item	Exemption Para No.*
Waste Disposal Contract (Appendix 1 only)	3

* Paragraph Numbers:

1. Information relating to any individual
2. Information that is likely to reveal the identity of an individual
3. Information relating to the financial or business affairs of any particular person (including the authority holding that information)

11 Waste Disposal Contract Update (Pages 175 - 182)

Purpose.

The purpose of this report is to outline the options currently available for the future of the waste disposal contract and recommend a change to the existing contract.

RECOMMENDED that the Cabinet Member for Environment & Community Safety:

- 1. Extends the household waste disposal contract, in line with the existing contract provision from its current expiry in 2023/5 to a co-terminus date of 2030. This is subject to agreement by all parties including the contractor and partner authorities.**
- 2. Delegate authority to the Head of Service for Transport & Environment, S151 Officer and City Solicitor to work with partner authorities to deliver the required changes in contractual arrangements.**

Members of the public are now permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting or records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the Council's website and posters on the wall of the meeting's venue.

Agenda Item 3



Portsmouth
CITY COUNCIL

Agenda item:

Meeting: Cabinet Member for Environment and Community Safety

Subject: Provision of Domestic Abuse Perpetrator Programmes

Date of decision: 14th November 2014

Report by: Head of Health, Safety and Licensing

Wards affected: All

Key decision: No

Budget & policy framework decision: No

1 Summary

The Domestic Abuse Commissioning review, completed in 2012, identified a gap in provision for perpetrators of domestic abuse in Portsmouth. After mapping model options and securing funding recruitment began in Autumn 2013 with delivery of the programme starting May 2014.

2 Purpose of report

To update the Cabinet Member for Environment and Community Safety on the progress of the Domestic Abuse Perpetrator Programme and future delivery options.

3 Recommendations

- 3.1 To acknowledge the progress made in the short amount of time.
- 3.2 To approve exploring the benefits of selling the programme to other authorities and agencies.

4. Reasons for recommendations

- 4.1 Up2U: Creating Healthy Relationships is an innovative programme developed by Portsmouth City Council for people who use domestically abusive behaviours in their intimate partner relationships. It is one of only a few programmes that have moved away from the "one size fits all" model and in its short timeframe has received interest from other areas.

5 Background

- 5.1 While the UK was a world leader in responding to victims of domestic abuse (the first women's refuge opened in 1971), significant levels of outreach support to victims and perpetrators of domestic abuse has only been delivered within the last 15 years.
- 5.2 Research into perpetrators of domestic abuse varies from being a gendered crime committed by men against women with the intention to dominate for reasons of power and control to gender being only one risk factor with more equal distribution across gender in the perpetration of domestic abuse.
- 5.3 In the main, domestic abuse perpetrator programmes are around 30 weeks in length programmes for men targeting their use of tactics of power and control over women following the Duluth Model¹. These have been offered by the voluntary sector (primarily in London and the North East, but with a local provider in the South) and probation for offenders. Research of these programmes is variable, identify a high non-completion rate and often focus on outputs as opposed to outcomes.
- 5.4 Funding to deliver Portsmouth's programme was secured from the Hampshire Police Crime Commissioner (£30,000) Children's Social Care, Public Health and Clinical Commissioning Group (£10,000 each) and Troubled Families (£15,000). This has employed initially a coordinator to write and deliver the programme and more recently an officer to help deliver the programme. Ongoing funding is continually being sought.
- 5.5 During the research and design period it became clear that other types of programme were being delivered that considered typology of offender including *"intimate partner terrorism where one partner, usually a man in a heterosexual relationship "terrorises" the other, situational couple violence where there is typically an equal split between male and female victims and perpetrators (although not necessarily in terms of impact) and violent resistance where the partner of an intimate terrorist will try and defend themselves in a violent way"* (Barran D blog; March 2014 CAADA)²
- 5.6 Portsmouth's programme is called Up2U: Creating Healthy Relationships (Up2U). Up2U recognises that people use domestic abuse for different underlying reasons ranging from power and control, learned behaviour, attitudes that promote male dominance, lack of emotional management skills to poor conflict resolution resulting in different typologies of domestic abusers. Up2U is an assessment led intervention programme responding to individual need, risk and responsivity and offers bespoke packages of intervention to both men and women.

¹ www.theduluthmodel.org

² <http://dianabarran.wordpress.com/2014/03/>

- 5.7 To address the high level of dropout rates and low completion rates of many domestic abuse perpetrator programmes, Up2U uses motivational interviewing techniques to engage individuals, working with their resistance to build strong therapeutic relationships to optimise their commitment to the programme.
- 5.8 Up2U started to engage clients from 6th May 2014. Due to capacity and the level of need, clients were identified through strong partnership working and meetings were held with the referrer and client to: a) explain the course, b) an opportunity for the client to recognise their use abusive behaviours towards their partner and want to stop this and c) commit to the programme. If accepted on the programme there is a 6 week assessment process followed by a bespoke package of intervention. Currently only 121 provision is being offered, however in future group provision will also be offered.
- 5.9 To date there are 10 clients signed up to the programme. All are male and all with significant complexities. However, initial feedback extremely positive including improved engagement between the client and statutory services (e.g. no police call outs and decreasing risks to children) and discussions have begun with a local university regarding evaluation.
- 5.10 The programme is also highly flexible to both individual need and typologies and as a result there has been interest from other agencies, authorities and service providers in purchasing Up2U. While this would income generate for the city, there would be an initial "spend to save" requirement to manage this and to ensure Up2U continues to respond to the demands in Portsmouth.

6. Equality impact assessment (EIA)

- 6.1 A preliminary EIA has been completed. It identified that a full EIA is not required.

7. Legal implications

- 7.1 There are no relevant legal comments associated with the delivery of this programme

8. Head of finance's comments

- 8.1 The programme is being delivered within the current funding levels. It is forecast to remain within budget for 14/15. Funding from other parties is required to run this programme and future funding is being sought. The delivery capacity of the programme is therefore dependent on sourcing future funding. It would seem appropriate to explore any potential selling opportunities in order to generate some additional funds.

.....
Signed by Head of Health, Safety and Licensing

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
1 Nil	
2	

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by the Cabinet Member for Environment and Community Safety on 14th November 2014.

.....
Signed by Cabinet Member for Environment and Community Safety

Agenda Item 4



Portsmouth
CITY COUNCIL

Agenda item:

Title of meeting: Cabinet Member for Environment & Community Safety
Decision Meeting

Date of meeting: 14th November 2014

Subject: Delegated Authority - Anti-social Behaviour, Crime & Policing
Act 2014

Report by: Head of Health, Safety & Licensing

Wards affected: All

Key decision: No

Full Council decision: No

1. Purpose of report

To agree delegation of powers for the Community Protection Notice (CPN) and Public Spaces Protection Order (PSPO). This will enable authorised officers to issue notices and Fixed Penalty Notices (FPNs) on behalf of the local authority.

The report also confirms the single point of contact for the Community Trigger for Portsmouth City Council as the ASB Unit Manager, Health, Safety and Licensing (HSL).

2. Recommendations

That the Cabinet Member for Environment and Community Safety:

1. Confirm the lead delegated officer for the powers bestowed upon it under the Anti-social Behaviour, Crime and Policing Act 2014 to be the City Solicitor.
2. Authorise the City Solicitor to delegate authority and for the purposes of this Act to the Head of Health, Safety and Licensing and the ASB Unit Manager to enable them to act on behalf of the City Solicitor.
3. Authorise the community wardens, environment enforcement officers (litter, fly tips etc.) and environment health officers (noise) be authorised to issue CPNs and FPNs on behalf of the local authority,
4. Authorise other local authority officers and approved partners working on behalf of the local authority upon completion of appropriate training.

3. Background

The Anti-Social Behaviour Crime and Policing Act 2014 introduced new powers and duties on Local Authorities and partners. A number of these new powers were enacted on the 20th October 2014. This includes Community Protection Notices (CPNs), Public Spaces Protection Order (PSPOs) and the Community Trigger. The introduction of the Civil Injunction has been delayed until the new year (date to be confirmed). This has led to the Anti-Social Behaviour Order (ASBO) still being available until it is replaced by the Civil Injunction.

2.1 Community Protection Notices (CPNs)

This is a new power that is likely to have the greatest impact for local authority front line staff for preventing and tackling anti-social behaviour. Council officers, police officers, Police Community Support Officers (PCSO) and social landlords (if designated by the council) will be able to issue CPNs.

This power can tackle a wide range of behaviours and providing the following conditions apply:

- considered to have a detrimental effect on the quality of life of those in the locality,
- be of a persistent and continuing nature and
- be unreasonable.

This could include noise nuisance and littering, but should not replace current statutory legislation. The CPN will inform an individual of the anti-social behaviour they must cease or rectify to stop 'unreasonable' behaviour affecting the community's quality of life.

Breach of a CPN is a criminal offence and could result in a fixed penalty notice for up to £100 or a fine of up to £2,500 (£20,000 if a business).

It is recommended that Community Wardens and Environmental Public Protection Officers be authorised to issue these notices, including fixed penalty notices for use when a breach occurs. Authorisation of staff within the Public Protection Team (specifically related to noise nuisance) is also recommended.

2.2 Community Trigger

The purpose of the Community Trigger is to give victims and communities the right to request anti-social behaviour review of their complaints and bring agencies together to take a joined up, problem-solving approach to their case.

The local authority, police, clinical commissioning groups and registered social landlords (if co-opted onto this group) have responsibility for deciding the threshold of the community trigger and process for managing requests and publishing publicly annual figures.

Portsmouth City Council has contributed to and adopted a Hampshire agreed procedure for managing Community Triggers. The ASB Unit Manager is the agreed single point of contact (SPOC) for Portsmouth City Council and will liaise with partners to respond to those that meet the threshold.

2.3 Public Spaces Protection Order (PSPO)

The local authority will be responsible for issuing a PSPO after consultation with the police, Police and Crime Commissioner and other relevant bodies. The PSPO is designed to stop individuals or groups committing anti-social behaviour in a public space. It gives the local authority a flexible power to tackle a range of anti-social behaviour in public places. It will ultimately replace the current Designated Public Places Order (DPPO) and Dog Control Order (DCO) powers. The PSPO can be put in place up to a maximum of 3 years and it is expected that the local authorities with current DPPOs and DCOs in place would be able to continue with those for a further 3 years before they would need to consider replacing them with PSPOs. Portsmouth currently has a city wide DPPO which can in effect remain in place until 19th October 2017. There is a targeted city wide dog control order which applies to around 200 parks and open spaces in the city.

A further report will be brought by October 2017 detailing the proposals for taking this element of the legislation forward in the most effective way.

Breach is a criminal offence and enforcement officers can issue a fixed penalty notice of up to £100 or a maximum £1,000 fine on prosecution.

It is recommended that Community Wardens and Environmental Public Protection Officers are authorised to issue fixed penalty notices when a breach occurs.

2.4 Civil Injunction

There is a delay to the commencement of Part 1 of the Anti-social Behaviour, Crime and Policing Act 2014, the Civil Injunction

This will allow unavoidable and necessary changes to be made to the civil legal aid system to ensure that applications for advocacy assistance can be assessed for those involved in civil injunction hearings. This will require amendments to the Legal Aid, Sentencing and Punishment of Offenders Act 2012(LASPO), which should be completed by the end of January 2015 at the latest. Only then will the civil injunction element of the Act be enabled.

Until the LASPO provisions are in force and the Part 1 Civil Injunction is commenced, the ASBO on application will remain in place and social landlords should continue to use anti-social behaviour housing injunctions (ASBIs).

The delay enables Portsmouth City Council and Hampshire Constabulary to pursue ASBOs where appropriate. There are currently 5 applications on going and other cases are being considered.

4. Reasons for recommendations

Portsmouth City Council already has officers trained and authorised to issue Fixed Penalty Notices under the existing Environmental Protection Act. Therefore these officers would be best placed to act initially on behalf of the local authority. They currently include the Environmental Enforcement Officers and Community Wardens.

There are other officers within Portsmouth City Council that will consider if these new powers can enhance their teams response to anti-social behaviour e.g. the Environmental Heath and Housing Standards team. Portsmouth City Council's Housing Service is looking to use these powers and will confirm relevant officers following an internal review.

Hampshire Constabulary is also able to authorise officers to use these powers but is currently undecided if Community Protection Notice or Public Spaces Protection Order will be added to their enforcement powers.

5. Equality impact assessment (EIA)

Delegating authorisation should not negatively impact on any groups for the purposes of the EIA. It is likely to have a positive difference for those who may be suffering anti-social behaviour and this often includes vulnerable groups.

6. Head of legal, licensing & registrars' comments

The Act (Anti-Social Behaviour Crime and Policing Act 2014) provides specifically the appropriate delegations to Local Authorities to provide officers of the Authority with the necessary powers to implement the Act. Sec 112 of the Local Government Act 1972 allows the decision of the executive to be delegated provided they are consistent with the constitution. The recommendations of the report if adopted would be decisions consistent with the constitution and scheme of delegation as are currently in place.

7. Head of finance's comments

- 7.1 There are no financial consequences as a result of this delegated authority decision.

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Signed by Head of Health, Safety and Licensing

Appendices:

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Anti-Social Behaviour, Crime and Policing Act 2014	http://www.legislation.gov.uk/ukpga/2014/12/contents/enacted/data.htm
Home Office ASB, Crime Bill link to various documents and guidance.	https://www.gov.uk/government/collections/anti-social-behaviour-crime-and-police-bill

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by Cabinet Member for Environment and Community Safety on 14th November 2014

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 Signed by Cabinet Member for Environment and Community Safety

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Title of meeting: Cabinet Member for Environment and Community Safety
Decision Meeting

Date of meeting: 14th November 2014

Subject: Tattooing Hygiene Rating Scheme

Report by: Alan Cufley, Head of Corporate Assets, Business & Standards

Wards affected: ALL

Key decision: No

1. Purpose of report

- 1.1. In 2013, the Cabinet Member for Environment and Community Safety endorsed a consultation on the proposals for an amended Portsmouth City Tattooists Registration Scheme and the delivery of a new Charter of Good Practice. At that time, officers from Environmental Health [EH] were engaging with all the registered tattooists in Portsmouth and offering advice on good practice to safeguard cleanliness standards.
- 1.2. Our liaison demonstrated that tattooing businesses in Portsmouth widely supported our involvement to protect public health and that they welcomed our assistance and our new approach to challenging poor practices and poorly performing practitioners.
- 1.3. Since 2013, progress has been made in the delivery of some of the Charter's initiatives, however, prior to full implementation, EH would like to introduce and adopt a further scheme to rate tattooing studios in regard to their hygiene standards in a similar manner to our rating of food businesses. It is proposed that the two schemes be combined. Businesses will then be invited to participate, inspected and rated '1', '2' or '3' in accordance with defined rating schedules.
- 1.4. The purpose of this report is to set out the details of how the Tattooing Hygiene Rating Scheme [THRS] will work and to provide an update as to how the original Charter has been put into practice since its endorsement.

2. Recommendations

- 2.1. **That the Cabinet Member for Environmental and Community Safety approves the proposal to adopt the Charter of Good Practice and the Tattooing Hygiene Rating Scheme in a single scheme and endorses the manner in which this will be implemented as detailed in *Appendix 1*.**

3. Background

- 3.1. The 2013 Charter comprised of eight guiding principles - that artists would:
- never tattoo anyone under the age of 18 years old;
 - always abide by the Byelaws;
 - keep exceptionally high standards of cleanliness;
 - only buy ink from reputable suppliers;
 - only buy needles from reputable suppliers;
 - test autoclave and ultrasonic cleaning devices yearly;
 - report poor practice in the industry to the council's enforcement officers;
 - agree to all inspections and recommendations of the council's enforcement officers.
- 3.2. Since the concept of the Charter was introduced by EH, a number of Local Authorities have also been exploring how to support tattooists registered within their own areas. As a result, several have introduced the THRS which has been devised in association with the Chartered Institute of Environmental Health [CIEH].
- 3.3. The Portsmouth City THRS will differ from that devised by the CIEH in two significant regards. The first is that it will additionally contain the principals of the original Charter and secondly that it will not rate premises which fall below the minimum required standard as currently set out within the Byelaws.
- 3.4. Like the Charter, the THRS will be a voluntary scheme aimed at improving standards of tattooists and providing the public with better information with respect to the quality of the registered studios in relation to hygiene and infection control measures.
- 3.5. The THRS scheme aims to:
- inform the public about the hygiene standards in the premises at the time of the most recent inspection;
 - drive up standards and adoption of best practice across the industry; and
 - reduce the risk of incidents of infection and of transmission of infectious disease from tattooing procedures.
- 3.6. It is therefore proposed that the Portsmouth City THRS will incorporate the best principals of both the CIEH THRS *and* the originally proposed Charter.
- 3.7. Like the Charter, it is anticipated that participation in the THRS will continue to be by application and will incur a fee. Participating premises will be allocated a rating following an inspection. The rating can be displayed in the premises in certificate form and on the window of the premises in the form of a window sticker. Potential designs of the scheme logo have been devised and are likely to be a combination of the two proposals attached [see Appendix 2]
- 3.8. The main elements and operational status of the current Charter are as follows:

- The continuation of the registration scheme requiring the owners of tattooing businesses to register their premises with the local authority. Charges apply. **Status: On-going.**
- The amendment of the registration scheme requiring all tattooists to renew their registration with the Council *every 12 months*. Charges apply. **Status: Implemented and on-going.**
- That prior to registration, new businesses and artists are inspected and interviewed by an authorised officer to ensure that the conditions specified in the governing Byelaws are met. Once the officer is satisfied, a Certificate of Registration is issued. If the requirements of the Byelaws are not met, registrations are withheld until such times that compliance is likely. **Status - Implemented and on-going.**
- That, subject to an administration fee, artists registered with another local authority are entitled to practice within registered premises in the boundary of Portsmouth for a period of 12 months, following the submission of a registration certificate 28 days prior to undertaking any tattooing procedures. **Status - Implemented and on-going.**
- That subject to an administration fee, artists visiting to take part in conventions (or similar) are able to practice within the boundary of Portsmouth for a period of 3 months if they are able to demonstrate comparable registration with the relevant authority in their country of origin 28 days prior to undertaking tattooing. **Status: Delivery on-going.**
- That following interview, all artists willing to sign up to the Charter and achieving the necessary standards are to be issued with documentation confirming registration and accreditation for display. Participating artists are then highlighted on the Council's website as those which have exceeded the minimum standards required. Charges apply. **Status - incomplete.**

4. The proposal

- 4.1. In addition to the above elements of the Charter, it is intended to implement the following within the THRS. Businesses voluntarily participating will be rated into three categories:

1 - Satisfactory

2 - Good

3 - Very Good

- 4.2. This recommendation follows research by the CIEH showing that 93% of customers considering having a tattoo would be influenced by a rating scheme, and that 80% of tattoo studio operators interviewed thought it would be good for businesses.
- 4.3. Tattooists surveyed felt hygiene ratings would give recognition to well run parlours while driving out unregistered and unsafe practitioners who often operate from home, known in the trade as 'scratchers'.
- 4.4. Trade bodies such as the British Tattoo Artists Federation and the Tattoo and Piercing Industry Union have also expressed support for introducing a rating scheme.

- 4.5. The CIEH research also revealed confusion about the health risks posed by tattooing, which carries the risk of infection from life threatening diseases like HIV and hepatitis as well as unpleasant skin complications such as scarring and granulomas (knots /lumps that form around the site of the tattoo).
- 4.6. Other key findings of the research were:
- 93% of respondents said that they would only consider having a tattoo in a tattoo parlour if it had attained an 'excellent' hygiene rating;
 - Public are largely unaware of the health risks associated with tattooing;
 - 80% of respondents said that the present licensing scheme is not 'adequate' and it is too easy to set up a tattoo parlour from home or a studio;
 - 80% of tattoo parlour owners questioned thought that a hygiene rating scheme would benefit the industry by improving standards and driving out poor practice.
- 4.7. It is envisaged that when signing up to the THRS, premises agree to be rated by completing the application form. Premises within the scheme will be inspected annually at a cost of £110.
- 4.8. Implementation of the THRS is likely to further raise standards across the industry. Somewhat absent from the concept of the original Charter, it is intended that 'the rules' of the new rating scheme and how they will be scored, shall be available to businesses and the public.
- 4.9. It is anticipated that publishing these standards will better help businesses to understand what will be expected of them and against what measures their performance will be assessed.
- 4.10. Likewise, the publication of these standards will ensure that the public are better informed and therefore better able to choose the studios from which they wish to obtain tattoos.
- 4.11. It is likely that the THRS will help make the high street the location of choice for a tattoo and improve the reputation of the legitimate trade whilst highlighting the risks associated if people are tempted to go to 'scratchers' or use tattooing kits in their own homes.

5. Equality impact assessment

- 5.1. An EIA has been undertaken for this report, and checked by Access & Equalities Team.

6. Head of Legal Services' comments

- 6.1 Under provisions contained within the Local Government (Miscellaneous Provisions) Act 1982, Portsmouth City Council is responsible for the registration of tattooists in Portsmouth. Byelaws for the purposes of securing the cleanliness of registered premises (and fittings therein), registered persons and the sterilisation of

instruments, materials and equipment used in connection with the practice of tattooing were made in 1986.

- 6.2. In the absence of occupational standards for practitioners, the approach that has recently been taken is to establish acceptable national standards of practice. To this end, the CIEH, Public Health England and the Health and Safety Executive have been collaborating with the Tattooing and Piercing Industry Union to produce a Tattooing and Body Piercing Guidance Toolkit and to provide the public information as to the standards of tattooists via the introduction of the THRS.

7. Head of Finance comments

- 7.1. The additional resource secured from the Portfolio reserve is sufficient to fund the upfront costs of staff and activities to deliver the recommendations. The ongoing cost of providing this service will be funded by the annual inspection charges, which are based on the anticipated officer time and the associated costs involved in processing applications and undertaking inspections.

.....
Signed by: Alan Cufley, Head of Corporate Assets, Business & Standards

Appendix A: Background list of documents: The following list of documents discloses facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Appendix	Location and Title
1	The Tattooing Hygiene Rating Scheme Guidance Proposed (<i>draft</i>) artwork and logo designs
2	

The recommendations set out in 2.1 above were approved by the Cabinet Member for Environment & Community Safety on

.....
Signed by: Councillor Robert New, Cabinet Member for Environment & Community Safety

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Appendix 1

The Tattooing Hygiene Rating Scheme [THRS] Guidance

The Rules

The rules of the THRS are as follows:

1. All operators of premises offering tattooing within Portsmouth City Council's administrative area shall be eligible to apply to participate in the THRS. Application to join the scheme constitutes acceptance of the rules of the scheme.
2. Irrespective of any other services offered at the premises, the THRS shall apply to the tattooing procedure only.
3. Tattooing premises will be rated by the inspecting officer in accordance with the rating scheme following a programmed or initial inspection carried out under the Local Government (Miscellaneous Provisions) Act 1982 (hereinafter called 'the Act').
4. Following inspection, premises will be rated for a year.
5. Where the inspecting officer requires remedial works or action to be taken in consequence of conditions found at the time of the initial inspection, at the request of the operator, the rating may be deferred to allow the works or action to be undertaken and the premises shall only be rated upon the completion of the works.
6. Upon the THRS rating being awarded, Portsmouth City Council shall give the operator of the premises a THRS Certificate indicating the date of the rating inspection and the rating awarded, and a THRS self clinging window sticker indicating the rating awarded. The operator of the premises may display these within the premises to which it relates and may display the window sticker in a prominent position on a window, door or other entry to the premises to which it relates where it will be readily seen by potential purchasers. Additionally, registered accredited practitioners will be given formal identification issued by Portsmouth City Council.
7. The THRS certificate, window sticker and accredited practitioner identification cards remain the property of Portsmouth City Council and must be returned to Portsmouth City Council on demand.
8. Portsmouth City Council retains the intellectual rights to THRS logo. The usage of the logo remains absolutely in the control of Portsmouth City Council and must not be used without permission. Operators of premises with a THRS rating may refer to or display their current rating on advertising material and their websites should they wish to do so but only with consent from Portsmouth City Council.

9. A list of all premises having a rating awarded under the THRS will be maintained on the Portsmouth City Council website. A list of all accredited practitioners will also be maintained on the Portsmouth City Council website.
10. Portsmouth City Council may display the rating of tattoo premises within Portsmouth City Council's area on its website or, from time to time, in any publication chosen by it.
11. Portsmouth City Council reserves the absolute right to remove an applicant's details at any time.
12. Rating the business and detailing establishments on the Portsmouth City Council website in no way guarantees the quality or consistency with respect to the services it offers.
13. Where an operator of premises displays a THRS certificate or sticker that is no longer valid through it being superseded or claims in any advertising material display or manner to be the holder of a THRS rating that is incorrect or makes any claim with regard to the scheme that is misleading in any material particular, he shall be liable to prosecution under the Consumer Protection from Unfair Trading Regulations 2008.
14. Operators of premises holding current THRS rating may apply to be re-rated but may not do so until three months after the most recent inspection under the Local Government (Miscellaneous Provisions) Act 1982 inspection and THRS rating visit has elapsed. A charge will be applied.
15. Operators of premises may ask Portsmouth City Council to re-rate their premises where they are of the view that the rating currently awarded to the premises no longer reflect the conditions existing there. Portsmouth City Council may not re-rate the premises within three months of a rating visit carried out under the Act and may at its discretion decline to re-rate a premises where the request to re-rate is received within 2 months of a programmed inspection under the Act being due. A charge will be applied.
16. Where an operator of premises is aggrieved by the tattoo hygiene rating awarded to his premises, he may appeal to Portsmouth City Council. The grounds under which an appeal may be made are:
 - That the rating allocated to the premises does not properly reflect conditions existing within it at the time of the rating visit; OR
 - That the rating criteria were incorrectly applied.
17. The appeal must be made in writing within 28 days of the notification of the THRS rating and must state the grounds upon which the appeal is founded. The appeal shall be determined in accordance with Portsmouth City Council's appeal mechanism which will be communicated to the operator at the same time as the THRS rating is communicated, and the determination shall be binding on both parties.

18. Appeals must be made in writing within 28 days of notification of the THRS rating and must state the grounds upon which the appeal is founded. Appeals must be made to the Environmental Health Manager, Environmental Health Portsmouth City Council. The decision of the appeal will be binding. There is no mechanism for further appeal.

Fees and inspection frequencies:

- Premises under the scheme will be inspected annually;
- Application and initial inspection £110;
- Request for a revisit to re-score £110;
- Annual inspection £110.

Withdrawal from the scheme:

Where an operator wishes to withdraw from the scheme they must write to Portsmouth City Council advising of their intention to withdraw. On withdrawal from the scheme, the operator should return the certificate and window sticker and Portsmouth City Council will remove the details from the database and website.

Rating Schedules

Premises will be rated in accordance with the following criteria:

Rating Level 1

To achieve a rating of Level 1, the premises must achieve **all** of the following requirements :

Cleanliness of premises and fittings

For the purpose of securing the cleanliness of premises and fittings in such premises a proprietor must ensure that:

- (i) any internal wall, door, window, partition, floor, floor covering or ceiling is kept clean and in such good repair as to enable it to be cleaned effectively;
- (ii) any waste material, or other litter arising from treatment must be placed immediately, after use, in an appropriate waste receptacle with a pedal operated lid and be handled and disposed of in accordance with relevant legislation and guidance as advised by the local authority;
- (iii) any needle, razor or other sharp item used in treatment is disposed of in a sharps container that is kept out of reach of clients and the general public in accordance with relevant legislation and guidance as advised by the local authority;

- (iv) any furniture, fitting or waste receptacle in the premises is kept clean and in such good repair as to enable it to be cleaned effectively;
- (v) any table, couch or seat used by a client in the treatment area which may become contaminated with blood or other body fluids, and any surface on which a needle, instrument or equipment is placed immediately prior to treatment has a smooth impervious surface which is cleaned and disinfected—
 - (a) immediately after use; and
 - (b) at the end of each working day.
- (vi) any table, couch, or other item of furniture used in treatment with which the clients skin comes into contact is covered by a disposable paper sheet or plastic film wrap or similar material which is changed for every client;
- (vii) no eating or drinking is permitted in the treatment area and a notice or notices reading “No Eating or Drinking” is prominently displayed there; the only exception to this being drinking water provided for clients during the tattoo process;
- (viii) animals are prohibited from the treatment area except for animals used by the sight and/or hearing impaired.

Treatment Area

- 1) A proprietor must ensure that the clinical treatment area is physically distinct from the nonclinical area/s within the premises, and that all treatments are conducted solely in the treatment area that shall only be used for this purpose.
- 2) A proprietor must ensure that the floor of the treatment area is provided with a smooth surface that is impervious to water.

For the purpose of securing the cleansing and so far as is appropriate, the sterilization of needles, instruments, materials and equipment

- 1) For the purpose of securing the cleansing and so far as is appropriate, the sterilisation of needles, instruments, materials and equipment used in connection with treatment, an operator must ensure that—
 - (i) any gown, wrap or other protective clothing, paper or other covering, towel, cloth or other such article used in treatment:
 - (a) is clean and in good repair and, so far as is appropriate, is sterile;

- (b) has not previously been used in connection with another client unless it consists of a material which can be and has been adequately cleansed and, so far as is appropriate, sterilised.
- (ii) any needle or other sharp item used in treatment is single-use and disposable;
- (iii) any single-use needle, metal instrument, or other instrument or equipment used in treatment or for handling such needle, instrument or equipment and any part of a hygienic piercing instrument that touches a client is sterile;
- (iv) if petroleum jelly or lubricating gel is to be placed on a clients skin, enough for one client only should be removed from the stock container with a clean spatula, and placed in a container that is either disposed of at the end of each treatment or is cleaned and sterilised before re-use;
- (v) tattoo clip cords are covered with plastic which is renewed between clients and is disposed of appropriately;
- (vi) elastic bands or needle runners used on tattoo machines are changed between clients and are disposed of appropriately;
- (vii) tattoo stencils are single use and are appropriately disposed of after use;
- (viii) tattoo pens are never used on broken skin;
- (ix) for the purposes of tattooing or semi-permanent skin-colouring, only pigment/ink dispensed into single use pots or pre-packed in single use vials is used;
- (x) any container used to hold pigment/ink for tattooing or semi-permanent skin-colouring is used for only one client and disposed of together with any unused pigment/ink at the end of each treatment;
- (xi) plastic film wrap used to cover tattoos is clean and used straight from the pack and is secured by hypo allergenic tape;
- 2) For the purpose of securing the cleansing and so far as is appropriate, the sterilization of needles, instruments, materials and equipment used in connection with treatment a proprietor must provide:
 - (i) adequate facilities and equipment for:
 - (a) cleansing and disinfection, including a general purpose sink with an adequate and constant supply of hot and cold running water on the premises, separate from the wash hand basin required

for operator personal hygiene. This general purpose sink should be located out of the treatment area wherever possible; and

- (b) sterilisation, unless only pre-sterilised items are used. All sterilisation equipment must be serviced in accordance with manufacturer's instructions and maintained at manufacturer specified intervals and periodically tested by the operator to ensure its efficient operation. Records of maintenance, servicing, testing and operating cycles must be retained at the premises until the date falling six months after the equipment is destroyed or disposed of.
- (ii) sufficient and safe gas points and electrical socket outlets;
- (iii) clean and suitable storage which avoids contamination of the articles, needles, instruments and equipment.

Client Record Keeping

- 1) For the purposes of controlling the spread of infection, a proprietor shall maintain a record of all clients treated in the premises which shall record:
 - i. Name of the client;
 - ii. Address of the client;
 - iii. Date of birth of the client;
 - iv. Nature of treatment (consultation, tattoo initial appointment, follow up appointment etc);
 - v. Relevant medical history, health related questions and assessment;
 - vi. Name of the operator giving the treatment which record shall be made available to the local authority on request.
- 2) The proprietor shall ensure that all clients purchasing a tattoo or tattoo treatment shall sign a consent form consenting to the treatment, which form shall be retained by the proprietor and which shall be made available to the local authority on request.
- 3) The proprietor shall record the details of what documents were used in 1iii) to confirm the age of the client (e.g. passport, driving licence etc.)
- 4) All client records will be available upon request of any appropriately authorised officer of Portsmouth City Council. The proprietor will agree to provide copies as necessary.

Cleanliness and personal hygiene of Operators

- 1) For the purpose of securing the cleanliness of operators, a proprietor must ensure that an operator:
 - (i) is instructed in appropriate hygienic hand decontamination techniques and washes their hands immediately before carrying out a treatment on each client;
 - (ii) is instructed in the correct use of Personal Protective Equipment (PPE);
 - (iii) keeps his/her hands and nails clean and his/her nails short;
 - (iv) does not wear wrist watches, stoned rings or other wrist jewellery whilst undertaking tattooing procedures;
 - (v) keeps any open lesion on an exposed part of the body effectively covered by an impermeable dressing;
 - (vi) wears disposable, well fitting, powder free surgical gloves that conform to European Community (EC) standards, are free from rips and tears and have not previously been used with another client;
 - (vii) does not wear natural rubber latex (NRL) gloves for tattooing procedures involving petroleum based lubricants;
 - (viii) does not smoke or consume food or drink in the treatment area.
- 2) For the purpose of securing the cleanliness of operators a proprietor must provide:
 - (i) suitable and sufficient wash hand basins with non hand operated taps appropriately located for the sole use of operators, including an adequate and constant supply of clean hot and cold water, liquid soap and paper towels stored in a wall mounted dispenser next to the wash hand basin. Hand washing instructions should be clearly displayed at such basins;
 - (ii) suitable and sufficient sanitary accommodation for operators that shall be maintained in a visibly clean and hygienic condition.
- 3) It shall be the duty of all operatives to practise and maintain high standards of personal hygiene at all times.

Rating Level 2

To achieve a rating of Level 2 the premises must achieve all the requirements of Rating Level 2 and all of the **additional** following requirements:

- 1) The method or form of identification used to verify date of birth of every client shall be recorded and kept of a period of 24 months.
- 2) The proprietor shall provide all clients purchasing a tattoo or tattoo treatment with written aftercare advice in a form that the client can retain and take away with them.
- 3) The proprietor shall ensure that they:
 - i) only buy ink from reputable suppliers and keep records of all inks purchased for a period of one year;
 - ii) only buy needles from reputable suppliers and keep records of all needles purchased for a period of one year;
 - iii) test the autoclave and ultrasonic cleaning devices daily and that records of such are kept for a period of 6 months;
 - iv) report poor practices in the industry to the council's enforcement officers and have, the records as mentioned within i) ii) and iii) above, available upon request of any appropriately authorised officer of Portsmouth City Council.
- 4) The proprietor shall refuse to tattoo any person considered to be under the influence of alcohol or any other drug which may impair their judgement.
- 5) The proprietor will discuss the following with any person wishing to be tattooed below the wrist or above the neck the following:
 - Whether they are a 'first time' tattooist and that they understand the implications for being tattooed on these parts of the body;
 - The implications in relation to employment (both current and future)
- 6) The proprietor shall seek to avoid tattooing 'first time' clients below the wrist or above the neck.

Rating Level 3

To achieve a rating of Level 3 the premises must achieve all the requirements of Rating Level 3 and all of the **additional** following requirements:

- 1) The proprietor of the business and all tattoo artists practising from the premises shall be willing to work with trade or professional body whose aims and objectives include promotion of safe and hygienic tattooing practise;

- 2) Arrangements are in place to encourage staff to be immunised against Hepatitis B.

The following records shall be kept:

- i. Detailing that staff have been offered immunisation against Hepatitis B and that this has been declined;
 - ii. Where staff have been vaccinated, a copy of documentation of Hepatitis B vaccination;
 - iii. If a blood test is carried out post vaccination to check for antibodies, a copy of documented proof of protection against Hepatitis B.
- 3) The proprietor of the premises shall have a training programme (CPD or similar) in place for all staff. The programme shall be tailored to ensure that all staff have access to training that ensures that they are competent to practice at the level at which they operate.
- 4) Staff training records (or copies thereof) shall be retained at the premises and shall be made available to the local authority on request.

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Appendix 2

* *Draft* - Proposed artwork and logo designs

**It is intended that the rating score will be incorporated into the overall design*



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Title of meeting: Cabinet Member for Environment and Community Safety
Decision Meeting

Date of meeting: 14th November 2014

Subject: Adoption of the Shellfish Local Action Plan

Report by: Alan Cufley, Head of Corporate Assets, Business & Standards

Wards affected: ALL

Key decision: No

1. Purpose of report

- 1.1. The Portsmouth Port Health Authority [PPHA] district comprises of the two harbours, Langstone and Portsmouth. Within these areas, there are a number of classified shellfish beds which are commercially harvested.
- 1.2. Portsmouth City Council Environmental Health service [EH] have a statutory responsibility to monitor the quality of harvested oysters, clams and other live bivalve molluscs [LBM] from these beds to ensure that they meet the appropriate standards in order to prevent illness to consumers.
- 1.3. The local shellfish industry is reported to be worth in excess of £500,000 annually, with approximately 50 locally registered vessels operating within the PPHA. The purpose of this report is to explain how, following receipt of poor LBM sampling results, the classified beds will be appropriately closed pending further sampling and how closure protocols and the reporting of poor results will be communicated to interested and involved parties.

2. Recommendations

- 2.1. **That the Cabinet Member for Environmental and Community Safety approves the proposal to manage the harvesting of live bivalve molluscs within the Portsmouth Port Health Authority area through the implementation of the Shellfish Local Action Plan [SLAP] as described in Appendix 1.**

3. Background

- 3.1. In recent months, following 'Sanitary Surveys' undertaken by Centre for the Environment, Fisheries and Aquaculture Science [CEFAS] in 2013 to report on the sources of pollution impacting upon the harbours, EH has consulted with interested parties and enlarged its sampling programme, with the intention of increasing the number of beds and species classified.

- 3.2. The results of this sampling programme are encouraging and have suggested that a number of new beds will be suitable for classification. Once sufficient data has been received regarding shellfish and water quality within the harbours, EH are confident that in the next few months, following an application, the Food Standards Agency [FSA] will formally designate new classified harvesting areas.
- 3.3. Regular monitoring of these areas by EH will then ensure that the LBM remain fit for consumption, albeit only after additional treatments and purification have been provided once landed. The results will continue to be scrutinised by both the FSA and CEFAS in accordance with the relevant European directives for levels of bacteriological contamination present.

4. The proposal

- 4.1. As a result of the increased number of beds and species classified within the two harbours and the complexity of the results and reporting procedures, it is proposed that a Local Action Group [LAG] be co-ordinated / facilitated by EH under measures introduced by the FSA. It is envisaged that LBM sampling results, intelligence, pollution incidents and closures will be communicated via the LAG.
- 4.2. It is recommended that the LAG comprises of representatives from various relevant agencies and the fishing industry. Dependent upon the level of *E.Coli* present, it will be the function of EH to communicate sampling results to the LAG when trigger levels for contamination are exceeded.
- 4.3. *E.Coli* is a faecal indicator organism and is a prescribed measure of water quality. There will be three tiers of response depending on the levels of *E.coli* bacteria found in shellfish flesh monitoring samples. A Tier 1 response will trigger a minor investigation whereas a Tier 3 investigation will be more extensive and could result in closure of the shellfish harvesting area in question.
- 4.4. EH is also responsible for monitoring shellfish and water quality for algal biotoxins in the harbours. Shellfish and water samples are sent to CEFAS laboratories to be analysed for the presence of Amnesic Shellfish Poison [ASP], Diarrhetic Shellfish Poison (DSP) and Paralytic Shellfish Poison [PSP] toxins. The presence of these toxins in shellfish flesh defines action limits which may cause illness and have potentially fatal consequences for consumers.
- 4.5. The proposed communication strategy is not designed to be prescriptive, allowing flexibility and for the experience of EH officers in relation to fluctuating results and the reasons for such to be taken into account. It will not be necessary for every eventuality for all members of the LAG to be notified.
- 4.6. EH, has the power to close any affected shellfish beds in order to protect potential consumers. The SLAP will enable the better communication of this to interested parties and offer the public greater protection from shellfish subjected to pollution.

5. Equality impact assessment

5.1. An EIA has been undertaken for this report, and checked by Access & Equalities Team.

6. Head of Legal Services' comments

6.1. The FSA is required to verify that official controls of the harvesting of LBM are organised and carried out in accordance with the relevant provisions of Regulation [EC] No 882/2004 of the European Parliament on official controls performed to ensure the verification of compliance with feed and food law, animal health and welfare rules.

6.2. EH is required to develop a documented procedure relating to their shellfish sampling responsibilities. As part of these responsibilities, it is appropriate to create a SLAP on the sampling and harvesting of shellfish for the purpose of Official Control Monitoring of classified shellfish production areas under Regulation [EC] No 854/2004.

7. Head of Finance comments

7.1. The adoption of the Shellfish Local Action Plan will have no adverse effect on existing budgets.

.....
Signed by: Alan Cufley, Head of Corporate Assets, Business & Standards

Appendix A: Background list of documents: The following list of documents discloses facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Appendix	Location and Title
A	Appendix 1 - Shellfish Local Action Plan

The recommendations set out in 2.1 above were approved by the Cabinet Member for Environment & Community Safety on

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Signed by: Councillor Robert New, Cabinet Member for Environment & Community Safety

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Appendix 1



Portsmouth City Council

Shellfish Local Action Plan (SLAP)

Shellfish Beds Portsmouth and Langstone Harbour

CONTENTS:

1. Introduction and Legislative Requirements
 2. Shellfish quality assessment
 3. List of Members of Local Shellfish Action Group
 4. Scope of Plan
 5. Conditions for Operation of Plan
 6. Potential sources of pollution
 7. Communications and Notification
 8. Procedures To Be Followed For Cause for Concern
 9. Procedures To Be Followed For A Possible Downgrade Notification
 10. Procedures For First Tier Investigation
 11. Procedures For Second Tier Investigation
 12. Procedures For Third Tier Investigation And ACTION STATE
 13. Procedures To Be Followed For Third Tier Action State - Biotoxins
- Annex 1: Shellfish classification areas
- Annex 2: Template Of Standard Notification Message" For Cause for Concern" – Class S B site (non LTC).
- Annex 3: Standard Notification for First Tier Response
- Annex 4: Standard Notification Message For Second Tier Result
- Annex 5: Standard Notification Message For Third Tier Result
- Annex 6: Template Of Standard Notification Message For Potential Downgrade Notification - Non-LTC bed
- Annex 7: Template Of Standard Notification Message For Potential Downgrade Notification
- Annex 8: Template Of Standard Notification Message ASP/PSP/DSP Events
- Annex 9: Template For Fishing In Unclassified Waters
- Annex 10: Test Message Template
- Annex 11: Template For Notice Of Temporary Closure Of Production Area(s)
- Annex 12: Template For Revocation Of Temporary Closure Of Production Area(s)
- Annex 13: List of registered fisherman and merchants in the Portsmouth Port Health Authority area

1. Introduction and Legislative Requirements

- 1.1. The classification of harvesting areas is required and implemented directly in England under the European Regulation 854/2004. Shellfish production areas are classified according to the extent to which shellfish sampled from the area are contaminated with *E.Coli*.
- 1.2. Filter feeding, bivalve molluscan shellfish (e.g. mussels, clams, oysters) retain and accumulate a variety of microorganisms from their natural environments. Since filter feeding promotes retention and accumulation of these microorganisms, the microbiological safety of bivalves for human consumption depends heavily on the quality of the waters from which they are taken.
- 1.3. When consumed raw or lightly cooked, bivalves contaminated with pathogenic microorganisms may cause infectious diseases in humans (e.g. Norovirus associated gastroenteritis, Hepatitis A and Salmonellosis). Infectious disease outbreaks are more likely to occur in coastal areas, where bivalve mollusc production areas (BMPAs) are impacted by sources of microbiological contamination of human and/or animal origin.
- 1.4. In England, fish and shellfish constitute the fourth most reported food item causing infectious disease outbreaks in humans after poultry, red meat and desserts. The risk of contamination of bivalve molluscs with pathogens is assessed through the microbiological monitoring of bivalves. This assessment results in the classification of BMPAs, which determines the level of treatment (e.g. purification, relaying, cooking) required before human consumption of bivalves.
- 1.5. The BMPAs of Portsmouth and Langstone are sampled by Portsmouth City Council Environmental Health (EH) in accordance with the ongoing monitoring programmes as prescribed by Centre for Environment, Fisheries and Aquaculture Science (CEFAS) in accordance with the European Regulations.
- 1.6. Where levels of *E.Coli* are such that the quality of the shellfish is in question or the quality is such that consumption of such creates a risk to the public, triggers will cause control measures and 'action states' to be applied. These control measures take the form of the following Shellfish Local Action Plan (SLAP).
- 1.7. If as a consequence of poor results, a temporary downgrade in the classification of the beds were considered necessary, the Food Standard Agency (FSA) would notify EH who in turn notify all other interested parties within the SLAP.
- 1.8. The proposed actions are sufficiently detailed in this SLAP to remove as far as possible the need for lengthy deliberations and delays. All actions will be formatted within the EH 'APP' database so that notifications can be dispatched as easily and 'automatically' as possible.

- 1.9. If temporary closure of a bed(s) is required then EH will be advised by the FSA issue a Temporary Closure Notice (TCN).
- 1.10. An '**action state**' might involve the following:
- Prompt short term control measures by EH to ensure immediate public health protection when trigger values are exceeded;
 - Investigative measures to identify the cause;
 - Extra sampling to monitor the level of contamination, to assess whether the underlying long term quality of the water has changed and to aid decision making.

2. Shellfish quality assessments

- 2.1. The Shellfish Hygiene Directive, although not a Directive directly protecting water quality, stipulates the level of treatment required depending on numbers of bacteria in the shellfish flesh.
- 2.2. This Directive is designed to protect human health. Since shellfish are grown in the natural environment, it is a commonly held view that the concentration of bacteria in the flesh directly relates to the quality of the surrounding water in which they grow. The monitoring undertaken as a consequence of this Directive can therefore be used as an indicator of water quality.
- 2.3. Under the Shellfish Hygiene Directive, standards are set in terms of concentrations of coliform bacteria (*E.coli*) and salmonella. Shellfish are classed in to the following categories:
- **Class A areas:** areas from which molluscs may be collected for direct human consumption;
 - **Class B areas:** areas from which molluscs may be collected but may be placed on the market for human consumption only after treatment in a purification centre or after relaying;
 - **Class C areas:** areas from which molluscs may be collected but may be placed on the market only after relaying over a long period (at least two months), whether or not combined with purification.

Note: There are currently no Class A sites in these areas - see Annex 1.

3. Membership of the Local Action Group (LAG)

It is likely that the LAG will comprise of the following - *still to be confirmed*:

- Portsmouth City Council (EH) as the responsible Local Enforcement Authority (EH) and acting as the Portsmouth Port Health Authority (PPHA)
- Food Standard Agency (FSA)
- Langstone Harbour Board (LHB)
- Centre for Environment, Fisheries and Aquaculture Science (CEFAS)
- Health Protection Agency (HPA)
- Southern Water (SW)
- Environment Agency (EA)
- Inshore Fisheries and Conservation Authorities (IFCA)
- Cabinet Member for Environment and Community Safety
- Local Industry (registered fishermen and fish merchants)

3.1. EH will act as the co-ordinating authority to update and maintain the SLAP.

3.2. It shall be the responsibility of each member of the LAG to provide nominated email addresses to EH and notify of any change when the SLAP is in place.

Still to action: All members are to have a nominated email address - as the SLAP is still in draft format, members and membership details of the LAG are yet to be confirmed.

4. Scope of the plan

4.1. This plan covers the shellfish harvesting areas as designated by CEFAS which fall within the responsibility of EH - See Annex 1. *Note: subject to imminent change.*

4.2. All beds are public fisheries. *Note: details of the harvesting season are subject to imminent change. Details of BMPAs will be provided here as soon as they have been confirmed by CEFAS.*

4.3. As prescribed by Regulation (EC) 853/2004, all shellfish gathered from Portsmouth and Langstone harbours *must* be accompanied by Registration documentation.

4.4. All shellfish gathered in the LPHA must be sent for 'relaying' or 'purification' at an approved premises.

4.5. No shellfish can be gathered in prohibited or unclassified sites.

5. Conditions for operation of the SLAP

5.1. The SLAP will come into operation when notification reveals the following:

5.2. Triggers for *Long Term Classified Bed* sites are as follows:

	First Tier Investigation Trigger Value	Second Tier Investigations Trigger Value	Third Tier Action State Trigger Value
Level of E.coli per 100g of flesh	1 result between 4600 - 10000	1 result between 10000 - 18000	1 result >18000

5.3. Triggers for Annual or Temporary Classification sites are as follows for each class:

Class of Shellfish Quality	Cause for Concern Trigger Value	Action State Trigger Value	Possible Downgrade Trigger Value
Class A	1 result >230 but <1000	1 result >230	2 results >230 but <1000, or 1 result >1000
Class B	2 results >4600 but <18000	1 result >18000	3 results >4600 or 2 results >18000 or 1 result >46000
Class C	Not applicable	1 result >46000	2 results >46000

5.4. Biotoxins – All beds

If levels of biotoxins are found to exceed:

- Paralytic Shellfish Poisoning (PSP) - 80 µg/100 g
- Amnesic Shellfish Poisoning (ASP) - 20 µg/g
- Diarrhetic Shellfish Poisoning (DSP) – must not be present

an '**action state**' will be commenced.

6. Potential Sources of Pollution

6.1. The most likely sources of contamination are:

- As both Portsmouth and Langstone harbours are tidal, the levels of bacteria in the shellfish may vary with the rise and fall of the water;
- Discharges from various combined sewer outfalls (CSO) and other pipes;
- Rivers and streams which drain the surrounding area and residential settlements;
- Livestock on Farlington marshes and wildlife such as flocks of birds;
- Both leisure craft and commercial shipping.

7. Communication and Notification

- 7.1. The dedicated email address for correspondence on any 'action state' will be provided by all members of the LAG - All communications will be sent via these addresses.
- 7.2. All members of the LAG will be notified that the LAG is in operation through email to the nominated addresses.
- 7.3. Details of the conditions and an indication of which part of the plan is to be followed will be provided including giving an indication of the control measures being considered or activated.
- 7.4. An acknowledgement of receipt should be sent to the notifying party.
- 7.5. A test notification will be sent by EH twice yearly with a view to ensuring contact details are up-to-date and appropriate responses are made.

8. Procedures to be followed for Cause for Concern

Phase 1

- EH receives notification from CEFAS of the following result in a NON LTC BED:

Cat A 1 result >230 but <1000
Cat B 2 results >4600 but <18000
- EH emails all members of the LAG that a 'Cause for Concern' investigation is to be carried out.
- EH checks for details of any exceptional events / discharges.
- EH to be aware of levels of rain in the days prior to the sampling and the possibility that this might be the cause.
- EH to liaise with local shellfish industry as necessary.

Phase 2 (after 7 days)

- EH to consider any further available information.

9. Procedures to be followed for a Possible Downgrade Notification

(Non LTC sites)

Phase 1

- EH receives notification from CEFAS of the following result in a NON LTC BED:

Class A 2 results >230 but <1000, or 1 result >1000
Class B 3 results >4600 or 2 results >18000
Class C 2 results >46000
- EH informs members of the LAG that a 'Downgrade' is likely to be carried out.
- EH checks for details of any exceptional events / discharges.
- EH to be aware of levels of rain in the days prior to the sampling and the possibility that this might be the cause.

Phase 2 (after 7 days)

- EH to notify Downgrade result to members of the LAG and new processing requirements.

10. Procedures to be followed for First Tier Initial Investigation

(B-LT sites)

Phase 1

- EH receives notification from CEFAS that results from test of classification sample shows *E.coli* levels are between 4600 and 10000 per 100g.
- EH considers informing the LAG that a first tier investigation is to be carried out. Details of affected area including results sent to members.

This First Tier notification is at the discretion of the EH and is only likely to be carried out if the EH has significant concerns with respect to the result or if explanatory reasons for the results suggest that it might be the beginning of a longer term problem. The experience of the sampling officers will be taken into account in such matters.

- EH to request CEFAS to advise on statistical assessment of water quality and verify results.

Phase 2 (after 7 days)

- EH to consider CEFAS comments and recommendations.
- EH to consider any further available information to help with investigation, such as the notification of discharges from CSOs, and to request further assistance if necessary.
- EH with guidance from CEFAS and FSA to decide if further monitoring samples are required.
- If originally notified, EH will advise the LAG of any decisions and analysis made.

Phase 3

- Standard monthly monitoring to continue and data to be re-evaluated.

11. Procedures to be followed for Second Tier Formal Investigation

(B-LT sites)

Phase 1

- EH receives notification from CEFAS that result from test of classification sample shows *E.Coli* levels are between 10000 and 18000 per 100g.
- EH informs LAG that a second tier investigation is to be carried out.

This First Tier notification is at the discretion of the EH and is only likely to be carried out if the EH has significant concerns with respect to the result or if explanatory reasons for the results suggest that it might be the beginning of a longer term problem. The experience of the sampling officers will be taken into account in such matters.

- Details of affected area including results sent to members *(if notification is considered necessary)*.
- CEFAS to advise EH on statistical assessment of water quality and verify results.

Phase 2 (after 7 days)

- EH to consider CEFAS comments and recommendations.
- EH, CEFAS and FSA to consider any further available information to help with investigation and to request further assistance if necessary.
- EH to consider whether the possible cause of the increased *E.coli* level poses an increased risk to public health or an ongoing problem has arisen.
- *Temporary downgrade or closure of affected area is not to be considered until investigation indicates whether there is a potential risk to public health.*
- EH with guidance from CEFAS and FSA to decide if further monitoring samples are required.
- EH notifies LAG of any decisions and analysis made (if originally notified).
- Standard monthly monitoring to continue and data to be re-evaluated. If contamination levels drop below 10000 *E.coli* per 100g then move to tier one investigation involving standard monthly monitoring and evaluation of data.
- EH to keep LAG informed of any change of status and investigative findings, any relevant information to be passed to trade *as necessary*.

12. Procedures to be followed for Third Tier Formal Investigation and Action State

(All sites)

Phase 1

- EH receives notification that *E.Coli* levels are above 18000 per 100g.
- EH notifies LAG that the procedures for a third tier investigation and 'action state' have been implemented.
- Details of affected area including results and short-term control measures sent to Members of the LAG.
- *These should include temporary downgrade or closure measures and details of the 'action state' and the Closure Orders.*
- Group to assist with ensuring that information about downgrades / closures is passed to all potential gatherers.

Phase 2 (within 7 days)

- CEFAS to advise LAG on statistical assessment of water quality.
- *Action: EH will plan additional sampling dates and notify LAG, further samples to be at least 7 days apart.*
- EH notifies LAG of any decisions and analysis made to establish cause and to request further assistance in contacting stakeholders including the trade to notify of controls and to request any known cause.
- Any messages fed in by members should be to the dedicated email address and should be sent to all members of the LAG.
- EH to consider any further available information from LAG members to help with investigation.

Phase 3

- Standard monthly monitoring to continue in conjunction with additional sampling to determine cause of increased levels. Data to be re-evaluated until levels become acceptable and bed can be opened.
- *2 clear samples are required before control measures are lifted (ideally the first sample no later than 7 days after a trigger result with a second sample being taken seven days after the first additional sample).*

- If contamination levels drop between 10,000 and 18,000 *E.coli* per 100g for two consecutive weeks, then move to second Tier of investigation to be considered. Change of status to be discussed with CEFAS and FSA and beds reopened only if agreement reached.
- EH has final responsibility for lifting any restrictions in place and for lifting the 'action state'.
- EH to notify LAG of change of status beds opened as necessary.
- EH has the final responsibility for lifting any closures or restrictions in place and for lifting the 'action state'.

13. Procedures to be followed for Biotoxin Action State

Phase 1

- EH receives notification that levels of biotoxins are above:

Paralytic Shellfish Poisoning (PSP) - 80 µg/100 g
Amnesic Shellfish Poisoning (ASP) - 20 µg/g
Diarrhetic Shellfish Poisoning (DSP) – Present
- EH notifies LAG that the procedures for a third Tier 'action state' have been implemented for biotoxins.
- Details of the affected area including results shall be sent to the LAG. These should include closure measures and if a Closure Notice has been issued.

Phase 2 (within 7 days)

- *Action: Additional sampling dates to be identified and notified to the Group.*

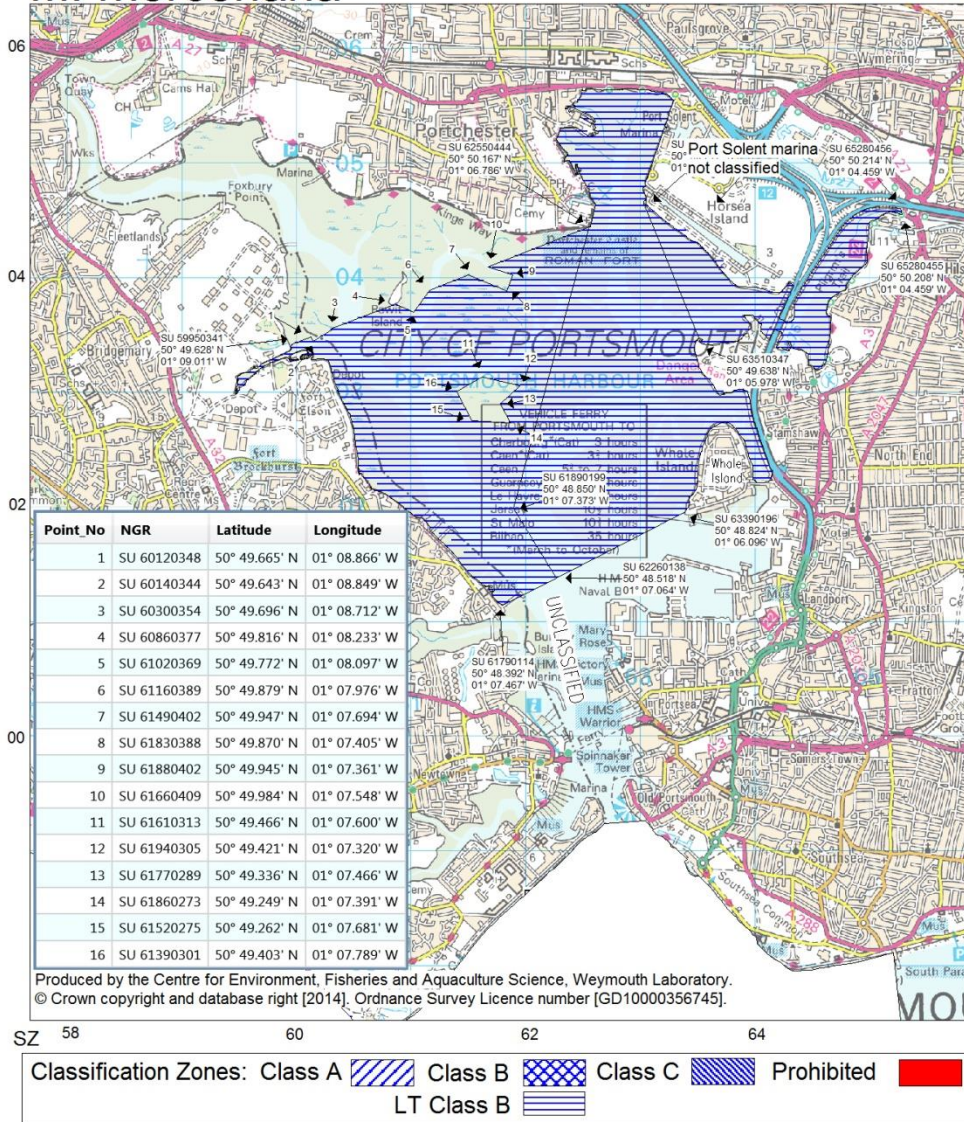
Phase 3 (as determined by Phase 2 sampling plan)

- Standard monthly monitoring to continue in conjunction with additional sampling.
- Data to be re-evaluated until levels become acceptable and bed can be opened.
- *If for two consecutive weeks, biotoxin results do not exceed the permitted levels, then a change of status to be discussed with LAG and beds opened if agreement with LAG reached.*
- EH has final responsibility for lifting any restrictions in place and for lifting the 'action state'.
- LAG to be kept informed of change of status and investigative findings.

Annex 1: Shellfish classification areas

**Portsmouth Harbour -
M. mercenaria**

Scale - 1:50000



Classification of Bivalve Mollusc Production Areas: Effective from 1 September 2014

The areas delineated above are those classified as bivalve mollusc production areas under EU Regulation 854/2004.

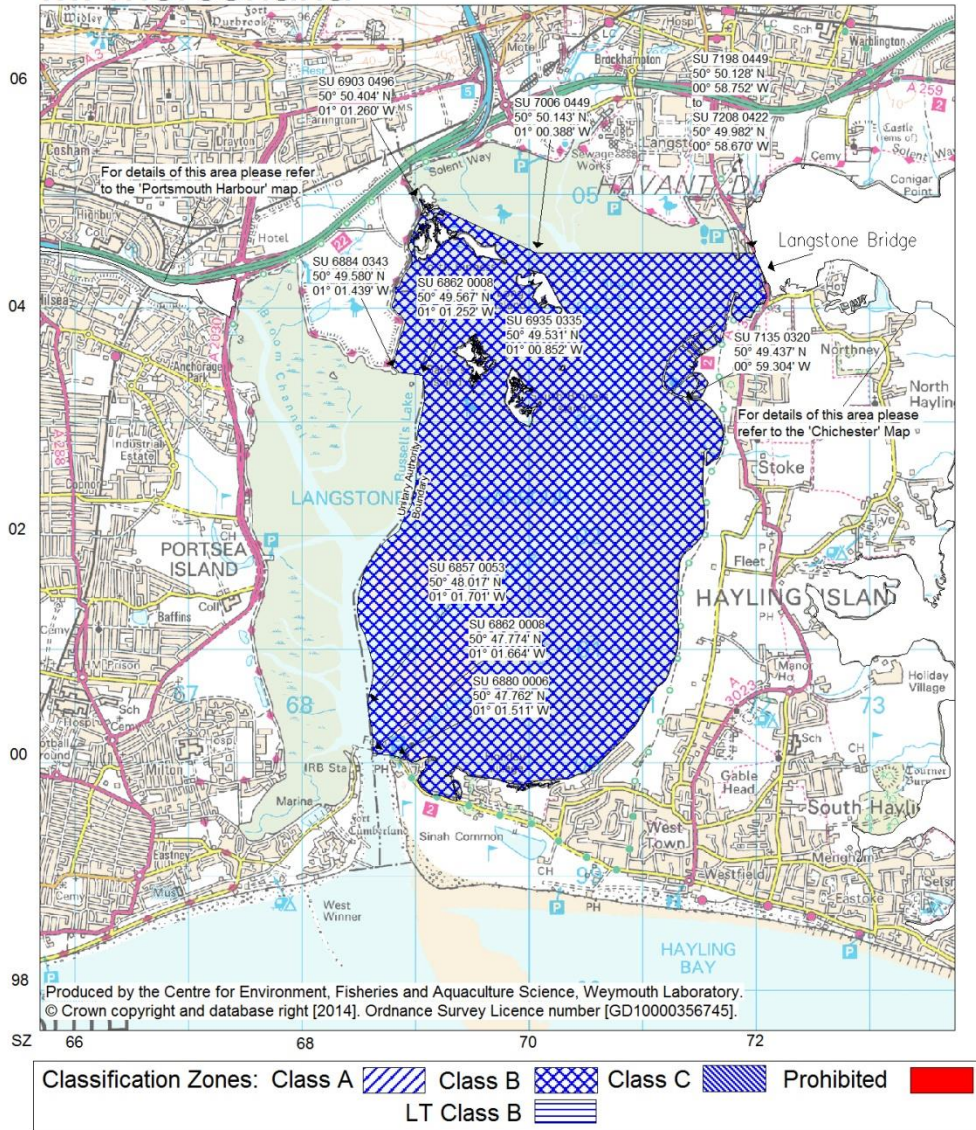
Further details on the classified species and the areas may be obtained from the responsible Food Authority. Enquiries regarding the maps should be directed to: Shellfish Microbiology, CEFAS Weymouth Laboratory, Barrack Road, The Nothe, Weymouth, Dorset DT4 8UB. (Tel: 01305 206600 Fax: 01305 206601)

N.B. Lat/Longs quoted are WGS84

Food Authority: Portsmouth Port Health Authority

Langstone Harbour - *M. mercenaria*

Scale - 1:50000



Classification of Bivalve Mollusc Production Areas: Effective from 1 September 2014

The areas delineated above are those classified as bivalve mollusc production areas under EU Regulation 854/2004.

Further details on the classified species and the areas may be obtained from the responsible Food Authority. Enquiries regarding the maps should be directed to: Shellfish Microbiology, CEFAS Weymouth Laboratory, Barrack Road, The Nothe, Weymouth, Dorset DT4 8UB. (Tel: 01305 206600 Fax: 01305 206601)

N.B. Lat/Longs quoted are WGS84

Food Authority: Portsmouth Port Health Authority

Annex 2

Template of Standard Notification Message 'For Cause for Concern'

Class B site (non LTC)

Dear LAG Member

CAUSE FOR CONCERN NOTIFICATION

A cause for concern for a class B bed is triggered by 2 results >4600 in the same review year.

We have received notification that the level of *E.coli* per 100g has [put in result] for [location] on [Date].

As co-ordinating authority for the bed, this message is notification that the 'Cause for Concern' has been activated.

In accordance with the Shellfish Local Action Plan, we would highlight the Cause for Concern procedures and request any information that may explain these high levels in the affected area.

We will inform the group as soon as possible on any developments.

Many thanks for any assistance or comment you wish to offer.

Annex 3

Template of Standard Notification Message for First Tier Result

Dear LAG Member

FIRST TIER INVESTIGATION NOTIFICATION

We have received notification that the level of *E.coli* for the classification sample for [location and date] is [numerical level].

As co-ordinating authority for the bed, this message is notification that the Shellfish Local Action Plan for our group has been activated.

In accordance with the plan we would refer members to the procedures for First Tier actions and request any information relating to the affected area.

Our initial response will be to [MEASURES TO BE TAKEN] the shellfish beds in question and assess in conjunction with the FSA and CEFAS the overall water quality of the shellfish area.

Additional sampling to the monthly monitoring programme *will not be required* but any data from stakeholders will be considered in our future assessment of the incident.

We will inform the LAG as soon as possible on any developments.

Many thanks for any assistance or comment you wish to offer.

Annex 4

Template of Standard Notification Message for Second Tier Result

Dear LAG Member

SECOND TIER INVESTIGATION NOTIFICATION

We have received notification that the level of *E.coli* for the classification sample for [Shellfish Bed(s)], is [numerical level].

As co-ordinating authority for the LAG, this message is notification that the Shellfish Local Action Plan for our group has been activated.

In accordance with the plan, we would refer members to the procedures for Second Tier actions and request any information relating to the affected area and offers of further assistance should an investigation into the increased contamination be initiated.

Our initial response will be to [MEASURES TO BE TAKEN] the shellfish beds in question and assess in conjunction with the FSA and CEFAS the overall water quality of the shellfish area.

Additional sampling to the monthly monitoring programme will [be/not be] required but any data from stakeholders will be considered in our future assessment of the incident.

We will inform the LAG as soon as possible on any developments.

Many thanks for any assistance or comment you wish to offer.

Annex 5

Template of Standard Notification Message for Third Tier Result

Dear LAG Member

THIRD TIER INVESTIGATION NOTIFICATION

We have received notification that the level of *E.coli* for the classification sample for [Shellfish Bed(s)], is [numerical level].

As co-ordinating authority for the LAG, this message is notification that the Shellfish Local Action Plan for our group has been activated and an 'Action State' implemented.

In accordance with the plan, we would refer members to the procedures for Third Tier actions and request any information relating to the affected area and any further assistance available for carrying out an investigation into the increased contamination.

Our initial response will be to [MEASURES TO BE TAKEN] the shellfish beds in question and assess in conjunction with the FSA and CEFAS the overall water quality of the shellfish area.

Additional sampling to the monthly monitoring programme will [be/not be] required but any data from stakeholders will be considered in our future assessment of the incident.

We will inform the LAG as soon as possible on any developments.

Many thanks for any assistance or comment you wish to offer.

Annex 6

Template of Standard Notification Message for Potential Downgrade Notification

Non-LTC bed

Dear LAG Member

POSSIBLE DOWNGRADE NOTIFICATION

We have received notification that the level of *E.coli* per 100g has [put in result] for [location] on [Dates].

As co-ordinating authority for the bed, this message is notification that this bed is subject to a potential downgrade.

As there has been: *(delete as appropriate)*

- 1 result >1000 for a class A bed in the same review year
- 2 results >230 but <1000 for a class A bed in the same review year
- 3 results >4600 B bed in the same review year
- 2 results >18000 B bed in the same review year
- 1 result >46000 B bed in the same review year
- 2 results >46000 for a class C bed in the same review year

In accordance with the Shellfish Local Action Plan, we would refer members to the procedures for Potential Grade Notifications actions and request any information that may explain these high levels in the affected area.

We will inform the LAG as soon as possible on any developments.

Many thanks for any assistance or comment you wish to offer.

Annex 7

Template of Standard Notification Message for Downgrade Notification

Dear LAG Member

DOWNGRADE NOTIFICATION

We have received notification that this bed is subject to a downgrade.

This means that it [Shellfish Bed(s)] is now a [New Classification].

This means that any [Insert shellfish type] now harvested, must be relayed in approved sites [assumes B to C downgrade].

Many thanks for any assistance or comment you wish to offer.

Annex 8

Template of Standard Notification Message ASP/PSP/DSP Events

Dear LAG Member

BREACH OF TRIGGER LEVELS FOR [SHELLFISH BED(S)]

We have received notification that the trigger levels for [ASP / PSP / DSP] have been breached for [Shellfish Bed(s)].

Our initial response will be to [MEASURES TO BE TAKEN] the shellfish beds in question and assess in conjunction with the FSA and CEFAS the overall water quality of the shellfish area.

Additional sampling to the monthly monitoring programme will [be/not be] required.

Annex 9

Template for Fishing in Unclassified Waters

Dear LAG Member

REPORT OF ILLEGAL FISHING

A report of fishing for [Species] outside classified shellfish beds [in location] has been received.

Our initial response will be to [measures to be taken].

If you become aware that [Species] are being landed or received by merchants / trade, please notify this Authority.

Annex 10

Template for Test Message

Dear LAG Member

TEST MESSAGE

This is a test message for all members of the Portsmouth and Langstone Harbour Local Action Group.

Please respond to this email confirming your contact details remain correct.

If you have received this email in error and are not a member of the Local Action Group please reply so that your details can be removed from the circulation list.

Annex 11

Template for Notice of Temporary Closure of Production Areas

NOTICE OF TEMPORARY CLOSURE OF PRODUCTION AREAS

Regulation (EC) No. 854/2004 of the European Parliament and of the Council laying down specific rules for the organisation of the official controls on products of animal origin intended for human consumption.

[Insert shellfish species] collected from [insert classified bed] on [insert date] by Portsmouth City Council exceeded the regulatory limit for [Dinophysistoxin / or insert other]. **There may be a risk to human health.** These toxins can lead to Diarrhetic Shellfish Poisoning which can cause inflammation of the intestinal tract and symptoms of diarrhoea, nausea, vomiting abdominal pain and chills.

As the Competent Authority, Portsmouth City Council has temporarily closed the production area identified in the Schedule to this notice for the harvesting of all shellfish species by food business operators until further notice.

Portsmouth City Council will continue to take samples for analysis and keep its decision to close the area under review. To check the current status of the area you may contact Environmental Health, Portsmouth City Council at Civic Offices, Guildhall Square.

Telephone number: [To be inserted]

Signed / Designation:

Dated:

SCHEDULE

Areas in which the harvesting of all shellfish species by food business operators is prohibited by reason of this order:[Insert areas]

Food business operators must not collect the affected animals from this area by any method, it is unsuitable for their production for health reasons and has been temporarily closed. For a food business operator to collect affected animals from the area that is temporarily closed amounts to the commission of a criminal offence under Regulation 19 of the Food Safety and Hygiene (England) Regulations 2013. On conviction, a fine or imprisonment for a term of up to two years or both may be imposed.

PRIVATE INDIVIDUALS ARE STRONGLY ADVISED NOT TO GATHER SHELLFISH FOR THEIR OWN CONSUMPTION FROM THE AFFECTED PRODUCTION AREA. THERE MAY BE A RISK TO HUMAN HEALTH IN DOING SO.

Annex 12

Template for Notice of Temporary Closure of Production Areas Revocation

REVOCATION OF TEMPORARY CLOSURE OF PRODUCTION AREAS

Regulation (EC) No. 854/2004 of the European Parliament and of the Council laying down specific rules for the organisation of official controls on products of animal origin intended for human consumption.

Pursuant to the power conferred on it by Article 6 of, and paragraph C of Chapter II of Annex II to the above EC Regulation, being satisfied that [the results of sampling show that the health standards for molluscs are NOT exceeded] [there IS NOT a risk to human health] –

As Competent Authority for the purposes of the above EC provision by virtue of Regulation 4 of the Food Safety and Hygiene (England) Regulations 2013 S.I. No. 2013/2996, Portsmouth City Council permits resumption of fishing in the production area identified in the Schedule to this notice for the production of [insert list of all affected species] by food business operators.

Telephone number: [To be inserted]

Signed / Designation:

Dated:

SCHEDULE

Areas in which the harvesting of all shellfish species by food business operators is now permitted by reason of this order:

[Insert areas]

Recent analysis of samples taken by Portsmouth Port Health Authority from the affected area has shown that [insert animals] are now not affected by [insert problem].

Portsmouth Port Health Authority will continue to take samples for analysis and keep its decision under review.

Annex 13

List of registered fisherman and merchants in the Portsmouth Port Health Authority area

To be inserted

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Agenda Item 7



Portsmouth
CITY COUNCIL

Agenda item:

Decision maker : Environment and Community Safety Decision meeting

Date of meeting: 14 November 2014

Subject: Portsmouth's Waste Prevention Plan

Report by: Head of Transport and Environment

Wards affected: All

Key decision: No

Full Council decision: No

1 Purpose of report

- 1.1 The development of a Waste Prevention Programme is a requirement of the revised Waste Framework Directive (2008/98/EC). Through their Waste Prevention Programme launched in December 2013, DEFRA have recommended that all Local Authorities should have a local waste prevention plan which details how they are going to support a reduction in the amount of waste being produced. This report presents Portsmouth City Council's draft waste prevention plan (WPP) for approval.

2 Recommendations

- 2.1 That the Cabinet Member for Environment and Community Safety notes the benefits of working on waste prevention (see 3.1)
- 2.2 That the Cabinet Member for Environment and Community Safety agrees the adoption of Project Integra's waste prevention plan (see 3.2)
- 2.3 That the Cabinet Member for Environment and Community Safety approves the draft Portsmouth waste prevention plan (see 3.3)
- 2.4 That the Cabinet Member for Environment and Community Safety notes that an update report will be provided for Members on an annual basis (see 5.2)

3 Background

Waste prevention is defined by Article 3(12) Waste Framework Directive as follows:

'Measures taken before a substance, material or product has become waste that reduce:

- the quantity of waste, including through the re-use of products or the extension of the life span of products;*

- *the adverse impacts of the generated waste on the environment and human health;*
- *the content of harmful substances in materials and products'*

The aim of the national Waste Prevention Programme is to improve the environment and protect human health by supporting a resource efficient economy, reducing the quantity and impact of waste produced whilst promoting sustainable economic growth.

As a general message waste prevention is a hard one to communicate as it can be seen as a restriction on people's lifestyles. In simple terms there are two areas that can be focused on:

1. reducing the amount of waste that residents bring into their homes in the first place
2. residents managing their waste once it is in their home to ensure that as little of it as possible is put out as black bag waste

Portsmouth City Council (the city council) can only influence these areas and it is much harder to influence point 1 than point 2.

3.1 The benefits of Waste Prevention

- 3.1.1 The Waste Hierarchy, as set out in the EU Waste Framework Directive, has been set in UK law through the Waste (England and Wales) Regulations 2011. This means that legally the city council is bound to consider the waste hierarchy in all our waste activities. Waste prevention is viewed as the top of the waste hierarchy (fig. 1), meaning it is the least environmentally harmful and therefore most preferred method of managing waste.



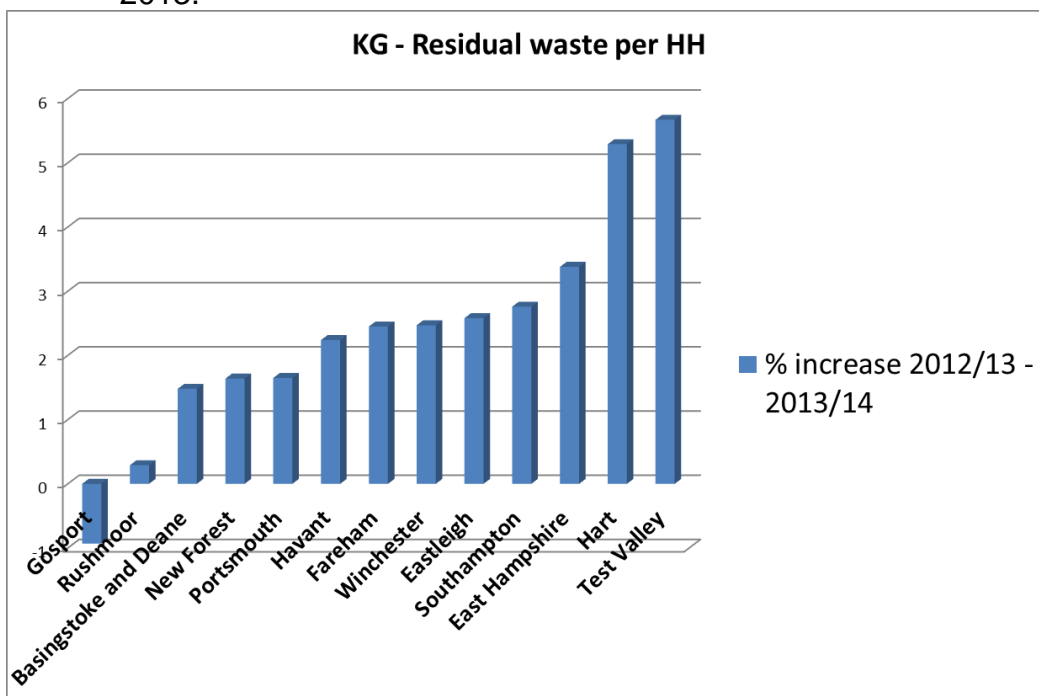
Figure 1: Waste hierarchy (from Defra)

- 3.1.2 Outlined in section 1 of Portsmouth's Waste Prevention Plan (WPP) (appendix 1) there are a multitude of benefits from focusing on waste prevention. In summary:

- Performance - a focus on waste prevention can increase recycling rates and reduce residual waste

- Financial - reducing the amount of waste generated and increasing reuse activities will help to save money through avoided disposal costs and could lead to an increase in Dry Mixed Recycling (DMR) recycled, increasing income for collection authorities.
- Legislative - a WPP ensures compliance with the Waste (England and Wales) Regulations 2011
- Social - opportunities for job creation and training from furniture reuse and repair schemes delivered by the third sector
- Economic - engaging local businesses in waste prevention and resource efficiency can help them to reduce costs and to become more competitive.

3.1.3 Portsmouth's residual waste tonnage gradually started increasing in 2012-13 after reducing annually for 4 years (a result of the economic downturn). Data shows that Portsmouth's increase in residual waste from 2012/13 to 2013/14 has been significantly lower than more than half of the other Hampshire local authorities (shown in graph below). This could be due to the impact of Portsmouth's Big Recycle, a recycling incentive scheme which has been running since September 2013.



3.2 Project Integra Waste Prevention Plan

3.2.1 Project Integra (PI) is the waste partnership for Hampshire of which the city council is a member.

3.2.2 Previous reports have identified the historic importance of Project Integra (PI) and the city council's place within it. These are highlighted as background documents.

3.2.3 On 9th July 2014 the Environment and Community Safety Portfolio agreed for the city council to remain a member of Project Integra Strategic Board and to adopt the Project Integra action plan for 2014-17.

- 3.2.4 Project Integra Action Plan for 2014-17 commits the city council to aiming for no more than a 0.5% annual increase in residual waste per household and to produce a local waste prevention plan.
- 3.2.5 PI has produced a county-wide waste prevention plan which the city council is able to use and buy-in to as required (attached as appendix 2). This is a benefit of remaining a member of Project Integra. This has meant that the task of producing a local waste prevention plan has been much less resource intensive.
- 3.2.6 Work has been done to review PI's waste prevention plan and it is recommended that the city council adopt it in order to ensure efficiency.

3.3 Portsmouth Waste Prevention Plan

- 3.3.1 Portsmouth's Waste Prevention Plan (attached as appendix 1) will adopt Project Integra's Waste Prevention Plan (attached as appendix 2) by taking direction and recommendations from it and focussing on what is realistic, necessary and achievable for Portsmouth. The Portsmouth WPP will also follow the guidance of the Waste Prevention Programme for England.
- 3.3.3 Whilst being a high achiever in landfill diversion, Portsmouth still has work to do on reducing waste as well as improving recycling rates.
- 3.3.4 An action plan is included in Portsmouth's WPP which sets out how we will help to deliver the work identified in the PI WPP which will provide benefits for Portsmouth. Along with actions that have been identified specifically for Portsmouth.

4. Funding

- 4.1 The majority of waste prevention work is being carried out within existing resources. A summary of current work is included in section 5 of Portsmouth's WPP (attached as appendix 1).
- 4.2 There is funding available through WRAP for partnership waste prevention projects. Work is currently being completed to progress suitable bids.
- 4.3 There is a further DCLG Recycling Reward funding scheme available (an extension of the original fund which is being used to deliver the Portsmouth Big Recycle scheme). The bid being developed will include elements focused on waste prevention.

5. Monitoring

- 5.1 Portsmouth's WPP will be monitored by reviewing progress against the action plan. Project Integra will review their plan annually and the city council will feed into this in order to monitor progress.
- 5.2 For Portsmouth specific actions these will be reviewed through the Environment Service business plan monitoring and an update will be provided for Members annually.

6. Reasons for Recommendations

- 6.1 Focusing on waste prevention can have a financial benefit for the city council. Black bag waste in Portsmouth increased by 1.65% between 2012/13 and 2013/14. This is low compared to the rates for other councils in Hampshire, however, it still increased the costs for disposal by £54,765. If this increase in black bag waste was also made up of items that could be recycled the city council will have lost income as well seeing increased costs. If this increase in black bag waste continues at the same level it could lead to additional costs of over £700,000 by 2025/6.
- 6.2 As a member of Project Integra it makes sense for the city council to adopt their waste prevention plan and link in with the wider work that is happening across Hampshire on waste prevention. It also ensures efficiency and reduces the duplication of work.
- 6.3 There are some specific opportunities for Portsmouth around waste prevention therefore it is recommended to have a Portsmouth specific plan.

7 Equality impact assessment (EIA)

- 7.1 An equality impact assessment is not required as the recommendations do not have a negative impact on any of the protected characteristics as described in the Equality Act 2010.

8 Head of Legal comments

The adoption of the proposed waste prevention strategy will improve compliance with the city council's obligations to reduce non-recyclable waste. This will lessen the potential for any adverse consequences for such non compliance.

9 Head of Finance comments

- 9.1 Costs incurred in preparing the Portsmouth Waste Prevention Plan are officers' time and will be met from existing revenue budget.
- 9.2 The value of the bid applying for further DCLG Recycling Reward funding mentioned in 4.3 is circa £180,000.
- 9.3 Upon the Portsmouth Waste Prevention Plan being approved there will need to be further cost/benefit analysis prepared on specific recommendations, and costs will be met from existing revenue budget or sourced from external funding.

.....
Signed by:
Simon Moon
Head of Transport and Environment Service

Appendices:

Appendix 1: Portsmouth Waste Prevention Plan

Appendix 2: Project Integra Waste Prevention Plan

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Report to portfolio 28 th September 2011	http://democracy.portsmouth.gov.uk/Data/Environment/20110928/Agenda/e20110928r5.pdf
Report to Portfolio 4 th July 2012	http://democracy.portsmouth.gov.uk/Data/Environment/20120704/Agenda/env20120704_AI4.pdf
Report to Portfolio 10 th April 2013	http://democracy.portsmouth.gov.uk/Data/Cabinet%20Member%20for%20Environment%20&%20Community%20Safety%20Decision%20Meeting/20130410/Agenda/ecs20130410r3.pdf
Report to Portfolio 9 th July 2014	http://democracy.portsmouth.gov.uk/documents/g2479/Public%20reports%20pack%2009th-Jul-2014%2010.00%20Cabinet%20Member%20for%20Environment%20Community%20Safety%20Decision.pdf?T=10

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by Cabinet Member for Environment and Community Safety on the 14th November 2014

Portsmouth Waste Prevention Plan 2014 - 2017

Introduction

The Waste Prevention Programme for England (WPPE) highlights the need for local authorities to create a waste prevention plan for their area. The areas it advises local authorities to focus on are to:

- Become a local leader
- Develop a waste prevention plan
- Measure progress
- Educate and raise awareness
- Work with businesses
- Work with civil society
- Explore new ways of working

Project Integra (PI), the waste partnership for Hampshire, produced their Waste Prevention Plan 2014-17 earlier in the year. As a member of Project Integra, Portsmouth City Council (PCC) will be adopting the PI Waste Prevention Plan (attached as appendix 1). PI's waste prevention plan (WPP) provides background information around the need to focus on waste prevention and the benefits available from successful delivery of action on waste prevention. This document will not repeat the information available in the PI WPP, however, it does highlight the key points relevant to Portsmouth.

As a general message waste prevention is a hard one to communicate as it can be seen as a restriction on people's lifestyles. There are two areas that can be focused on:

1. reducing the amount of waste that residents bring into their homes in the first place
2. residents managing their waste once it is in their home to ensure that as little of it as possible is put out as black bag waste

Portsmouth City Council (PCC) can only influence these areas and it is much harder to influence point 1 than point 2.

Focusing on waste prevention can have a financial benefit for PCC. Black bag waste in Portsmouth increased by 1.65% between 2012/13 and 2013/14. This is low compared to the rates for other councils in Hampshire, however, it still increased the costs for disposal by £54,765. If this increase in black bag waste was also made up of items that could be recycled PCC will have lost income as well seeing increased costs. If this increase in black bag waste continues at the same level it could lead to additional costs of over £700,000 by 2025/6.

What is meant by waste prevention?

Waste prevention is viewed as the top of the waste hierarchy (fig. 1), meaning it is the least environmentally harmful and therefore most preferred method of managing waste.

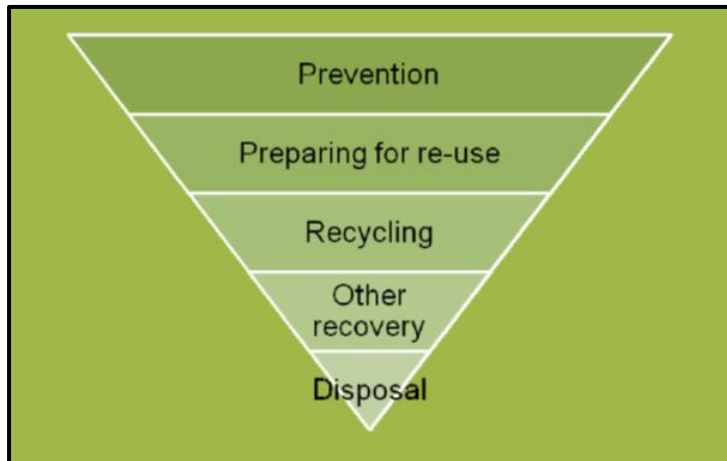


Figure 1: Waste hierarchy (from Defra)

Waste prevention is defined by Article 3(12) Waste Framework Directive as follows:

'Measures taken before a substance, material or product has become waste that reduce:

- *the quantity of waste, including through the re-use of products or the extension of the life span of products;*
- *the adverse impacts of the generated waste on the environment and human health;*
- *the content of harmful substances in materials and products'.*

1. Waste prevention – the case for action

The below summarises the key drivers for action. These are significantly expanded in PI WPP appendix 7.

1.1 Performance

Waste prevention can provide performance advantages specific to local authorities, not just by decreasing total waste arisings but also increasing recycling rates by increasing diversion of materials to recycling and decreasing residual waste. Research carried out in Hampshire as part of the 2007 'Small Changes Big Difference' project found that raising public awareness of waste prevention led to greater overall awareness and engagement with resource efficiency, and in turn, 41% of households involved, claimed an increase in the amount recycled.

1.2 Financial

The cost to local authorities for managing the collection and disposal of waste is directly linked to the quantity (by weight) and hazardous content of waste thrown away by Hampshire's residents. Reducing the amount of waste generated and increasing reuse activities will help to save money through avoided disposal costs and preventing the need for additional collection rounds and delay the need for significant financial investment for additional waste infrastructure in the long-term. A waste prevention plan could lead to an increase in Dry Mixed Recycling (DMR) recycled, increasing income for collection authorities.

1.3 Legislative

The Waste Regulations for England (2011) set out the requirement for any establishment which imports, produces, collects, transports, recovers or disposes of waste to take all measures available and are reasonable in the circumstances to apply the waste hierarchy in the order of priority. At the top of the waste hierarchy is waste prevention. Having a Waste Prevention plan in place and implementing activities demonstrates PI's compliance with legislation.

1.4 Environmental

Waste prevention is at the top of the waste hierarchy and is therefore considered the most environmentally sound option for dealing with waste. Waste prevention can also reduce carbon emissions, for example one tonne of reused household goods can save three and a half tonnes of carbon emissions.

1.5 Social

Waste prevention activities can bring social benefits to the wider community, for example opportunities for job creation and training from furniture reuse and repair schemes delivered by the third sector: 65 tonnes of material collected for reuse could provide one full time job and 12 training for work or volunteer opportunities per year. Waste prevention activity also assists in the provision of affordable household items to those in need, with 15 low income households potentially provided with goods from one tonne of reused household goods.

1.6 Economic

Engaging local businesses with the financial benefits that waste prevention and resource efficiency can provide can help them to reduce costs and to become more competitive. Buying reused household items instead of new can save a household up to £358.

2. Project Integra Waste Prevention Plan 2014-17

Aim of PI WPP: - to support the PI Joint Municipal Waste Management Strategy target of limiting annual growth in residual waste per household to 0.5%

To achieve that aim, there are 5 key objectives:

- Objective 1 – to fulfil the WPPE recommendation for local authorities to have a local plan, approved by partners, along with an annual implementation plan, to guide the partnership's work on waste prevention
- Objective 2 – to ensure that the quantity of bulky waste diverted from disposal is increased by assessing options for working more closely with the third sector
- Objective 3 – to carry out activity which reduces the quantity of avoidable food waste and garden waste in the residual waste stream
- Objective 4 – to carry out activity which increases resident awareness of waste prevention issues
- Objective 5 – to carry out activity that enables local authorities to lead by example.

The benefits of a successful WP plan include:

- Reduced cost of waste disposal, collection and transport
- Reduced carbon emissions
- Improved performance ie. recycling rates, less waste generated
- Social - benefits of third sector engagement

Portsmouth's Waste Prevention Plan will adopt Project Integra's Waste Prevention Plan by taking direction and recommendations from it and focussing on what is realistic, necessary and achievable for Portsmouth. The Portsmouth WPP will also follow the guidance of the Waste Prevention Programme for England.

3. Background waste information for Hampshire

Figure 1 below shows that Hampshire's (PI) residual waste has plateaued at a constant rate of around 650kg per household with a slight increase from 2011/12 to 2012/13. In comparison the national and regional trends show a steady and continual reduction in residual waste since 2008/9 (recession years).

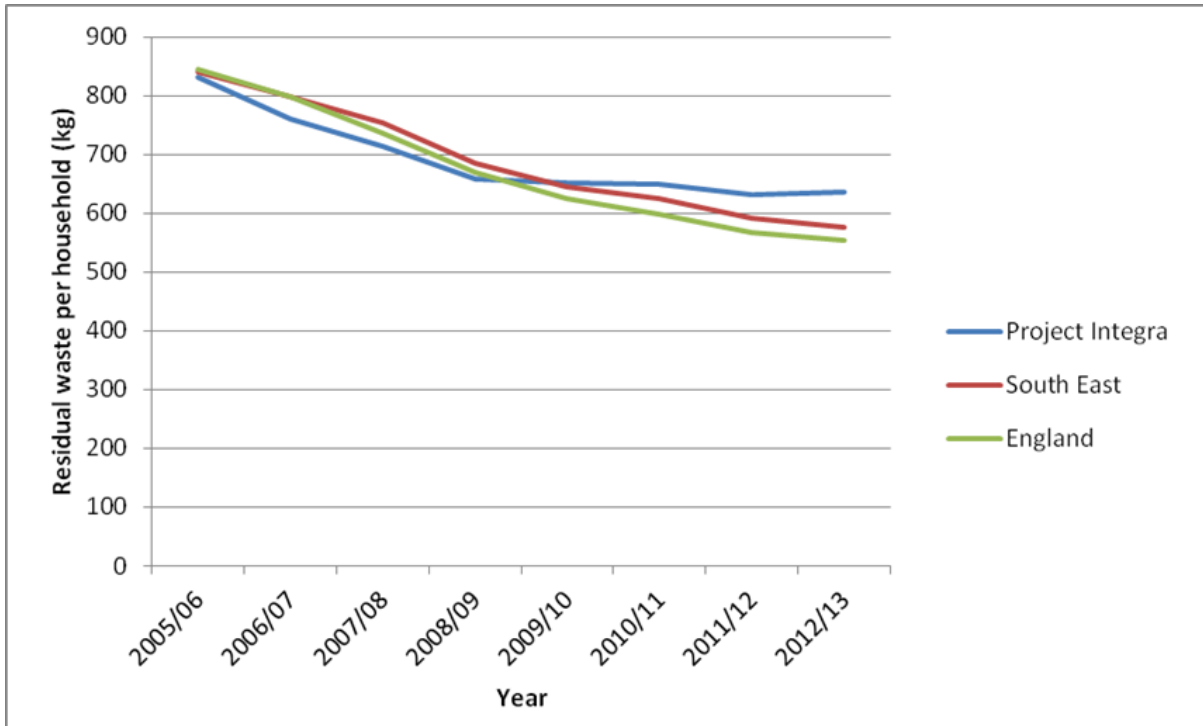


Figure 1. PI residual waste arisings (kg per household) compared to national and south east trends 2005/06 - 2012/13

Figure 2 below shows that PI estimate if the slight increase from 2011/12 - 2012/13 continues this will lead to a steady increase in household waste (refuse and recycling) within Hampshire over the next 13 years reaching up to 900,000 tonnes by 2025/26. This ongoing increase across Hampshire will lead to a rise in disposal costs alongside missed income from materials that could be recycled being included in residual waste.

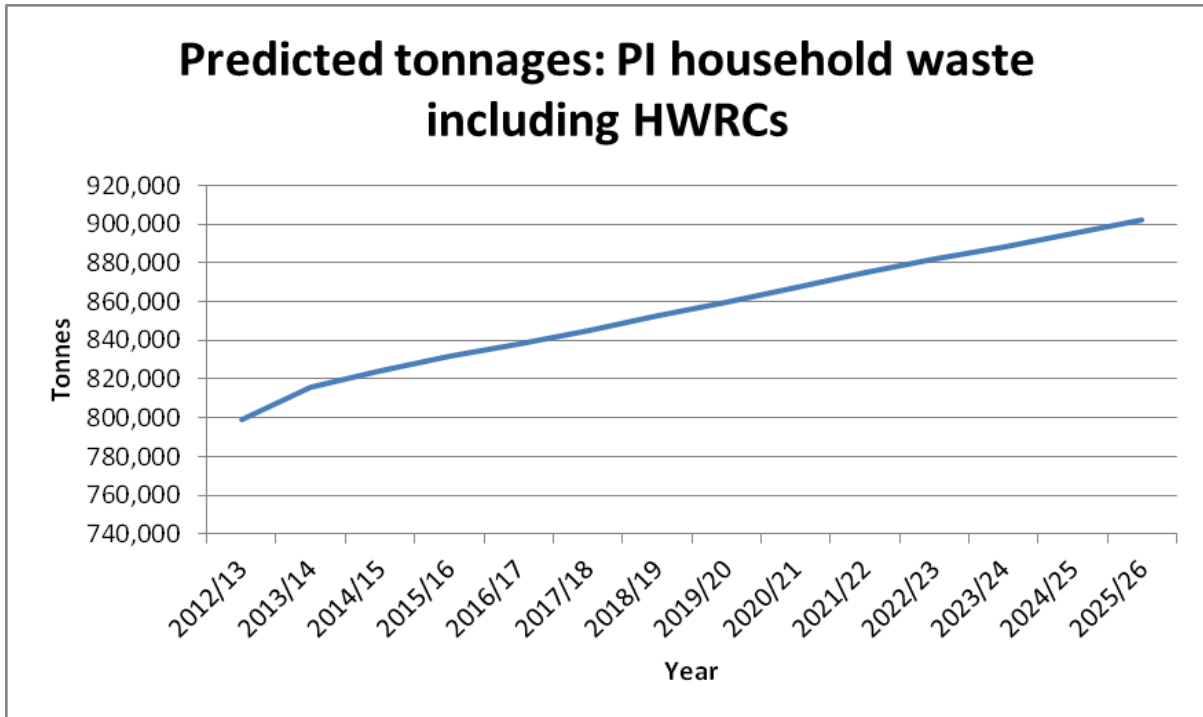


Figure 2. PI predicted tonnages

4. Portsmouth's current performance

Figure 3 below shows that Portsmouth's residual waste tonnage gradually started increasing in 2012-13 after reducing annually for 4 years. It is predicted that residual waste will continue at the current rate of increase (1.65%) into 2014-15. The final column is the desired tonnage for 2014-15 having achieved the target of no more than a 0.5% increase.

Add in a graph on historical data of total waste arisings for Portsmouth

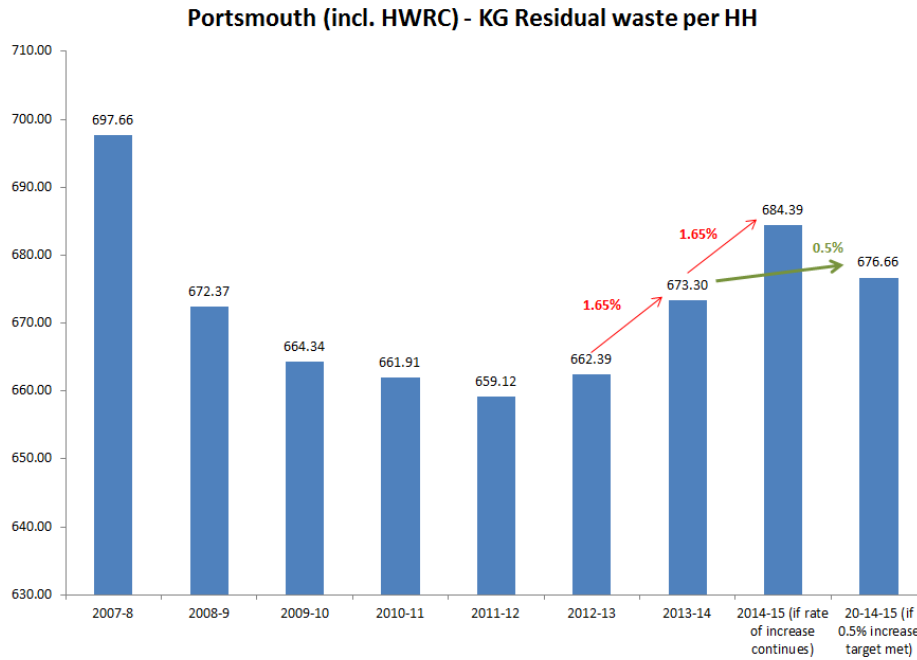


Figure 3. Portsmouth's residual waste (kg per household) 2007/8 - predicted 2014/15

Figure 4 below shows that Portsmouth's increase in residual waste from 2012/13 to 2013/14 has been significantly lower than more than half of the other Hampshire local authorities. This could be due to the impact of Portsmouth's Big Recycle, a recycling incentive scheme which has been running since September 2013.

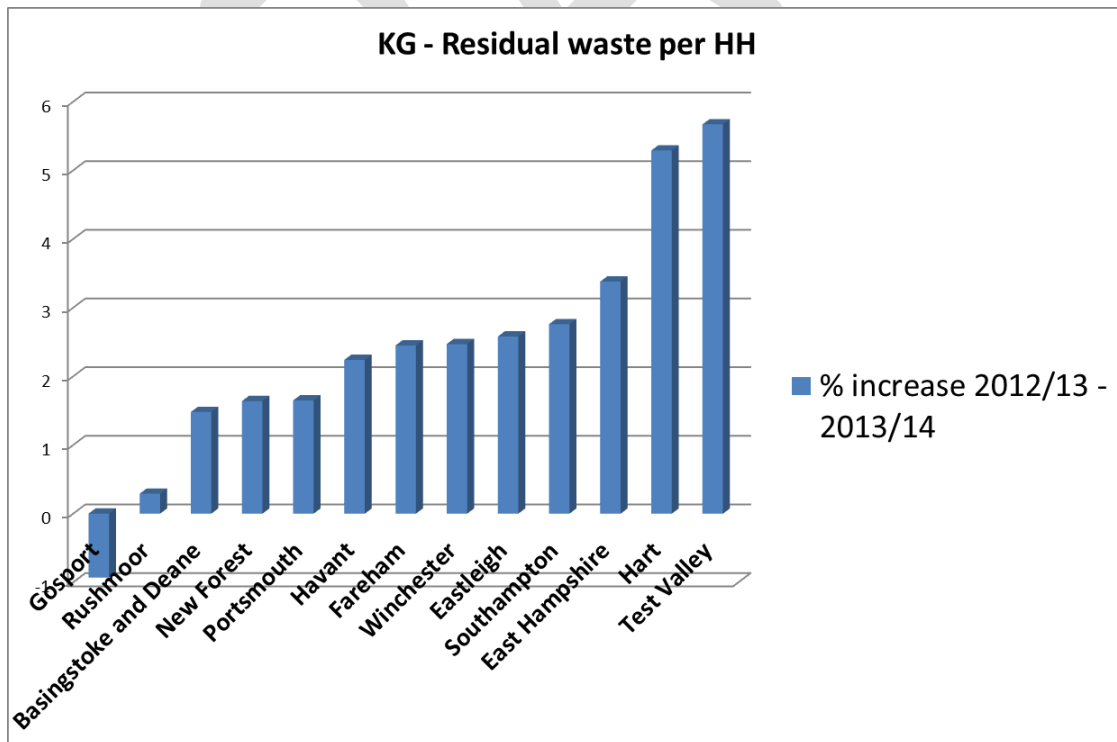


Figure 4. Where Portsmouth stands in Hampshire - Residual waste % increase (kg per household)

Table 1 below summarises the key top level waste data for Portsmouth. Whilst being a high achiever in landfill diversion, Portsmouth still has work to do on reducing waste as well as improving recycling rates.

Summary 2013-2014			
N191 Total Residual Household Waste per Household (kg/household)	N192 Percentage HH waste sent for Reuse, Recycling or Composting (recycling rate)	N193 Percentage of Municipal Waste Sent To Landfill	Portsmouth's contamination rate for recycling
673.35	22.17%	9.18%	7.13%

Table 1. Total waste - Portsmouth 2013-14

PI's waste prevention plan prioritises increasing levels of recycling alongside more traditional waste prevention activities. Figure 5 below shows how Portsmouth's recycling rate has remained between 22%-25% over the last 8 years. Although it is hard to compare recycling rates between local authority areas due to the range of materials that are collected, this level is low when compared to neighbouring authorities who are averaging 30-45%. It is important to note that Portsmouth has not expanded the number of materials that are collected and also has much less opportunity for green waste. This may explain why the rate is comparatively low.

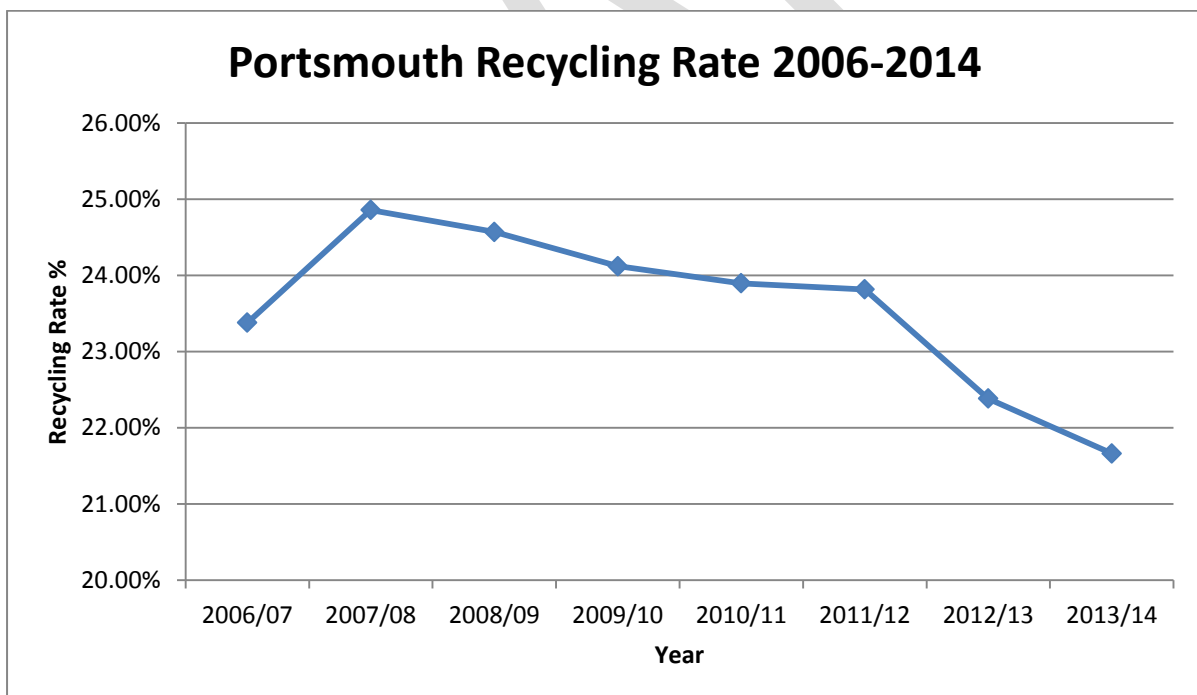


Figure 5. Portsmouth Recycling Rate 2006-2014

5. Previous work on waste prevention in Portsmouth

General Waste Prevention

In 2009 the 'Waste Less Challenge' was set up in partnership with other Hampshire authorities, inviting residents to reduce their household waste over a 7 day period. Participants reduced their black bag weight by an average of 37% and were rewarded with a goody bag of helpful waste prevention tools.

Green Neighbours

Workshops to volunteers have been run on various different waste related topics such as:

- Composting
- LFHW
- Grow your own food
- One pot cooking

Bulky waste and reuse

Working with the University of Portsmouth in 2014 to promote reuse of household items and furniture in initiatives called the 'Big Move Out' & the 'Big Move In'.

Pro-active call waiting message encouraging resident to re-use or take bulky items to charity shops before considering our collection service.

HWRC

Reuse is placed above recycling on the waste hierarchy.

The Portsmouth Recycling Centre has a dedicated 'reuse area', where items are recovered before being placed into bins and sold on.

Home composting

A compost bin will divert 150kg of waste per household per year.

In 2006 around 20,000 free home compost bins were given away to Portsmouth residents. Since 2007, the WRAP home composting scheme (now operated by Straight) has been promoted, offering residents a cost price bin. Recent purchasing rates are low, with around 5 composting containers (including caddies and wormeries) being sold per month.

Food waste

6.7 million tonnes of food is thrown away by households every year.

Various promotions of the 'Love Food Hate Waste' campaign have taken place in the last 5-6 years to educate on reducing food waste. This was carried out through different events, distributing promotional materials and targeted Flagship articles.

Textiles

Portsmouth now has around 100 textile banks across the city.

Recently the reuse of clothes has been promoted in the form of 'swap shops' or 'swishing' events through the Portsmouth Big Recycle.

Improving internal practices

Internal practices are focussed on reducing the use of paper:

- New printers to reduce wasted paper
- Less storage for paper files - reduction in use of paper
- Hot-desking and 'clear desk' policy - nowhere to keep paper on desk or in drawers, therefore reduction in use of paper
- Electronic storage of documents
- Removal of plastic cups at water dispensers
- Distribution of reusable plastic mugs/glasses to staff
- Responsible procurement policy
- Sustainability strategy
- Carbon management plan

Review of policies

In 2014, service and policy options that have not been considered in the past were investigated through a Members workshop. The main focus was on identifying ways of reducing black bag waste by looking into the following:

- Restriction of black bag waste collections (limit of 2 bags per week = less waste & more waste prevention)
- Alternate weekly collections (less refuse collections = more recycling & waste prevention)
- Compulsory recycling scheme
- Food waste collection (divert food waste from black bags, helping with less frequent refuse collections)
- Kerbside glass collection (removing from the black bag waste)

It was agreed to carry out further investigations into compulsory recycling policy and kerbside glass collection to clarify their feasibility for Portsmouth.

6. Measuring the plan

This plan will be monitored by reviewing progress against the action plan. Project Integra will review their plan annually and PCC will feed in to this in order to monitor progress. For Portsmouth specific actions these will be reviewed through the Environment Service business plan monitoring.

7. Portsmouth Waste Prevention Action Plan

The table below sets out Portsmouth's actions around waste prevention. It is based on the actions identified by Project Integra in their Hampshire wide Waste Prevention Plan and includes the Portsmouth specific action needed to deliver these actions.

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
High priority					
Seek external funding and sources of non-financial support to deliver waste prevention work. Where possible work with partners to access funding.	All	Exemplify Encourage	Develop a waste prevention plan	<ul style="list-style-type: none"> Ideas for projects & partnership working to bid for WRAP waste prevention funding Bid for further DCLG funding to extend the PBR incentive scheme Possible future sponsorship 	SG, SD, JC, JF
Establish a baseline for all waste prevention work.	All	Exemplify Engage	Measure progress	<ul style="list-style-type: none"> Measure progress by aiming for the PI 0.5% max increase in residual waste target (for 2014/15) using tonnage data compare with local and national trends 	SG, SD, TG
Measure progress against the Plan at a local level and review progress annually.	All	Exemplify	Measure progress	Set up regular monitoring of the action plan & review on an annual basis	SG, JF
Link with the national indicators when released by Defra.	All	Exemplify	Measure progress	Keep up to date with figures	SG, TG
Seek to increase home composting, e.g. with the aim of increasing uptake	Garden waste, food waste	Enable Encourage	Educate and raise awareness	<ul style="list-style-type: none"> Continue Green Neighbours 	SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
to reduce garden and appropriate unavoidable food waste such as peelings and tea bags. Review promotion of home composting with a view to increasing levels of support to lapsed bin users through online advice and regular promotion. Investigate opportunities for community composting where locally appropriate.			<ul style="list-style-type: none"> initiatives School workshops Communications - budget depending Flagship articles Work with housing participation team to engage communities 		
Review options for delivering a campaign to reduce avoidable food waste focussing on Love Food Hate Waste and Fresher for Longer, including events, social media, links with Schools Programme, and Public Health campaign, advertising etc.	Food waste	Enable Engage	Educate and raise awareness	<ul style="list-style-type: none"> Continue Green Neighbours initiatives Events School workshops Promotion through Portsmouth Big Recycle Flagship articles Staff already trained Communications - budget depending 	SD
Review all communications relating to waste prevention, including incorporating findings from Small Changes Big Difference/ Zero Waste Challenge. Promote ways to prevent, reduce and reuse waste across	All	Enable Engage Encourage	Educate and raise awareness	<p>There are currently no communications to be reviewed on this subject.</p> <ul style="list-style-type: none"> Continue to promote through PCC website and 	<u>PI to lead</u> , SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action
Hampshire, e.g. on one central website. Include 'easy wins' such as Mail Preference Service, reusable nappies and smart shopping. Also seek to deliver waste prevention through 'lifestyle' based messages to target traditionally 'non-green' residents. Use a range of methods such as events, social media and advertising which is localised and community based.				<p>Flagship articles</p> <ul style="list-style-type: none"> • Await PI for central website • Create a Low Carbon Vision/waste prevention communication plan
Create a comprehensive database of reuse outlets including TSOs which is regularly updated for use by both the public and staff booking bulky kerbside collections. Where contractually possible, seek to formally promote furniture reuse organisations at booking stage of bulky kerbside collections.	Reusable items, EEE	Enable	Work with civil society	<ul style="list-style-type: none"> • Provide PI with list of textile banks • Discuss with CHD possibility of promoting other routes for bulky waste disposal <p>PI to lead, SG, AM</p>
Medium priority				
Support national waste prevention initiatives and their local implementation e.g. plastic bag levy.	Plastics (amongst others)	Exemplify	Become a local leader	<ul style="list-style-type: none"> • Continue to provide reusable bags for life • Continue to provide flats recycling bags • Promote less <p>SD</p>

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
			packaging where practical		
Maximise opportunities and systems for reuse in the new HWRC contract beginning 2015. Seek to ensure regular reuse reporting is a requirement of the contract.	EEE, reusable items,	Exemplify Enable	Become a local leader	<ul style="list-style-type: none"> Continue to provide a reuse sales area 	MW
Seek to embed waste prevention into internal business practices by developing best practice 'signposting' guide including WRAP case studies aimed at authorities' internal practices. Work with internal teams to consider waste prevention and resourcefulness in catering, facilities management, events, adults'/children's/ housing departments, schools, IT and procurement practices. Promote to wider public sector as appropriate.	Facilities management, EEE, reusable items	Exemplify	Become a local leader	<ul style="list-style-type: none"> Review council's internal waste contract - analyse figures Work towards the Low Carbon Vision Continue implementing responsible procurement policy 	JF, JC
Seek to review residual waste collection policies, and where appropriate increase enforcement of policies such as no side waste, or consider introducing compulsory recycling/correct container policies to encourage kerbside recycling and	Textiles, paper & board, plastics, food	Exemplify	Become a local leader	<ul style="list-style-type: none"> Review policies and look at additional service options Gauge members' opinions through a workshop Research other local 	SG, JF

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
reduce residual tonnages.			authorities		
Maintain a watching brief on central Government guidance, WRAP research and best practice from other local authorities to inform waste prevention initiatives.	All	Exemplify	Become a local leader	Compliance officer to continue keeping up to date on changes in waste through research	SG, SD, JF
Seek to improve available waste composition data, for example include residual composition analysis in the 2014 Resource Capture and Treatment Review.	All	Exemplify	Measure progress	Await PI action	<u>PI to lead</u>
Consult on the option of introducing a chargeable trade waste scheme at HWRCs as part of the contract starting in 2015, with the objective of diverting trade waste from the household stream and encouraging resource efficiency amongst local businesses. Work alongside WCAs to jointly promote their trade waste collection services.	C&D	Exemplify Enable	Work with businesses	Review responses to consultation and implement any changes relating to trade waste	MW
Investigate options to increase reuse from bulky kerbside collections through both operational changes and links with existing partnerships including SE7 and the Hampshire Furniture Reuse Network (HFRN).	Reusable items, EEE	Exemplify Enable	Work with civil society	<ul style="list-style-type: none"> • Contact charities • Promote textile banks • Link with the Reuse Network if possible • Put forward 	<u>PI to lead,</u> AM, SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
			suggestion to cease free bulky waste collections available currently to residents on certain benefits		
Investigate potential for partaking in a reuse forum including furniture reuse organisations and local authorities, plus internal departments (adults'/ children's/ housing etc.) to aid better mutual understanding and identify innovative opportunities for increasing reuse through partnership working. Consider extending to wider public sector and possibly universities.	Reusable items, EEE	Engage Exemplify Enable	Work with civil society	<ul style="list-style-type: none"> • Implement Low Carbon Vision • Promote reuse websites • Charity shop interaction • Working with the university on reuse initiatives 'Big Move Out/In' 	SD, JC, AM
Lower priority					
Develop and deliver a countywide campaign to improve public perception of second hand items such as furniture and textiles therefore aiding market development. Promote the forthcoming reuse quality standard developed by WRAP and link to WRAP's recently launched 'Love Your Clothes' campaign	Reusable items, EEE and textiles	Enable	Educate and raise awareness	<ul style="list-style-type: none"> • Continue swishing events • Continue partnering with the University on reuse events • Promote textile banks • Promotion through PCC website and 	<u>PI to lead</u> , SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
			Flagship articles		
Look into the potential to deliver skills workshops/swap shops focussing on repair (textiles, furniture) and cooking skills. Available to the wider community and advertised at secondary schools, universities, colleges and community groups. Approach education authority to establish curriculum links.	Reusable items, EEE and textiles	Engage Enable	Educate and raise awareness	<ul style="list-style-type: none"> • Continue Green Neighbours work • Work with colleges & the University 	SD
Investigate ways to engage with local businesses on waste prevention and signpost them to resources.	All	Engage Exemplify Enable	Work with businesses	<ul style="list-style-type: none"> • Look for sponsorship options for PBR • Work with PSAG on the Low Carbon Vision • Promote through the PCC website - business waste page • Use of sustainable and responsible procurement policy 	SD, JF, JC

Action - taken from PI waste prevention plan	Target material	Behaviour change approach		Portsmouth Action needed to deliver	Owner/ To action
Seek to work with private sector companies to identify product specific opportunities for reuse and waste prevention messages.	All	Exemplify Enable	Work with businesses	Improve relationships through the Sustainable Business Partnership	SD, JF
Investigate options to deliver a Portsmouth specific pilot project to work with a new supermarket store to focus on waste prevention i.e. a new Tesco's store in the city to reduce packaging	Plastics (amongst others)	Engage Exemplify Enable	Work with businesses	Identify potential new store. Engage with relevant supermarket to identify options for waste prevention. Develop a proposal for a pilot project Link with Low Carbon Vision & public health agenda.	JF, SG
Investigate options for a Portsmouth specific awareness raising pack for residents on good lifestyle practices i.e. waste prevention, low carbon living, healthy habits etc. This could include information on all facilities in Portsmouth available which enable good lifestyle practices.	All	Engage Enable	Educate and raise awareness	Investigate opportunities with other services across PCC	JF/SG/J C

Appendix I



PI Waste Prevention Plan 2014 – 17

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Executive Summary

This is the first Waste Prevention Plan for Project Integra (PI), achieving a key recommendation for authorities as set out in the recently launched Waste Prevention Programme for England and delivering an important action within the 2013 – 16 PI Action Plan.

It is acknowledged that whilst being a high achiever in terms of landfill diversion, PI has work to do in reducing the amount of waste produced by Hampshire households. The amount of residual waste produced by Hampshire households is one of the highest in England. Reducing the amount of waste is especially important at a time when local authorities are under significant pressure to reduce costs, and changes to the population, local economy and housing numbers are likely to impact on waste growth. Reducing the amount of waste generated and increasing reuse activities are one way in which local authorities can continue to provide effective waste services in a manner which represents good value for money.

In their capacity of waste collection and disposal authorities, PI authorities can help prevent waste through leadership in own practices, and through the provision of information and services to local residents. In doing so, this could lead to the following benefits:

- If waste is prevented, the cost of collecting, transporting and disposing of that waste is avoided.
- Waste prevention activities also have a positive knock-on effect of increasing recycling tonnages, thereby increasing income for partners.
- Improved performance on waste generation levels and recycling rates
- Reduced environmental impacts, such as reduced carbon emissions
- Social benefits resulting from engagement with the third sector, such as increased employment and provision of affordable household goods to those in need.

These benefits are outlined in more detail in *the case for action*.

The aim of this plan is therefore to support the PI Joint Municipal Waste Management Strategy target of limiting annual growth in residual waste per household to less than 0.5%.

The Plan outlines a series of actions intended to maximise the benefits for all PI partners. These actions are grouped in themes according to the actions for local authorities identified in the national programme, and they include:

- Assessing opportunities for greater diversion of bulky waste
- Increasing home composting promotion and support
- Designing and implementing a food waste reduction programme
- Reviewing residual waste collection policies

Project Integra Waste prevention Plan 2014 – 2017

- Improving internal practices to “lead by example”
- Maximising reuse at HWRCs by exploring opportunities with the third sector.

The plan covers the period 2014-17, and will be accompanied by an annual implementation plan setting out the progress expected, how each activity will be monitored and the resources required for delivery.

This document is split into 3 parts:

Part 1: Supporting Information including introduction, aims and objectives, context and the case for action (sections 1 – 6)

Part 2: Actions and Implementation including key principles, actions, and implementation for 2014/15 (sections 7 – 10)

Appendices: Including further supporting information as referenced in parts 1 and 2. Also includes a list of acronyms.

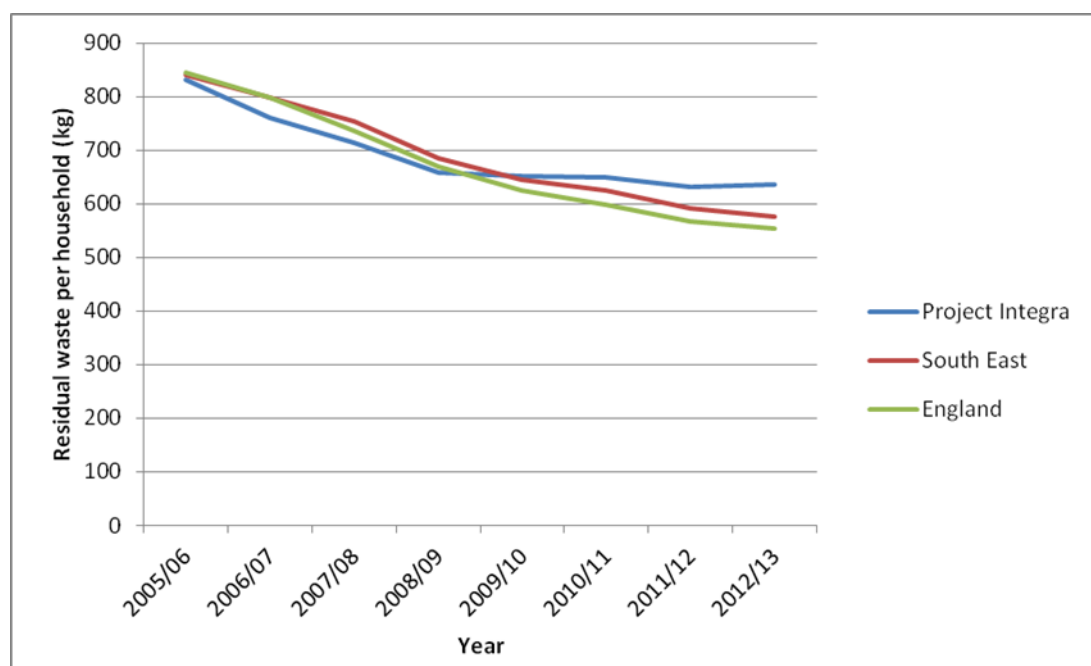
Part 1: Supporting Information

1. Introduction

Since the formation of the Project Integra partnership in 1995, the partner authorities have been widely acknowledged for their cooperation in providing an integrated waste management solution in Hampshire. This approach to partnership working has resulted in impressive facilities with generally good recycling performance (currently standing at 37.8%), one of the highest landfill diversion rates (currently over 92%) and a contribution to the fundamental shift in thinking from waste to resource management.

When comparing other waste-related metrics, however, the partnership still has work to do, as illustrated in Figure 1 below. In 2012/13 PI generated 637kg of residual waste per household. The disposal and unitary authorities of Hampshire County Council, Portsmouth City Council and Southampton City Council currently all rank in the lowest performing 25 disposal authorities for kg of residual waste produced per household. Demographic data, summarised in appendix 1, indicates a 16% increase in household number before 2026, as well as an ageing population and an increase in smaller households. In recognition of this, and in expectation of a national focus on Waste Prevention, the 2013 – 16 PI Action Plan included an action to develop a PI Waste Prevention Plan.

Figure 1: PI residual waste arisings (kg per household) compared to national and south east trends, 2005/06 – 2012/13



Government’s Waste Prevention Plan for England (hereafter abbreviated to WPPE), launched in December 2013, sets out actions that Government, businesses, the wider public sector (including local authorities), civil society and consumers can take to deliver waste prevention, while highlighting the environmental, economic and social benefits which can be achieved. A key action for local authorities is to “develop a Waste Prevention Plan which sets out local action and which tackles priorities based on the greatest environmental, economic and social returns”.

Reducing waste arisings through waste prevention presents an opportunity to improve PI’s waste performance and reputation, while delivering savings to the partnership along with social and environmental benefits to the authorities involved – these benefits are discussed further in section 3: *The case for action*.

1.1 Project Integra

Project Integra is the partnership of;

- The 11 district/borough authorities in Hampshire (Waste Collection Authorities: WCAs),
- Hampshire County Council (Waste Disposal Authority: WDA),
- The unitary authorities of Portsmouth and Southampton (responsible for both collection and disposal) and
- Veolia Environmental Services (VES), the integrated waste management disposal contractor.

PI’s vision is that:

In the period to 2023 Hampshire will manage the effectiveness of its sustainable material resources system to maximise efficient reuse and recycling of material resources and minimise the need for disposal in accordance with the national waste hierarchy.



1.2 Scope

As a local authority partnership, PI waste prevention activity will focus on household waste which can be measured across the Hampshire geographical area (including Portsmouth and Southampton). In order to bring about effective and sustained behaviour change however, the Plan also aspires to engage the whole community with the benefits of waste prevention, for example, schools, businesses, and residents as consumers.

The PI Waste Prevention Plan will seek to maximise resource efficiency and to capitalise on the value of waste materials through increased recycling alongside waste prevention activity. The revised Waste Strategy for England suggests that “we need to take an integrated approach to waste prevention, reuse and recycling – absolute prevention of waste is in many areas unrealistic, but we can prioritise prevention while seeking to reuse and recycle as much as possible of the waste which does arise”. Similarly, while the WPPE states seeks to “see less waste created in the first place” but also states that where waste arises, it should be “used as a resource and its potential maximised’.

This Plan will cover the period 2014 – 17. As this Plan will identify, waste prevention is a long term aspiration involving a range of behaviours which will not be changed quickly or easily. An annual Implementation Plan will allow on-going monitoring of progress and appropriate action planning.

1.3 Definition of waste prevention and the national Programme

Waste prevention is viewed as the top of the waste hierarchy (fig. 2), meaning it is the least environmentally harmful and therefore most preferred method of managing waste.

Figure 2: Waste hierarchy (from Defra)



The revised EU Waste Framework Directive defines waste prevention as measures taken before a substance, material or product has become waste, that reduce:

- the quantity of waste, including through the reuse of products or the extension of the life span of products;
- the adverse impacts of the generated waste on the environment and human health; or
- the content of harmful substances in materials and products.

In practice, waste prevention is taken to encompass the following behaviours:

- Avoidance – reducing process waste, the reintroduction of unprocessed material into manufacturing processes, buying fewer items
- Reduction – designing products so they last longer and are used for longer (including upgradability and reparability and ease of disassembly), using fewer materials per unit and reducing the use of hazardous substances in materials and products, increasing the utilisation of products, e.g. through hiring, leasing and maintenance services
- Reuse – buying and selling whole used items, possibly after washing or minor repair (other terms used, particularly in the construction sector, include reclaimed)
- Remanufacturing – restoring a product to a like-new condition by reusing, reconditioning and replacing parts (other terms used include refurbishment)
- Repair – repair and/or replacement of a component part in a used item.

The WPPE also includes ‘preparing for reuse’, meaning checking, cleaning or repairing recovery operations, by which products or components of products that have become waste are prepared so that they can be reused without any other pre-processing.

Under the revised Waste Framework Directive, home composting is not considered to be a waste prevention activity as it does not fall under strict avoidance, however it was recognised in the WPPE consultation that many local authorities would seek to promote it within their local areas as part of a waste prevention plan and in keeping with this, and to reflect the work already carried out in the partnership, the PI Waste Prevention Plan will include composting activity.

The WPPE is broken down into roles for five sectors of society, detailed in appendix 2:

- the role of Government,
- the role of business,
- the role of civil society,
- the role of consumers, and
- the role of the wider public sector, which includes activities such as “developing a waste prevention programme” and “educate and raise awareness”

2. Context

2.1 Waste management

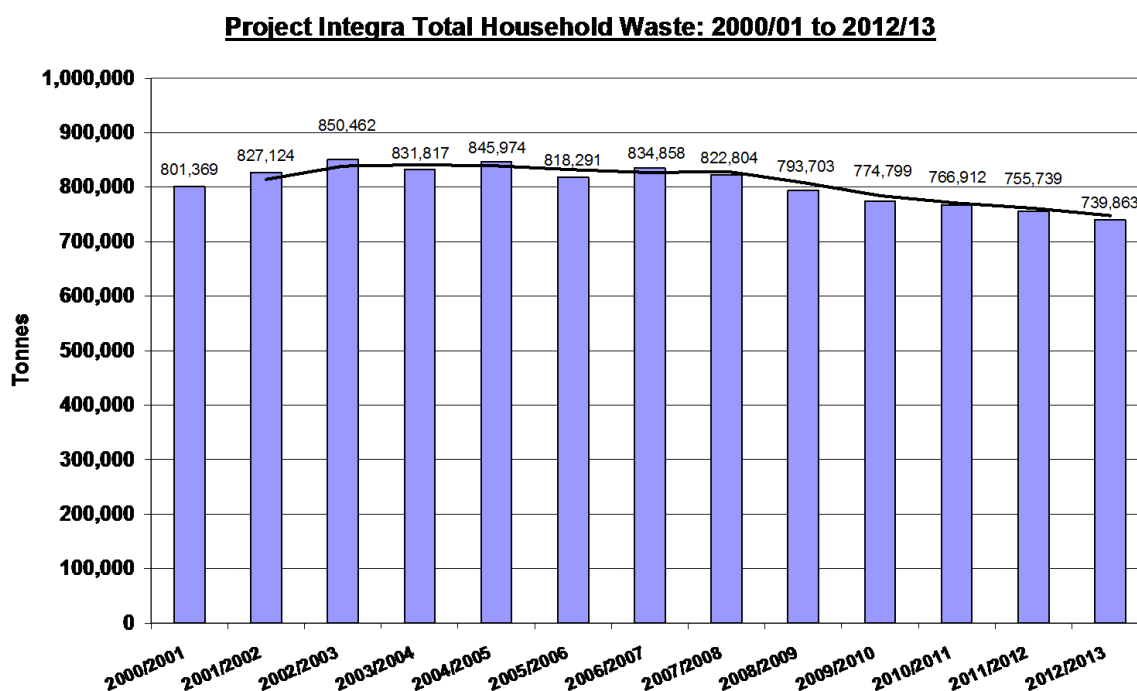
A summary of PI’s current waste performance will provide some context to the PI Waste Prevention Plan. All WCAs and unitary authorities within Hampshire collect the same five commingled materials for recycling at the kerbside, however differences in additional services have evolved over time, including the additions of glass, green waste (with varying charges and receptacles) and food waste collections. Eight authorities collect waste and recycling on an alternate weekly collection and five authorities collect residual waste on a weekly basis, with recycling being collected either weekly or fortnightly alongside this. The following figures and commentary are presented as a limited snapshot of the current situation, rather than a detailed analysis.

2.1.1 Current performance

2.1.1.1 Total waste

The recent trend for PI has been reducing total household waste – from 835,000 tonnes in 2006/07 to 740,000 tonnes in 12/13 – it is thought that this is due in large part to the economic downturn. This trend is highlighted in figure 3 below.

Figure 3: Reducing household waste in PI



N.B. January to March figures have not been reconciled with WasteDataFlow; please expect changes

As already identified, PI authorities do not perform well in terms of the quantity of waste sent to disposal (NI191: kg of residual waste per household). As figure 3 indicates, however, when examining kg of total household waste per head (BVPI84a: kg of household waste per head, a predecessor of NI191), PI authorities perform much better, all near the top of their respective tables. Given that Hampshire authorities have a broadly average number of heads per household this suggests that while overall waste generation levels are not high, diversion to recycling is comparatively low.

Increasing recycling should therefore be considered as important as residual waste prevention when considering how to improve PI’s overall performance.

Table 1 below provides a snapshot of the destinations of PI’s household waste. HWRCs make a significant contribution to the amount of waste recycled and disposed of. Dry recycling, in particular from kerbside collections, is the main contributor to WCA recycling rates. The amount landfilled is very small, accounting for less than 7% of the total – this has been one of the key achievements of PI.

Table 1: Breakdown of total PI waste for 2012/13

		Waste Stream	Tonnage
Tonnes	Recycled	Kerbside & Banks	129,761
		Composted	30,545
		HWRCs	102,698
		Incineration	2,836
		Total	265,840
	Residual	Incinerated	423,056
		Landfilled	50,966
		Total	474,022
	Total Household Waste		739,862
	KG	NI 191 - Residual Waste Per Household	624.74
%	NI 192 - Household waste reused and composted	35.55	
	NI 193 - Municipal waste landfilled	6.8	

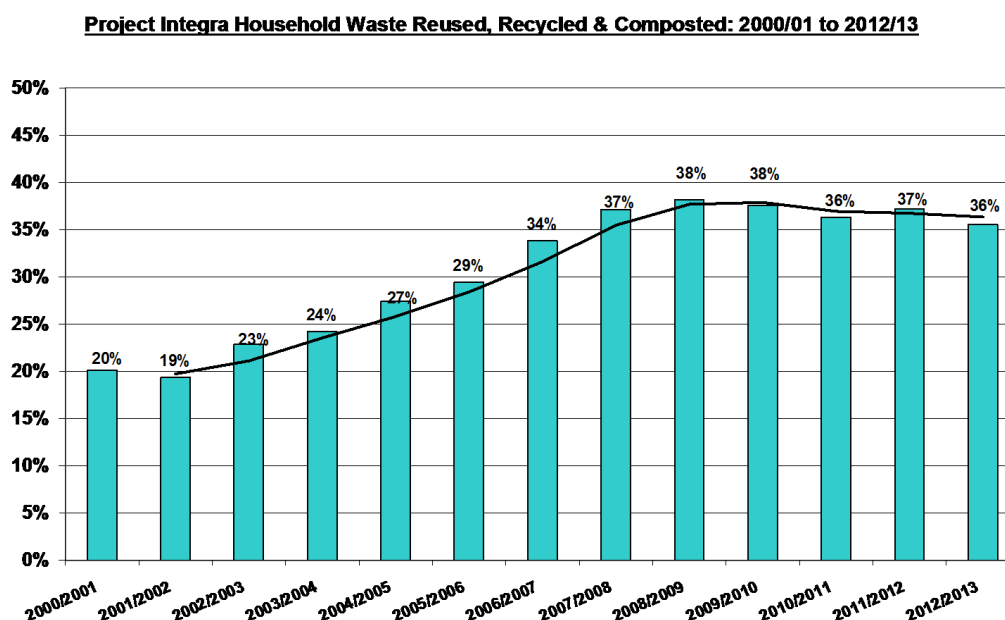
Despite the recent trend in total waste, PI’s performance in terms of kg of residual waste per household and kg waste per head is behind national and regional trends. In addition, recycling rates have begun to level or even reduce, and PI needs to fill a gap in knowledge about the composition of household waste. These issues and others are discussed in turn.

The data here refers to 2012-13. At the time of writing, 2013-14 data is not confirmed. However, early indications are that, compared to 12-13, recycling rates are c0.8% lower, and residual waste per household has significantly increased.

2.1.1.2 Total recycling rates

Figure 4 shows that recycling rates in PI have plateaued since 2009/10 following several years of increases.

Figure 4: Total household waste reused, recycled and composted 2000/01 to 2012/13



N.B. January to March figures have not been reconciled with WasteDataFlow; please expect changes

2.1.1.3 Kerbside: residual waste composition

In 2012/13, 344,288 tonnes of residual kerbside waste were sent for disposal in PI. There is currently no up-to-date full compositional analysis of PI’s residual waste stream. The last national analysis of municipal waste composition was conducted in 2006-7. The key components of municipal waste from this study are detailed below in table 2. These figures account for all municipal waste streams, not just residual waste. They do however show the importance of organic waste (garden and food) in the waste stream – accounting for almost a third. Whilst looking at national data is useful, improving knowledge of PI waste composition will be an important part of this plan, to enable accurate benchmarking and monitoring.

Table 2: Municipal waste composition, Defra study 2006-7

Fraction	%
Food waste	17.8
Garden waste	14.1

Paper	16.6
Card	6.0
Glass	6.6
Metals	4.3
Plastic	10.0
Textiles	2.8
Wood	3.7
Other	17.9
Total	100

2.1.2 Kerbside: DMR composition

2.1.2.1 Contamination

As shown in table 3, in 2012/13 just under 14% of all kerbside collected DMR material was classed as contamination or contras which were consequently sent for disposal at an additional cost. It would be of benefit to improve performance of DMR quality in order to reduce spend on disposal.

Table 3: End destination of kerbside collected DMR in Project Integra: 2012/13

	2012/13
Total Delivered	105,152.96
Landfilled Residue Rate	2.05%
Landfilled Residue	2,159.16
Energy Recovery Residue Rate	11.82%
Energy Recovery Residue	12,429.16
Total Recycled	90,564.64

2.1.2.2 Capture

Of the DMR kerbside stream sent for recycling, the 2012/13 material proportions are shown in table 4. Paper and card make up the largest proportions with plastics and metals being significantly lower. The capture rate is the proportion of a material in the waste stream that is recovered for recycling – in this instance through the Material Recovery Facility (MRF) process.¹ Whilst 100% capture is an unrealistic aim these figures indicate the significant scope and benefits from increasing capture of recyclable materials – particularly high value ones – while reducing the proportion sent to final disposal.

¹ To calculate capture rates, the average percentage of a material in the sampled residual waste is applied to the known total tonnage of residual waste to give an estimated tonnage of recyclables being ‘lost’ in residual waste (1). This tonnage is then added to the known tonnage of material recovered (captured) at the MRF (2) to arrive at the total tonnage of recyclable material in the domestic waste stream (3 = 2+1). The capture rate is calculated as (2) divided by (3).

Table 4: Make up of DMR stream and capture rates 2012/13

Kerbside Recycling Data	2012/13 Percentages	2012/13 Tonnages	Estimated capture
Aluminium Cans	1.09%	989.79	38.98%*
Steel Cans	3.82%	3,463.05	44.59%*
Mixed Plastic Bottles	6.38%	5,774.75	55.04%
Paper (Newspapers & Magazines)	36.13%	32,721.35	88.54%
Mixed Paper & Card	46.03%	41,686.98	84.68%
Cardboard (Baled)	6.54%	5,928.72	83.11%
	100.00%	90,564.64	

*In MAF residual waste sampling aerosols are not identified as aluminium or steel so they have been apportioned in the same proportion as found in MAF DMR sampling.

Table 5 below highlights how the total quantity of certain streams are changing. For example, paper and magazines have seen a very significant reduction since 2008-9.

Table 5: Material trends 2008-2013

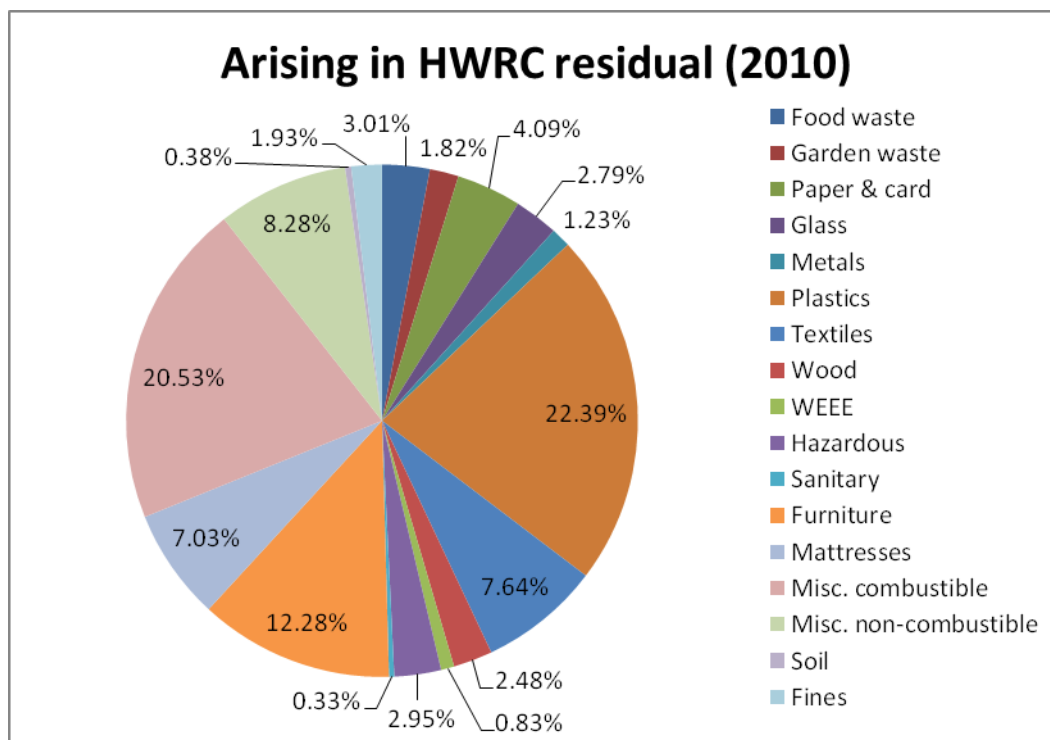
Kerbside Recycling Data	2008/09	2009/10	2010/11	2011/12	2012/13
Aluminium Cans	640	666	781	927	990
Steel Cans	3,128	4,520	3,828	3,606	3,463
Mixed Plastic Bottles	4,985	5,503	5,905	5,263	5,775
Paper (Newspapers & Magazines)	54,693	47,156	46,481	36,422	32,721
Mixed Paper & Card	38,327	33,363	36,323	43,063	41,687
Cardboard (Baled)	6,695	7,457	6,635	4,170	5,929
Tot	108,469	98,664	99,954	93,451	90,565

2.1.3 HWRCs

It is important to note that although HWRCs divert a significant proportion of waste from landfill (with an average recycling and recovery rate of over 80%, HWRCs contribute 46% of the total amount recycled in PI) due to the bulky nature of the waste, the HWRC residual waste stream makes up a significant proportion of the PI partnership's total waste arisings, with over 30,000 tonnes of HWRC waste sent to landfill in 2012/13. This Plan will therefore consider actions to reduce the amount of residual waste sent for disposal at HWRCs and to increase segregation for reuse, recycling and recovery.

A 2010 study commissioned by HCC analysed the residual bins of eight HWRCs and extrapolated this to suggest representative compositions across all sites, as shown in figure 5. It is worth noting that since this work was carried out, initiatives to further segregate waste have been introduced at HWRCs to improve performance, including bins for combustible residual waste.

Figure 5: Indicative HWRC residual bin composition (2010)



2.2 PI waste management strategic context

The PI Waste Prevention Plan sits within the context of the Joint Municipal Waste Management Strategy and the PI Action Plan, as outlined below.

Table 6: Key context from Project Integra Hampshire Joint Municipal Waste Management Strategy: Refresh of Core Strategy 2013 – 2023 (JMWMS)

Strategy section	Relevant objective
5.2.3	Objective 3: Sustainability. PI partners will encourage the treatment of waste as close as reasonably possible to its source and at the highest level of the waste hierarchy as is economically practicable, minimising the cost of waste transport, and consistent with the principles of environmental sustainability and whole life cycle costs. Supporting Action 3: PI partners will give consideration to all appropriate alternative technologies to those currently employed as a means of maximising diversion from landfill, reducing CO2 emissions and balancing cost efficiency and waste management services.
5.2.4	Objective 4: Behavioural Change. PI partners will challenge themselves, the wider community, including the private sector and government by raising awareness and ownership of resource management issues to change society’s attitudes and behaviour towards maximising waste prevention, reuse and recycling in order to embed the waste hierarchy in our approach to waste

	<p>management.</p> <p>Supporting Action 4: PI partners will continue to encourage and strengthen partnerships with the community, voluntary (including Third Sector Organisations) and private sectors, and investigate opportunities for external funding to generate practical, community based waste minimisation and reuse initiatives including the development and delivery of the Recycle for Hampshire communications and behavioural change programme and schools education programme.</p>
5.2.5	<p>Objective 5: Waste Prevention and Reuse. PI Partners will continue to encourage waste prevention and reuse and work with others, including manufacturers and retailers, to sustain an average annual rate of waste growth below 0.5%.</p> <p>Supporting Action 5: PI Partners will work with WRAP and other similar stakeholder agencies as well as private sector organisations and businesses involved in the supply chain operations that impact on local authorities in order to maximise waste prevention opportunities.</p>

A full list of JMWMS objectives are included in Appendix 3.

The PI Action Plan (2014 – 2017) sets out the operational focus for PI activities as working to reduce costs across the whole system through the following workstreams:

- communication and behaviour change
- waste prevention including reuse
- recycling and performance improvements – for instance through reducing contamination, increasing capture of materials, improving income for materials, changing management arrangements
- reducing landfill
- joint working arrangements and activities
- improving efficiency and effectiveness of services through collaboration.

The key actions in the PI Action Plan which have a positive impact on waste prevention are outlined in table 7.

Table 7: Waste prevention actions from the PI Action Plan 2014 – 2017

Action 3	Waste Prevention Plan	Workstream contribution
Detail	Implementation of PI Waste Prevention Plan, focussing on a reduction in residual waste collected and disposed of in PI.	Communication and behaviour change Waste prevention including reuse Recycling and performance improvements Reducing landfill

		Joint working arrangements and activities Whole system costs
Action 5	Joint working outside of PI	Workstream contribution
	Ensure engagement with further developments of the SE7 workstream and the waste partnerships in the south east region, to increase lobbying power and identify opportunities for closer working together.	All

2.3 Past and current waste prevention activity across PI

PI has carried out various initiatives to prevent or minimise waste in the past. A detailed list is included in Appendix 4, but in summary:

- 1990s: PI launched a number of initiatives to increase public awareness and facilitate waste prevention e.g. trial of a real nappy incentive scheme and a county-wide home composting campaign
- 2003: PI was awarded funding from Defra and WRAP to develop a recycling and waste minimisation strategy based on a community based social marketing approach.
- 2005: HCC was successful in receiving funding from Defra to carry out research into applying the 4 E's behaviour change model to encourage Hampshire residents to prevent waste. This two year project was branded 'Small Changes, Big Difference'.
- 2009: Five Hampshire WCAs worked together on the Waste Less Challenge (WLC) which invited residents to reduce their household waste over a seven day period during October and November.

Currently a range of countywide activity takes place on waste prevention, including:

- home composting promotion through the Recycle for Hampshire campaign,
- occasional Love Food Hate Waste promotion through the Recycle for Hampshire campaign,
- promotion of waste prevention through the Recycle for Hampshire Schools Recycling Programme,
- reuse of bulky household items at HWRCs.

A full list can be found in Appendix 5.

In addition, a variety of waste prevention activity is carried out at a local level in the individual WCA and unitary authority areas. This includes:

- authorities working with or promoting furniture reuse organisations,
- operational activity such as residual capacity restrictions,

- promoting waste prevention activity online and in advertising, including Love Food Hate Waste,
- developing individual waste prevention plans for authorities,
- working with internal departments to improve own practices (for example, procurement) to reduce waste disposal.

A full list of each authority's current activity can be found in Appendix 6.

3. Waste prevention – the case for action

The below summarises the key drivers for action. These are significantly expanded in appendix 7.

3.1 Performance

Waste prevention can provide performance advantages specific to local authorities, not just by decreasing total waste arisings but also increasing recycling rates by increasing diversion of materials to recycling and decreasing residual waste. Research carried out in Hampshire as part of the 2007 'Small Changes Big Difference' project found that raising public awareness of waste prevention led to greater overall awareness and engagement with resource efficiency, and in turn, 41% of households involved claimed an increase in the amount recycled.

3.2 Financial

The cost to local authorities for managing the collection and disposal of waste is directly linked to the quantity (by weight) and hazardous content of waste thrown away by Hampshire's residents. Reducing the amount of waste generated and increasing reuse activities will help to save money through avoided disposal costs and preventing the need for additional collection rounds and delay the need for significant financial investment for additional waste infrastructure in the long-term. As outlined in the section on performance (above), a waste prevention plan could lead to an increase in DMR recycled, increasing income for collection authorities.

3.3 Legislative

The Waste Regulations for England (2011) set out the requirement for any establishment which imports, produces, collects, transports, recovers or disposes of waste to take all measures available and are reasonable in the circumstances to apply the waste hierarchy in the order of priority. At the top of the waste hierarchy is waste prevention. Having a Waste Prevention plan in place and implementing activities demonstrates PI's compliance with legislation.

3.4 Environmental

Waste prevention is at the top of the waste hierarchy and is therefore considered the most environmentally sound option for dealing with waste. Waste prevention can also reduce carbon emissions, for example one tonne of reused household goods can save three and a half tonnes of carbon emissions.

3.5 Social

Waste prevention activities can bring social benefits to the wider community, for example opportunities for job creation and training from furniture reuse and repair schemes delivered by the third sector: 65 tonnes of material collected for reuse could provide one full time job and 12 training for work or volunteer opportunities per year. Waste prevention activity also assists in the provision of affordable household items to those in need, with 15 low income households potentially provided with goods from one tonne of reused household goods.

3.6 Economic

Engaging local businesses with the financial benefits that waste prevention and resource efficiency can provide can help them to reduce costs and to become more competitive. Buying reused household items instead of new can save a household up to £358.

4. Barriers to waste prevention

Despite the benefits of waste prevention, there has never been a cohesive waste prevention strategy or delivery plan for PI. There are challenges and barriers to delivering waste prevention, which need to be addressed for this Plan to be successful. These are detailed in appendix 8 but include the following:

4.1 Performance

While there are high profile national recycling targets and local ambitions to reduce the amount sent to landfill, up to now waste prevention has been less of a priority. There is however a target within the PI JMWMS (as discussed later).

4.2 Measurement

As the WPPE identifies, it is inherently difficult to identify the impacts of waste prevention. Reductions in waste are also difficult to assign to a particular activity as waste arisings can change for any number of reasons.

4.3 Financial

Waste prevention activities which aim to change peoples behaviour are generally considered to be resource intensive, requiring in-depth, sustained or repeated engagement with residents.

4.4 External factors

Waste materials arising from households are a function of material inputs, lifestyle choices, and external factors. Many of these variables which affect the quantities of household waste arising are outside of PI's direct sphere of influence.

4.5 Split incentives

In many cases the costs and benefits of waste prevention actions are realised at different stages. For example, a manufacturer may invest in redesigning a product to reduce waste (such as extending product lifetime), but the benefit may be to the consumer further down the line. In this way there may be little financial incentive to take preventative actions for those who are able to do so as the benefits do not always align.

5. Aims and objectives

Figure 6 shows how tonnages of household waste within PI are forecasted to rise in the coming years, in line with expected economic and housing growth. Predicted growth is calculated from a 2012/13 data baseline and based on dwelling stock growth and the three year waste volume service plans completed by each of the PI partners. Figure 7 provides some context for this through Defra's predicted household waste growth to 2020. Although not on comparable axes, the ranges of predicted waste growth nationally suggest much slower growth if any at all.

Figure 6: PI tonnage predictions to 2025/26 based on standard year growth rate

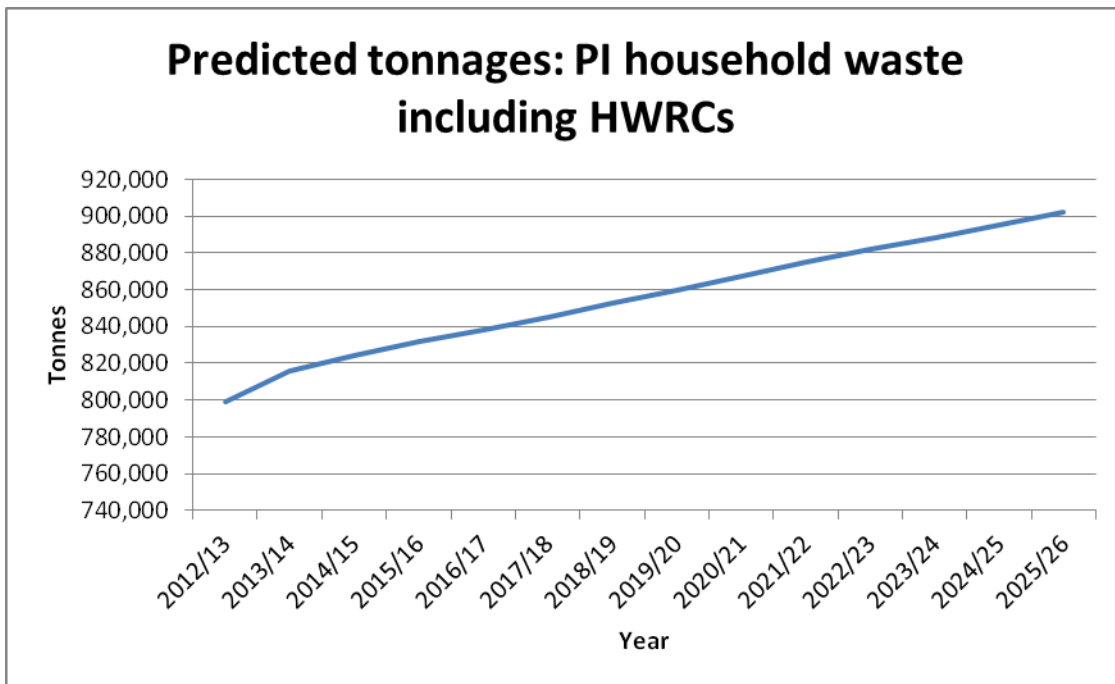
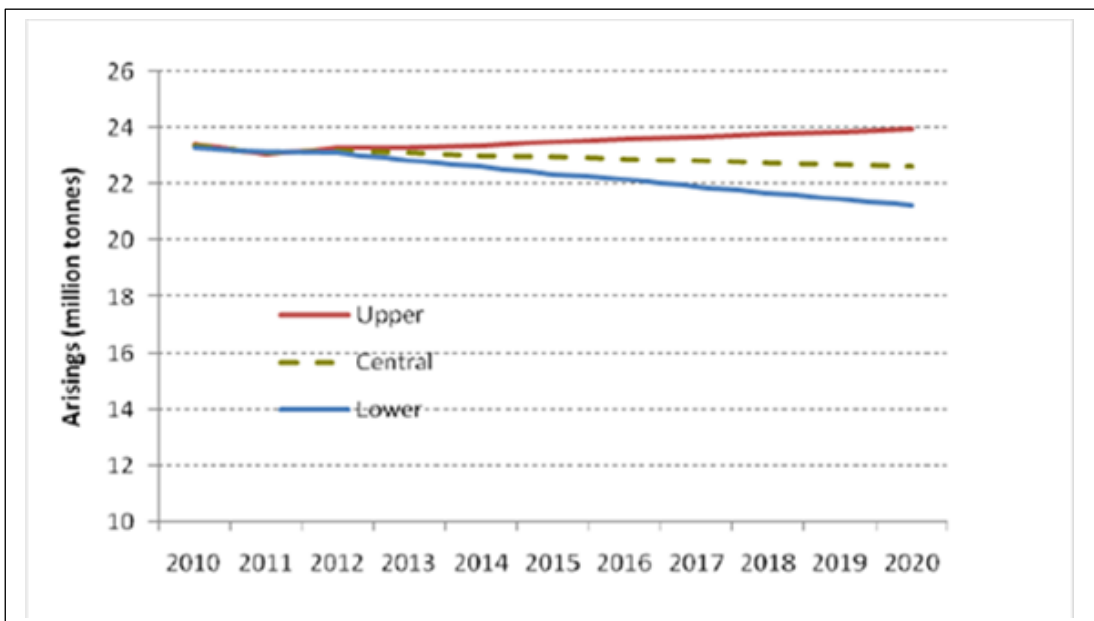


Figure 7: Defra’s predicted national household waste growth to 2020, ranges based on total MSW tonnages nationally and the expected growths



The long-term aspiration is for PI’s waste generation to be in line with or lower than the national average, and the aim of this waste prevention plan is to support the PI Joint Municipal Waste Management Strategy target of limiting annual growth in residual waste per household to less than 0.5%.

Based on 2012/13 figures, a 0.5% reduction in residual waste would equate to around 2,400 tonnes across PI, or 3kg per household.

This can be used to measure the success of the plan, but it needs to be considered in the context of national trends and the economic recovery which, as outlined, could have a significant impact in Hampshire.

To achieve that aim, there are 5 key objectives:

- Objective 1 – to fulfil the WPPE recommendation for local authorities to have a local plan, approved by partners, along with an annual implementation plan, to guide the partnership's work on waste prevention
- Objective 2 – to ensure that the quantity of bulky waste diverted from disposal is increased by assessing options for working more closely with the third sector
- Objective 3 – to carry out activity which reduces the quantity of avoidable food waste and garden waste in the residual waste stream
- Objective 4 – to carry out activity which increases resident awareness of waste prevention issues
- Objective 5 – to carry out activity that enables local authorities to lead by example.



Part 2: Actions and Implementation

6. Behaviour change

Waste prevention is comprised of many different behaviours which are often contrary to well-established habits which are influenced by people’s individual values and consumer trends, for example buying second hand goods or finding recipes for leftovers rather than throwing them away. In order for the PI community to benefit from waste prevention, multiple behaviours will need to change in the long term. This poses a particular challenge as unlike recycling, waste prevention behaviours are often unseen or carried out implicitly. Developing initiatives around Defra’s ‘4 Es of behaviour change’ model will help to ensure that waste prevention behaviours become easy for residents and others to carry out, and that they are more likely to be sustained.

Table 8: The Four Es approach to Behaviour Change including example activities²

Enable, e.g.:	Encourage, e.g.:
Remove barriers	Expenditure such as grants
Give information	Catalyse
Provide facilities	Reward schemes
Provide viable alternatives	Recognition/social pressure such as league tables
Educate/train/provide skills, provide capacity	Penalties, fines, & enforcement action
Exemplify, e.g.:	Engage, e.g.:
Leading by example	Community action
Achieving consistency in policies	Co-production
	Deliberative forums
	Personal contacts/enthusiasts
	Media campaigns/opinion formers
	Use networks

It will be useful to review any existing research or local public attitude surveys to help inform the Plan and develop a baseline for monitoring behaviours. This will support the business case where waste prevention is difficult to measure from tonnages alone..

7. Principles for the PI waste prevention Plan

The case for action set out in section 3 demonstrates the need to focus on waste prevention. To ensure that the PI waste prevention Plan incorporates current thinking and national best practice, it will use the WPPE for England: *Prevention is better than cure: The role of waste prevention in moving to a more resource efficient economy* as a framework.

² http://www.hiveideas.co.uk/attachments/045_4Es%20approach.pdf

The principles of the PI Plan will therefore be those roles and actions outlined for local authorities in the WPPE i.e.

- Become a local leader
- Develop a waste prevention plan
- Measure progress
- Educate and raise awareness
- Work with businesses
- Work with civil society
- Explore new ways of working

PI should also seek to raise its profile by engaging with and feeding into other national waste prevention activity identified in the WPPE as detailed in Appendix 1.

8. The way forward

8.1 Priority waste streams and materials

As outlined previously, the PI Plan will focus on household waste. The WPPE sets out priority materials for waste prevention activity, and in the absence of detailed local waste composition analysis for PI authorities, the PI Plan will seek to target the national priority materials as far as possible, both removing them from the residual stream and encouraging reuse and recycling. In line with the principle of “become a local leader”, the PI Plan will also seek to target Construction and Demolition (C&D) and Facilities Management (FM) waste through influence, although PI authorities are not directly responsible for these non-household waste streams. The priority materials as set out in the WPPE are shown in table 9.

Table 9: National priority materials and proposed PI activity to minimise waste

Material	Waste Prevention Plan activity
Food waste	Reduction of avoidable and unavoidable waste in the residual stream
Textiles	Reduce the overall amount entering the waste stream and increase reuse, repair and recycling where appropriate
Paper and board	Reduce overall amount entering the waste stream and increase recycling where it does
Plastics	Reduce overall amount entering the waste stream and increase recycling where appropriate
Electronic and electrical equipment (EEE)	Reduce the overall amount entering the waste stream and increase reuse, repair and recycling where appropriate
Reusable items (such as furniture)	Reduce the overall amount entering the waste

	stream and increase reuse, repair and recycling where appropriate
Construction and demolition and facilities management waste	Reduce the overall amount entering the waste stream and increase reuse and recycling where appropriate

In line with statutory obligations, PI's waste prevention activity will be focused on the household waste stream, allowing accurate monitoring and measurement of impacts. However in keeping with the principles identified in the WPPE, PI should seek to influence the entire community through its member authorities' roles of employers, purchasers and service providers. In particular, PI can lead by example by influencing businesses within the Hampshire area, since it is estimated that businesses make up around 27% of all waste generated in the UK. In Hampshire (including PCC and SCC) alone there are an estimated 1.2million tonnes of business waste produced annually, although only around 22,000 tonnes of this is collected directly by local authorities.

8.2 Stakeholders

As outlined above, the successful implementation of waste prevention will involve changing waste-related behaviours on a significant level. Achieving this will require the input of various stakeholders, including but not limited to, those listed below. It should be noted that in working with these stakeholders, PI authorities may also be working to positively influence their own behaviours and so they should also be considered as audiences for the waste prevention Plan.

- Project Integra partner authorities (waste function)
- Communications teams from partner authorities
- Partner authority corporate teams (e.g. procurement, facilities management)
- Other Council services, i.e. trading standards, housing, social care, planning
- Furniture reuse organisations, including TSOs and community groups
- WRAP
- Government, i.e. Defra, BIS and DCLG
- Academic institutions such as schools and universities
- Local residents
- Local businesses
- Current contractors and future contractors
- Future contractors
- Other local authorities, SE7 partners

PI should seek to engage with other Councils and Waste Partnerships to share best practice and guidance, and also consider forming new partnerships with other engaged organisations to make savings on collaborative delivery and widen opportunities for applying for funding.

8.3 Waste Prevention Advisory Working Group

In 2013 PI Resource Aware Group officers were invited to join a PI Waste Prevention Advisory Group. 11 PI authorities and the PI Executive are represented on the group which has met on four occasions since September 2013. The work of this group has directly influenced the development of the PI Waste Prevention Plan, by establishing:

- current waste prevention work within the Partnership,
- identifying the benefits and barriers to waste prevention for local authorities,
- contributing to a long list of potential waste prevention actions,
- prioritising these actions for inclusion in the Plan by scoring them against criteria such as potential tonnage reduction, timescales for realisation and social benefits. (A full list of the scoring criteria can be found in Appendix 9.)

In late 2013, Hampshire County Council commissioned a consultant to work on its wider waste strategy. As part of this work, the Working Group was able to use the commissioned resource to develop business cases for various waste prevention activities based on examples of best practices. The actions identified in the PI waste prevention Plan have therefore been prioritised as high, medium or low priority based on the scores developed by the Working Group combined with the business cases developed by the consultant.

9. Waste prevention Plan: actions

Table 10: Proposed waste prevention actions for the PI partnership, presented by priority level

Action	Target material (from WPPE)	Behaviour change approach	Link with WPPE	Fit with JMWMS (Appendix 3)
High priority				
Seek external funding and sources of non-financial support to deliver waste prevention work. Where possible work with partners to access funding.	All	Exemplify Encourage	Develop a waste prevention plan	Objective2: Value for money
Establish a baseline for all waste prevention work.	All	Exemplify Engage	Measure progress	Objective 1: Customer focus Objective 2: Value for money Objective 5: Waste prevention and reuse
Measure progress against the Plan at a local level and review progress annually.	All	Exemplify	Measure progress	Objective 1: Customer focus Objective 2: Value for money
Link with the national indicators when released by Defra.	All	Exemplify	Measure progress	Objective 1: Customer focus Objective 2: Value for money
Seek to increase home composting, e.g. with the aim of increasing uptake to reduce garden and appropriate unavoidable food waste such as peelings and tea bags. Review promotion of home composting with a view to increasing levels of support to lapsed bin users through online advice and regular promotion. Investigate opportunities for community composting where locally appropriate.	Garden waste, food waste	Enable Encourage	Educate and raise awareness	Objective 3: Sustainability Objective 4: Behavioural change Objective 6: Waste recycling and composting
Review options for delivering a campaign to	Food waste	Enable	Educate and raise	Objective 3: Sustainability

reduce avoidable food waste focussing on Love Food Hate Waste and Fresher for Longer, including events, social media, links with Schools Programme, and Public Health campaign, advertising etc.		Engage	awareness	Objective 4: Behavioural change Objective 5: Waste prevention and reuse
Review all communications relating to waste prevention, including incorporating findings from Small Changes Big Difference/ Zero Waste Challenge. Promote ways to prevent, reduce and reuse waste across Hampshire, e.g. on one central website. Include ‘easy wins’ such as Mail Preference Service, reusable nappies and smart shopping. Also seek to deliver waste prevention through ‘lifestyle’ based messages to target traditionally ‘non-green’ residents. Use a range of methods such as events, social media and advertising which is localised and community based.	All	Enable Engage Encourage	Educate and raise awareness	Objective 3: Sustainability Objective 4: Behavioural change Objective 5: Waste prevention and reuse
Create a comprehensive database of reuse outlets including TSOs which is regularly updated for use by both the public and staff booking bulky kerbside collections. Where contractually possible, seek to formally promote furniture reuse organisations at booking stage of bulky kerbside collections.	Reusable items, EEE	Enable	Work with civil society	Objective 1: Customer focus Objective 3: Sustainability Objective 5: Waste prevention and reuse
Medium priority				
Support national waste prevention initiatives and their local implementation e.g. plastic bag levy.	Plastics (amongst others)	Exemplify	Become a local leader	Objective 4: Behavioural change Objective 5: Waste prevention and reuse

Maximise opportunities and systems for reuse in the new HWRC contract beginning 2015. Seek to ensure regular reuse reporting is a requirement of the contract.	EEE, reusable items,	Exemplify Enable	Become a local leader	Objective 3: Sustainability Objective 5: Waste prevention and reuse Objective 6: Waste recycling and composting
Seek to embed waste prevention into internal business practices by developing best practice 'signposting' guide including WRAP case studies aimed at authorities' internal practices. Work with internal teams to consider waste prevention and resourcefulness in catering, facilities management, events, adults'/children's/ housing departments, schools, IT and procurement practices. Promote to wider public sector as appropriate.	Facilities management, EEE, reusable items	Exemplify	Become a local leader	Objective 2: Value for money Objective 3: Sustainability Objective 4: Behavioural change Objective 5: Waste prevention and reuse Objective 8: Leading the way
Seek to review residual waste collection policies, and where appropriate increase enforcement of policies such as no side waste, or consider introducing compulsory recycling/correct container policies to encourage kerbside recycling and reduce residual tonnages.	Textiles, paper & board, plastics, food	Exemplify	Become a local leader	Objective 2: Value for money Objective 4: Behavioural change Objective 6: Waste recycling and composting
Maintain a watching brief on central Government guidance, WRAP research and best practice from other local authorities to inform waste prevention initiatives.	All	Exemplify	Become a local leader	Objective 1: Customer focus Objective 5: Waste prevention and reuse Objective 8: Leading the way
Seek to improve available waste composition data, for example include residual composition analysis in the 2014 Resource Capture and Treatment Review.	All	Exemplify	Measure progress	Objective 2: Value for money Objective 5: Waste prevention and reuse
Consult on the option of introducing a chargeable	C&D	Exemplify	Work with businesses	Objective 2: Value for money

trade waste scheme at HWRCs as part of the contract starting in 2015, with the objective of diverting trade waste from the household stream and encouraging resource efficiency amongst local businesses. Work alongside WCAs to jointly promote their trade waste collection services.		Enable		Objective 6: Waste recycling and composting
Investigate options to increase reuse from bulky kerbside collections through both operational changes and links with existing partnerships including SE7 and the Hampshire Furniture Reuse Network (HFRN).	Reusable items, EEE	Exemplify Enable	Work with civil society	Objective 3: Sustainability Objective 5: Waste prevention and reuse Objective 6: Waste recycling and composting
Investigate potential for partaking in a reuse forum including furniture reuse organisations and local authorities, plus internal departments (adults'/ children's/ housing etc.) to aid better mutual understanding and identify innovative opportunities for increasing reuse through partnership working. Consider extending to wider public sector and possibly universities.	Reusable items, EEE	Engage Exemplify Enable	Work with civil society	Objective 4: Behavioural change Objective 5: Waste prevention and reuse
Lower priority				
Develop and deliver a countywide campaign to improve public perception of second hand items such as furniture and textiles therefore aiding market development. Promote the forthcoming reuse quality standard developed by WRAP and link to WRAP's recently launched 'Love Your Clothes' campaign	Reusable items, EEE and textiles	Enable	Educate and raise awareness	Objective 3: Sustainability Objective 4: Behavioural change Objective 5: Waste prevention and reuse
Look into the potential to deliver skills workshops/swap shops focussing on repair (textiles, furniture) and cooking skills. Available	Reusable items, EEE and textiles	Engage Enable	Educate and raise awareness	Objective 3: Sustainability Objective 4: Behavioural change

to the wider community and advertised at secondary schools, universities, colleges and community groups. Approach education authority to establish curriculum links.				Objective 5: Waste prevention and reuse
Investigate ways to engage with local businesses on waste prevention and signpost them to resources.	All	Engage Exemplify Enable	Work with businesses	Objective 2: Value for money Objective 4: Behavioural change Objective 5: Waste prevention and reuse
Seek to work with private sector companies to identify product specific opportunities for reuse and waste prevention messages.	All	Exemplify Enable	Work with businesses	Objective 4: Behavioural change Objective 5: Waste prevention and reuse

10. Implementation

Delivering the Plan will bring benefits to the whole partnership, including:

- Potential for cost savings if services such as bulky waste are managed by furniture reuse organisations, for example
- Cost savings within the context of whole system costs – including waste collection and disposal costs.
- Potential for increasing recycling rates and recycling tonnages
- Improve overall waste diversion performance
- Raising the profile of PI and demonstrating best practice
- Improving quality and range of services provided to residents
- Supporting localised social benefits such as employment and volunteering opportunities
- Increased public engagement and waste awareness



Implementing the PI Waste Prevention Plan as a partnership will also maximise opportunities for joint working, sharing best practice and joint procurement.

As previously outlined, this Plan will run from 2014 – 17 alongside an annual Implementation Plan and progress report to the Strategic Board. All proposals are currently subject to the approval by the PI Strategic Board. Some considerations for the annual Implementation Plan are however outlined below.

10.1 Communications plan

Effective communications will be vital to the success of the Plan. Various communications methods will be appropriate to reach different audiences and ensure sustained behaviour change and implementation of the Plan will require consultation with communications resources from across the partnership and the development of a standalone communications and engagement strategy. Any links with the existing Recycle for Hampshire campaign will need to be managed to ensure messages are clear and avoid confusing audiences.

In the current economic climate, there are limited resources available to utilise traditional methods of communications for engaging with the public. Developments in social media and

utilising existing communication channels or community networks already established in other service delivery areas may provide an efficient and cost-effective way of delivering messages, reaching audiences typically disengaged in 'green' issues.

10.2 Budget

In the context of whole system costs, delivery of waste prevention initiatives and campaigns in line with the priorities identified in this action plan will be funded based on the business cases they present i.e. on an invest to save basis.

PI should also consider external sources of available funding, such as WRAP's Waste Prevention Loan Fund and Defra's recently announced fund of £800,000 for community-led waste prevention, reuse and repair partnership projects.

10.3 Implementation Plan

The Implementation Plan will be updated on an annual basis so it is proposed that the Working Group continues in some form to maximise momentum and identify opportunities to engage with waste prevention, such as the European Week for Waste Prevention, for example. Smaller task and finish groups have worked successfully on previous projects (for example, small WEEE) and so it could be that this approach is used to implement the individual actions across the partnership, while recognising that not all actions will be appropriate for all partners to implement at the same time.

Some actions are already in progress, for example, development of a countywide database of reuse outlets, and it is recommended that these activities continue rather than await formal approval of the Implementation Plan.

It is likely that on-going work within the partnership can provide opportunities to deliver waste prevention activity, for example the Hampshire County Council HWRC contract retender, work with the SE7 regional partnership, the behaviour change campaign delivered by Recycle for Hampshire and the forthcoming PI Resource Capture and Treatment Review.

It is also likely that not all the actions will be delivered by the Waste Management teams of PI partner authorities where the same outcomes can be achieved through existing campaigns, for example some may be delivered through engagement with departments such as facilities management, procurement or adult services.

10.4 Roles, responsibilities and resources

Development of the PI Waste Prevention Plan has been led by Hampshire County Council working in collaboration with the PI Executive and representatives of nine WCAs and one unitary authority. For the plan to be successful, some staff resource will be required from across the partnership.

A key challenge for the Implementation Plan is to translate the actions into local work streams alongside different priorities and day to day operations at a time of restricted resources. The success of the PI Waste Prevention Plan will rely on all PI partners taking ownership of its content and participating in local delivery of the actions to achieve the aims and objectives within the context of whole system costs.

Hampshire County Council has procured consultancy support to develop a standalone waste prevention plan for the County Council. In addition, the County Council has procured access to a Waste Prevention Benefits Calculator toolkit on behalf of the PI partnership. The work of these two resources will inform the PI Plan by developing the business case for funding activity.

10.5 Monitoring

As previously discussed, waste prevention is notoriously difficult to measure, given that many behaviours are not visible and that waste arisings can fluctuate for a variety of reasons. In the WPPE Government committed to develop a suite of metrics by late 2014, and PI should input into the development of these where appropriate and adapt the Implementation Plan around these. In the meantime however, a localised monitoring and evaluation programme will need to be developed for each action within the Implementation Plan. Improved information on composition (for example, from the Resource Capture and Treatment Review) will also allow identification of priority materials at a local level. Monitoring and evaluation of the Plan will include:

- Monitoring inputs, for example, the number of information leaflets sent out to businesses.
- Monitoring outcomes, for example measuring declared awareness of schemes through a survey.
- Monitoring impacts, for example the number of people who have bought subsidised composting bins.

As well as local indicators, PI should engage in the development of national indicators and be involved in sharing good practice to compare performance and deliver best practice.

10.6 Risks

As referenced previously, waste prevention is a long term aspiration which is difficult to implement. Waste prevention activity such as reuse and repair often goes against the grain of consumer trends and challenges established linear business models. Waste prevention activity is also difficult to measure with waste arisings often influenced by a number of background factors. However the combination of the current economic climate, the launch of the WPPE and the growing acceptability of waste prevention behaviours has the opportunity to act as a catalyst for successful waste prevention on a large scale. However, when implementing the PI Plan, it will be vital to closely manage the risks outlined below.

Table 11: Summary of potential risks to the PI Plan, and planned mitigations

Risk	Impact (1 = low, 5 = high)	Likelihood (1 = low, 5 = high)	Mitigation
Insufficient communications support for waste prevention activity	4	3	Engage with communications teams early on to gauge available resource and make the case for prioritising waste prevention communications. Budget accordingly and make the most of free/cheap communications channels.
Insufficient staff resource to deliver waste prevention activity	4	3	Engage with all stakeholders at an early stage to make the case for prioritising waste prevention activity. Look for synergies with existing work and plan delivery accordingly. Plan a balance of resource intensive activity and activity which is not (e.g. social media). Engage a broad range of stakeholders so that waste prevention activity is delivered by a range of parties and is fully embedded to deliver a 'whole organisation approach'.
Limited budget available to deliver waste prevention activity effectively	4	2	Make the business case for waste prevention activity. Apply for funding where available. Look for synergies with existing work or seek partnership where appropriate. Deliver low cost activity as part of the plan (e.g. social media).
Economic recovery leads to an increase in waste arisings which can be interpreted as the Plan being unsuccessful	3	2	Targets set to take this scenario into consideration. Use of control areas for monitoring.
Business cases based on other author experience meaning anticipated results are not guaranteed	4	3	Where possible, test initiatives in 'trial' areas before rolling out across the partnership. Ensure baseline and subsequent monitoring is robust and comprehensive.

10.7 Review of Plan

It is recommended that the Plan is reviewed annually to report on progress, support the business case for funding until 2017 and to help develop the Implementation Plan for the next year. As outlined in the PI Action Plan, the Implementation Plan will cover the period from 2014 – 2017 and so a more detailed review will take place in 2016/17.

Appendices

Appendix 1 – Demographics of Hampshire

In 2011, the population of Hampshire (including Portsmouth and Southampton) was estimated at 1,759,700, increasing by 7.0% since 2001. The PI geographical area is a mixture of rural and urban areas, with a population density of 4.7 people per hectare, above both the South East and England and Wales figures of 4.5 and 3.7 respectively. The majority of the population lives in urban areas (83%).

The area's population is increasing, with 21,452 births in 2011 and an expected rise in the population of almost 128,000 people to 1,836,000 by 2026. Consequently, the number of dwellings is projected to increase by almost 119,000 to 857,500 dwellings by 2026. At the current level of 636kg of residual waste per household per annum, there will be an additional 76,000 of residual waste by 2026, inevitably leading to increasing pressure on existing facilities and services.

There will also be a change in the type of households that the population occupies, with a continued rise in the percentage of one person and cohabiting households. The population is projected to age during the period to 2026, with more people occupying the older age groups and fewer children.

The PI area has a low unemployment rate of 1.7% compared to the national average of 3%, and since 2000 the economy has grown by around 63%, compared to a growth of 57% in the South East region and 55% nationally. While this is good news for many, a prospering economy can also be perceived as an indicator of increased waste growth.

This context, of a dense population which is growing, experiencing economic growth and living in smaller households, suggests an increase in waste arisings and therefore stresses the importance of a PI Waste Prevention Plan.

Appendix 2: Summary of national Waste Prevention Plan

The WPPE is broken down into roles for five sectors of society, detailed below. It focusses Government activity “on the essentials that only government can do, and must do” and outlines many areas of work that are already taking place or where already planned before this programme was released, including:

- Introduction of 5p charge for single use plastic carrier bags from 2015
- Revision of the WEEE Directive, including introducing reuse targets for WEEE
- Improving the integration of waste prevention within sustainable procurement and FM within government
- Developing a quality standard for reused goods
- Facilitation of local authority forum to enable sharing of best practice
- Developing voluntary producer agreements
- Supporting access to finance for businesses which need support to improve efficiency

In addition the following new policy areas/actions were announced:

- Sustainable Electricals Action Plan – looking at improved design/manufacturing
- An £800,000 fund for communities to develop waste prevention initiatives in partnership with other organisations including local government
- A ‘postcode locator’ will be developed to signpost the public to local waste prevention and reuse opportunities
- WRAP to develop further tools and guidance as appropriate

The Role of Business

A core principle is that businesses should focus on waste prevention where it improves their own resource efficiency, enabling them to save money and increase profitability. Includes the following specific examples:

- Sustainable design of products
- Giving consumers confidence in reused and reusable items
- Measuring and reporting on progress
- Working across the supply chain to improve efficiency and reduce waste

The Role of Civil Society

This section recognises the role of civic society in increasing reuse and repair and encourages more joint working by this sector to improve access to materials and funding sources.

- Third Sector Organisations (TSOs) are encouraged to be more business-like in their operations

- TSOs are encouraged to work in partnership with local authorities and local stakeholders
- TSOs should develop services based on local customer needs.

The Role of Consumers

The programme recognises that everyone has a role in play in preventing waste, including individuals. Practical examples of how consumers can prevent waste include:

- Reducing food waste
- Reducing carrier bag use
- Increase in passing on goods, repairing items, purchasing longer life products and hiring or using second hand goods.

The Role of Wider Public Sector

The programme identifies the role local authorities and other public sector services have in preventing waste, not just through increasing awareness and provision of information to others, but by leading the way for others to follow through their own procurement and business practices. Key activities include:

- **Become a local leader** by taking a ‘whole organisation’ approach and exemplifying best practice in waste prevention in the collective authorities’ roles of employers, purchasers and service providers.
- **Develop a waste prevention plan** for the local area which prioritises actions based on the greatest returns in terms of environmental, social and economic benefits.
- **Measure progress** using locally based aims and indicators, and consider the impacts beyond waste arisings.
- **Educate and raise awareness** of the opportunities for householders and businesses to save money and make better use of products, while making use of national campaigns to provide consistent messages.
- **Work with businesses** by gaining information on the types of businesses operating in the local area and demonstrate the financial and competitive benefits of preventing waste.
- **Work with civil society** to develop waste prevention initiatives which deliver social benefits such as job creation and welfare assistance as well as economic and environmental benefits.
- **Explore new ways of working** by integrating waste prevention messages across services, delivering communications alongside other information to reach a wider audience at various life stages and points of interaction with the council.

The national Plan will be reviewed at least every six years.

Appendix 3: Project Integra Hampshire Joint Municipal Waste Management Strategy: Refresh of Core Strategy 2013 – 2023 (JMWMS)

Strategy section	Relevant objective
5.2.1	<p>Objective 1: Customer Focus. PI partners are committed to placing a high priority on maintaining and enhancing high customer satisfaction in providing a waste and resource management service to the residents of Hampshire.</p> <p>Supporting Action 1: PI partners will maintain consistent and high standards of waste services across Hampshire, based on customer feedback and satisfaction surveys.</p>
5.2.2	<p>Objective 2: Value for Money. PI partners will seek to ensure that the public, and where appropriate, businesses – particularly small and medium enterprises – are provided with an efficient waste management and recycling & reuse service that represents best practice and best value through bring banks, kerbside collections and across the HWRC network. All waste services will be subject to continuous review and improvement of existing services and systems.</p> <p>Supporting Action 2: PI partners will continue to evaluate options to progressively extend and improve the efficiency of recycling & reuse collections to maximise the value of recycled & reused materials.</p>
5.2.3	<p>Objective 3: Sustainability. PI partners will encourage the treatment of waste as close as reasonably possible to its source and at the highest level of the waste hierarchy as is economically practicable, minimising the cost of waste transport, and consistent with the principles of environmental sustainability and whole life cycle costs.</p> <p>Supporting Action 3: PI partners will give consideration to all appropriate alternative technologies to those currently employed as a means of maximising diversion from landfill, reducing CO2 emissions and balancing cost efficiency and waste management services.</p>
5.2.4	<p>Objective 4: Behavioural Change. PI partners will challenge themselves, the wider community, including the private sector and government by raising awareness and ownership of resource management issues to change society’s attitudes and behaviour towards maximising waste prevention, reuse and recycling in order to embed the waste hierarchy in our approach to waste management.</p> <p>Supporting Action 4: PI partners will continue to encourage and strengthen partnerships with the community, voluntary (including Third Sector Organisations) and private sectors, and investigate opportunities for external funding to generate practical, community based waste minimisation and reuse initiatives including the development and delivery of the Recycle</p>

	for Hampshire communications and behavioural change programme and schools education programme.
5.2.5	<p>Objective 5: Waste Prevention and Reuse. PI Partners will continue to encourage waste prevention and reuse and work with others, including manufacturers and retailers, to sustain an average annual rate of waste growth below 0.5%.</p> <p>Supporting Action 5: PI Partners will work with WRAP and other similar stakeholder agencies as well as private sector organisations and businesses involved in the supply chain operations that impact on local authorities in order to maximise waste prevention opportunities.</p>
5.2.6	<p>Objective 6: Waste Recycling and Composting. PI Partners will continue to encourage participation in recycling and composting, and consider the value of materials and whole system costs and implement appropriate measures to achieve these aims.</p> <p>The HWRC network across Hampshire will continue to be developed in order to fulfil its role of providing convenient, innovative, and accessible reuse, recycling and composting services for the whole community.</p> <p>Supporting Action 6: PI partners will undertake regular waste analyses of reuse and recycling facilities (including the MRF performance process, bring banks, household collections and other collections e.g. bulky, commercial etc. in order to provide baseline data on a sufficiently regular basis to measure the effectiveness and enable consistent comparison of waste recycling and minimisation initiatives.</p> <p>Hampshire County Council, Portsmouth City Council and Southampton City Council will engage with the community to consider options aimed at improving the HWRC service provision across Hampshire, maximising value for money and helping service provision for SMEs. The management service contract will be retendered in 2015.</p>
5.2.7	<p>Objective 7: Waste Treatment and Disposal. PI partners will seek treatment of remaining, non-recyclable waste to achieve their aim for zero waste to landfill and continuously monitor and measure their progress towards it.</p> <p>Supporting Action 7: Consideration will be given to all appropriate alternative technologies to those currently employed such as anaerobic digestion, gasification, mechanical & biological treatment, pyrolysis and solid recovered fuel as a means of maximising diversion from landfill, reducing CO2 emissions and balancing cost efficiency and waste management services.</p>
5.2.8	<p>Objective 8: Leading the Way. PI will continue to develop its waste and resource management services through local and broader collaboration to ensure that:</p>

- the value of material resources is maximised;
- markets are supplied with high quality materials
- material is recycled through flexible, sustainable and ethical markets.

Supporting Action 8: PI partners will continue to explore innovative opportunities for both accessing and maximising value from waste and also for improving recycling and recovery performance.

Appendix 4: Summary of historic waste prevention activity within PI

In the mid 1990s PI launched a number of initiatives to increase public awareness and facilitate waste prevention where possible. This included a pilot scheme working with local hospitals to incentivise use of reusable nappies and conducting a home composting campaign linked to the promotion of subsidised home composting bins. An evaluation of schemes proved that despite being successful in terms of increasing public awareness, minimal impact on household waste tonnages were achieved due to low level of uptake by the public and participation in activities not being sustained.

In 2003, PI was awarded funding from Defra and WRAP to develop a recycling and waste minimisation strategy based on a community based social marketing approach. The recycling campaign developed as part of this strategy was based on findings from initial research which examined the public's barriers, motivators and triggers towards recycling and waste prevention. The research showed that overall the concept of waste prevention was misunderstood (often confused with recycling) due to a lack of knowledge and understanding of what it is, and certain aspects of waste prevention (i.e. donating and repairing) were more socially acceptable than others (i.e. buying less).

In 2005, Hampshire County Council was successful in receiving funding from Defra's Waste Evidence Branch to carry out research into applying the 4 E's behaviour change model to encourage Hampshire residents to prevent waste. This two year project, branded 'Small Changes, Big Difference' was carried out in partnership with PI and Brook Lyndhurst consultancy. It focused on engaging residents on waste prevention via 'communities of interest' defined by 'moments of change', i.e. people undergoing a significant change in their life whereby they may be seeking information and carrying out certain activities which can be tailored to prevent waste at the same time. The project evaluation showed the use of the 4E's model was successful in changing attitudes and behaviour, and as a result, was perceived to reduce household waste and was particularly successful in engaging new parents in waste prevention activities.

In 2009 five Hampshire collection authorities worked together on the Waste Less Challenge (WLC) which invited residents to reduce their household waste over a seven day period during October and November. Project delivery centred on timely communications and promotion of waste prevention actions. Similarly to the SCBD, WLC participants were asked to self-report on the waste reductions which they achieved, with 94% of the 101 participants stating they had reduced their residual waste. Those who reduced their weight did so by an average of 37.7%. Approximate calculations suggest that the overall money generated in revenue and savings for the 101 participants was £64.34.

Appendix 5: Overview of current countywide waste prevention activity

Activity	Description	Impact to date	Costs
Home composting promotion through the Recycle for Hampshire campaign	Since 2007 all WCAs and the unitaries have promoted the WRAP home composting scheme (now operated by Straight). Prior to this a smaller number of WCAs promoted the schemes.	<p>Up until early 2013, 93,912 home composting bins have been sold across PI through the home composting initiative. This is equivalent to 12.7% of all households in PI. Compost bins are currently promoted at cost price from the supplier.</p> <p>A compost bin will divert 150kg per household per year. To calculate the current diversion the number of bins sold is divided by 1.2 to account for households having more than one bin. WRAP studies show the annual lapse rate for compost bin use is around 9% for unsupported schemes, and around 4% supported. An unsupported scheme is when composting units are sold and no follow up or support is provided. The Hampshire scheme is unsupported. Therefore applying these assumptions to the annual sales, the estimated number of bins in use in Hampshire is 49,281 bins.</p> <p>The estimated current diversion through home composting is 7392 tonnes. This diversion will continue to decline if the home composting scheme remains</p>	The Straight scheme is free for authorities to sign up to, and Recycle for Hampshire funds the printing of a small number of leaflets for each authority each year (£975.00 in 2012/13). (Excluding those authorities not currently in Recycle for Hampshire)

		unsupported at a rate of 9% per year.	
Love Food Hate Waste promotion through the Recycle for Hampshire campaign	The Love Food Hate Waste (LFHW) campaign aims to raise awareness of the need to reduce food waste. To date, Recycle for Hampshire have promoted the LFHW at events, in print and through the website. In addition, 10,000 LFHW tea towels have been produced which have been distributed at events and passed on to WCAs to distribute at their own will.	No attempts to monitor these activities have taken place.	Printed 10,000 'Love Food Hate Waste' tea towels at a cost of approx. £4000.00. Website maintenance is minimal as the LFHW campaign website is managed externally.
Schools Recycling Programme through the Recycle for Hampshire campaign	The programme was designed for schools who wanted to learn more about recycling and improve their school recycling behaviour, but often includes delivery of waste prevention activities too. The programme offers schools the support of a dedicated Outreach Officer for three visits over the period of one school term. Together, the school and outreach officer works with the school community or a specific 'change team'. Over the term, the 'change team' are encouraged to introduce waste-saving measures throughout the school and communicate the messages learnt to the whole	The programme is successful in educating the school children to become good recyclers as well as improving the overall waste management at the school which results in cost savings for the schools themselves, from waste collection services to paper use reduction. Many of the schools have reported back that they have made small changes across the school community to help reduce overall waste arisings; e.g. <ul style="list-style-type: none"> • Collecting fruit peels and paper towels for the composter • Holding a Waste Free Lunch competition • Replacing plastic cups in staff room • Placing a paper recycling tray in photocopy/IT suites/resources rooms 	£50,000 is allocated to the Recycle for Hampshire education budget every year, with approximately £45,000 spent on salaries, and £5,000 which is spent on resources e.g. pencils, posters, equipment etc.

	<p>school community. The programme has been rolled out to over 300 schools across PI.</p>	<ul style="list-style-type: none"> • Printing double sided. <p>The Outreach Education Officers carry out a waste audit at the beginning and end of each programme to measure how much the waste has decreased and if there have been any changes to the amount recycled. The majority of schools see an increase in the amount of waste recycled when second audits are completed and a reduction in the residual waste. From the summary reports completed by the Outreach Officers, it is difficult to establish an average waste reduction weight due to the variables which can interfere in the audits.</p>	
<p>Reuse of bulky household items at HWRCs</p>	<p>Hopkins Recycling Limited are currently contracted by Hampshire County Council (HCC) to manage the operation of HWRCs across the County. Under terms within their contract, they are encouraged to promote the resale and reuse of appropriate bulky waste delivered to the site which would then count towards the recovery figures identified at each of the HWRCs. Site operators are required to</p>	<p>A three month trial was conducted during 2008 at nine HWRCs where all items sent for reuse were recorded and an average weight assigned based on the figures provided in the Furniture Recycling Network's (FRN) document 'Measure your Treasure'. This information was used to calculate a standard reuse figure of +4% on the total of a set list of material inputs which is extrapolated and applied to all HWRC tonnages in order to record reuse of</p>	<p>No major direct cost as the activity is part of the existing HWRC contract.</p>

observe potential items for reuse and capture them before items are placed in the bins. Each site has a dedicated 'reuse area' where items are clearly marked for sale. A 2012 report by WRAP recommended that HCC review its reuse measurement and seek to work with the third sector to increase reuse, and the current HWRC service provision review will seek to address these actions as part of the new contract in 2015.

bulky and bric-a-brac waste on WasteDataFlow.³

³ +4% is applied to the following material tonnages: Card, Ferrous, Non-Ferrous, Oil ('Mineral Oil'), Paint Recycled, Paper / Magazines, Plastics, Textiles, Other ('Vegetable Oil'), Car, Batteries, plus the total of the 'Authority Recycled' figure, which currently comprises: Glass, Green, Gypsum, Household Batteries, Soil & Rubble, WEEE and Wood.

Appendix 6: Overview of current waste prevention activity by individual authorities

Authority	Current LA led waste prevention activities	Non LA led activities	Internal waste prevention activity
Basingstoke and Deane	<p>Currently finalising a communications plan for promotion and education within the authority area.</p> <p>Hope to produce a joint waste strategy/prevention plan for both authorities by end of year – PI work will feature in it.</p>	<p>Basingstoke provides a grant to the Furniture Reuse Project (based in Basingstoke.) They collect and refurbish old furniture and white goods. Both BDBC and HDC use them to collect any white goods which residents wish to dispose of through the Bulky Waste service.</p> <p>St Michaels Hospice in Basingstoke runs a furniture reuse centre as well.</p>	<p>Basingstoke has an environmental champions network within the civic offices promoting reuse, recycling and waste reduction etc.</p>
East Hants and Winchester	<p>EHDC/WCC developed Joint Waste to Resources Action Plan – activities planned, and so far reviewed EHDC side garden waste. Plan identifies target areas in prevention, reuse or recycling.</p>	<p>Only aware of a Bordon based charity.</p>	<p>Have reduced number of waste bins and introduced recycling stations. Moved from roller towels to one sheet dispensers.</p>
Eastleigh	<p>Restrict residual waste capacity; this has to be requested and is subject to an officer visit.</p> <p>Conducting a project to reduce the number of residual bins – this will be through letter and house visits.</p> <p>Customer service centre staff also</p>	<p>Tools for self-reliance (Reuse).</p>	<p>Waste audits have been carried out in the past but are not up to date, new building could provide the opportunity to address/promote waste minimisation.</p>

	<p>signpost people requesting the bulky waste collection to reuse charities in the first instance. Occasionally run swap shop type events and textile workshops.</p>		
Fareham	<p>Some work in previous years on promotion of Love Food Hate Waste but limited resource now available.</p>	<p>Only charity shops.</p>	<p>Nothing significant</p>
Gosport	<p>Nothing in place.</p>	<p>Gosport and Fareham Nappy Network and Bicycle Recycling by Motiv8 *</p>	<p>Procurement strategy – purchase in a sustainable manner. Energy Champion Group for sustainable activities. Textile collection weeks and ‘swap’ area on intranet.</p>
Hampshire	<p>Waste prevention strategy drafted ready for Member approval in March. Includes scope for PI work and internal actions. Bulky household items available for resale at 24 HWRCs. Adult Services have developed the Hampshire Furniture Reuse Network, working with local third sector organisations (TSOs) to fund low cost or free household items to residents in need. Waste Management looking to support this as part of future work.</p>	<p>Various TSOs in Hampshire, promoted on reuse pages of Waste Management website.</p>	<p>Policies and procedures in place for reusing IT equipment. Working with FM and project team to investigate opportunities for reusing unwanted office furniture from headquarters and reduce disposal costs.</p>

	Trading Standards support consumers in identifying and reporting excess packaging and from time to time will publicise this.		
Havant	Promote use of other sources of disposal via web site and customer services. Carry out communication at events/magazines of various waste minimisation themes.	Some in the past years but they have not sustained trading due to demand and finance.	Encourage recycling and waste minimisation at work: office waste, batteries, recycling etc. Sustainable procurement where possible but unsure of priority in specific services. Operational Services – procure sustainably e.g. wheeled bins, recycling literature, merchandise etc. and always encourage innovative ways to reduce waste by recycling all waste types e. g. metal scrap wheeled bins etc.
Hart	Reviewing communications within the area at present. Hope to produce a joint waste strategy/prevention plan for both authorities by end of year: PI work will feature in it.	Furniture Reuse Project based in Basingstoke collect and refurbishment old furniture and white goods.	Starting environmental champions network to promote reuse, recycling and waste reduction.
New Forest	None specifically but waste	New Forest Nappy Network / Nappy Bliss	Internal eCO ₂ group that

	<p>prevention will form part of upcoming five year waste strategy. In mean time promoted in education sessions, advice on website on ways to reduce and reuse materials, promotion of external schemes on NFDC literature, promotion of Love Food Hate Waste.</p>	<p>New Forest Transition (Eat and Grow Local campaign – general food sustainability campaign including WP and occasional special events such as Jean Genie making bags from old jeans and bike repair shops)</p> <p>Tools for Self Reliance (Community project based in Ringwood that refurbishes tools and sewing machines to be sent to developing countries)</p> <p>Dorset Reclaim, SCRATCH and BHF (Local charities donate unwanted furniture for resale to low income/emergency need households)</p> <p>Plastic bag free (community-led projects to reduce/ ban plastic bags in parts of New Forest)</p>	<p>promotes sustainable behaviour whilst at work – Oct/Nov 2013 saw the focus change to waste reduction and recycling.</p> <p>Sustainable procurement policy (Strive to adopt the BS8903 practices, including procurement of goods that have been made from recycled or reclaimed materials or that have minimal impact on natural resources. And consider a basic lifecycle analysis of a product).</p>
<p>Portsmouth</p>	<p>Waste reduction is a future stage of the current project known as BIG recycle. PCC continues to promote Love Food Hate Waste and other related schemes through the council’s website.</p> <p>The PI Waste Prevention Plan will be incorporated within the Business Plan for 2014/15 with set</p>	<p>Local charities reuse of furniture.</p>	<p>‘Green Champions’ is an internal group of officers who raise the awareness of, and promote, all issues related to sustainability.</p>

	actions for the team. Waste prevention will form part of the waste and sustainability communications campaign.		
Rushmoor	Nothing currently but standard size bin for residual waste is 140L, which is supported by bin audits and face to face advice for residents struggling to manage their waste.	Aware of furniture reuse organisations in local area, but do not have any formal links with them.	Building Services team actively practice waste prevention methods, such as ensuring the reuse of surplus or good condition building materials (i.e. aggregate). Also sustainable procurement policy.
Southampton	No waste prevention plan currently but selling home composters and Green Johannas at subsidised prices to residents.	Promote the British Heart Foundation and Oxfam furniture stores on SCC website and also by Actionline. Promote SCRATCH (who need furniture, white goods and kitchen items to help families in need) and Jamie’s computer club (take IT equipment for revamp and resale). They form part of a St James Homeless Society.	Work with Capita and other council departments to give away any unwanted office furniture, stationery and sundries not needed to other departments, schools, charities and not for profit organisations.
Test Valley	Reuse schemes with charities promoted as alternative to bulky waste collections: Twice as Nice (reused household furniture/goods), British Heart Foundation (reused household furniture), Andover MIND, (reused	None	Sustainability champions for each service. Sustainability Strategy 2012 – 2017, with an Action Plan. Sustainable Procurement

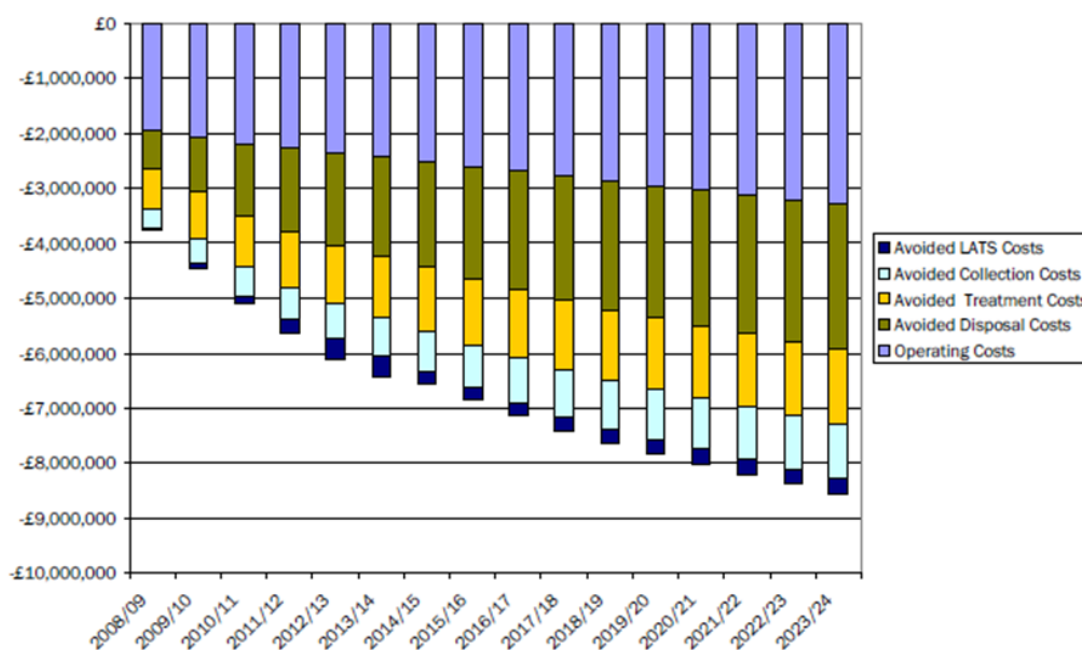
<p>household furniture /goods) and the Oxfam furniture shop. Andover Day Services (collection of Aluminium foil across the borough at various local recycling centres).</p>	<p>Strategy</p>
<p>A variety of Collection Banks across area for the following charities: Salvation Army, Hampshire Air Ambulance, TR Aid, Oxfam, BHF, Dreams come True, Variety Club.</p>	<p>Waste & Recycling Strategy</p>

Appendix 7 – Information in support of the case for action

Financial

By preventing waste from occurring in the first place, local authorities have the opportunity to make cost savings through a reduction in waste collection, transport and disposal costs. The most direct savings from waste prevention to be made is in waste disposal costs, however the costs of waste collection, transport and treatment are also significant in the long term. Spend on waste is often a considerable proportion of local authority budgets and at a time of increasing public sector spending cuts, effective waste management, including waste prevention, can help keep costs low.

The following figure from Eunomia illustrates the potential financial impact of waste prevention activities.⁴



Changing the delivery of services to focus on waste prevention can be a financial incentive for local authorities. For example, if a furniture reuse organisation takes over a bulky waste collection service, this can both increase reuse and reduce the financial burden of providing a service themselves.

⁴ Modelling the impact of waste prevention activities: output from Eunomia modelling a range of waste prevention measures.
<http://www.eunomia.co.uk/shopimages/10%20Ways%20to%20Cut%20Local%20Authority%20Waste%20Collection%20Costs%20V1.pdf>

Waste prevention can also financially benefit PI authorities as organisations and across all services through our own internal practices, for example reusing IT equipment rather than procuring new equipment. Similarly, there are also financial benefits for other public services, businesses and householders through spending less on resources, and reusing and repairing rather than replacing equipment, for example.

If significant reductions in kerbside residual waste are achieved there may be opportunities for utilising any resulting spare capacity at the Energy Recovery Facilities.

Finally, as outlined in the section on performance, a waste prevention plan could lead to an increase in DMR recycled, increasing income for collection authorities.

Performance

Waste prevention offers performance advantages specific to local authorities. Reducing the overall waste arisings will logically lead to a higher dry recycling rate, assuming that Dry Mixed Recycling (DMR) tonnages remain stable. Research carried out in Hampshire as part of the 2007 ‘Small Changes Big Difference’ project found that raising public awareness of waste prevention led to greater overall awareness and engagement with resource efficiency, and in turn, 41% of households involved claimed an increase in the amount recycled.

As waste arisings decrease, PI’s kg per capita and household performance will also improve. Table 7 below briefly shows the extent to which PI’s per household arisings would need to decrease in order to meet certain performance milestones.

Table 7: Required equivalent kg reductions per household and per household per week required for PI performance to reach national and regional levels (based on 2012/13 data)

2012/13	Kg per household reduction required	Kg per household per week reduction required
To reach SE average	61 kg	1.17kg
To reach national average	83kg	1.6kg
To fall within top 30 performing WDA/unitary authorities	139.3kg	2.68kg

Finally, due to the financial and social benefits afforded by waste prevention activity, developing waste prevention initiatives can be viewed as improving performance through an increase in public service provision.

Environmental

Waste prevention is at the top of the waste hierarchy and is therefore considered the most environmentally sound option for dealing with waste. Activities such as repair, reuse and remanufacturing use fewer material resources and less energy and water, with an associated reduction in carbon emissions, and by prolonging the life of products and materials, mean more resources remain in the economy with less waste sent to final disposal.

In the long term, if there is less waste to be collected and processed, this may lead to a rationalisation of collection services and subsequent reduction in carbon emissions.

Social

Waste prevention activities can bring social benefits to the wider community, for example opportunities for job creation and training from furniture reuse and repair schemes delivered by the third sector. Such schemes often also provide affordable household items to those in need and bring financial support to charitable and community organisations.

Economic

Engaging local businesses with the financial benefits that waste prevention and resource efficiency can provide can help them to reduce costs and to become more competitive. In turn this supports the wider economy of Hampshire, Portsmouth and Southampton. Waste prevention also contributes to the concept of a circular economy, for example by keeping more material resources useful within the economy and also supporting new service driven business models such as renting household tools and appliances.

Legislation relating to waste prevention

The Waste Regulations for England (2011) sets out the requirement for any establishment which imports, produces, collects, transports, recovers or disposes of waste to take all measures available and are reasonable in the circumstances to apply the waste hierarchy in the order of priority. At the top of the waste hierarchy is waste prevention. Having a Waste Prevention plan in place and implementing activities demonstrates PI's compliance with legislation.

The table below summarises key areas of legislation:

European legislation	Relevance to waste prevention
Packaging and Packaging Waste	The Packaging and Packaging Waste Directive requires Member States to take measures to prevent the formation of packaging waste, and to develop

Directive (94/62/EC)	packaging reuse systems reducing their impact on the environment. This directive led to the formulation national regulations detailed further down.
The Landfill Directive (1999/31/EC)	The Landfill Directive requires improvements to landfill management, bans certain materials from being landfilled together with other waste and requires the pre-treatment of all waste before landfill. This Directive aims to prevent, or reduce as far as possible, negative effects on the environment from the land filling of waste, by introducing stringent technical requirements for waste and landfills and setting targets for the reduction of biodegradable municipal waste going to landfill. Under the Landfill Directive, the UK is obligated to reduce the amount of landfill based on the amount of biodegradable municipal waste in 1995, to 75% by 2010, to 50% by 2013 and to 35% by 2020.
The Waste Electrical and Electronic Equipment Directive (2002/96 /EC)	This Directive set targets for the collection, recycling and recovery of electrical products. By July 2007, collection systems had to be introduced to separately collect electrical and electronic appliances for recycling and reuse. The Directive was recast in 2012 (2012/19/EU) and transposed into UK law via the WEEE Regulations 2013 – the new Regulations place obligations on producers and their producer compliance schemes to prioritise, where appropriate, the reuse of whole appliances.
Revised Waste Framework Directive (rWFD) (Directive2008/98/EC)	<p>The revised Waste Framework Directive requires the Member States to create national waste prevention programmes by 12 December 2013. The objective of these programmes is to present a coordinated national approach to waste prevention, delineating targets and policies, and aiming to decouple economic growth from the environmental impacts of waste generation. The waste hierarchy is also defined in Article 3 of the Waste Framework Directive, and a legal duty is placed on organisations to consider waste in the order of the hierarchy so waste prevention must be considered.</p> <p>By the end of 2014, the European Commission will present a report on prevention and propose measures, if appropriate, including waste prevention and decoupling objectives, to be achieved by 2020. National waste prevention programmes may need to be adapted to meet these new targets.</p> <p>In addition, Article 8 authorises Member States to establish extended producer responsibility compliance requirements for producers, manufacturers, processors or distributors, including free take-back programmes and public disclosure obligations on product reusability and recyclability.</p> <p>This has been transposed into national legislation by via the Waste (England and Wales) Regulations 2011 (see further down).</p>
National Legislation	Relevance to waste prevention
Environmental Protection Act (EPA) 1990	The EPA defines, within England, Wales and Scotland, the fundamental structure and authority for waste management. It gives WCAs the authority to specify how household waste will be collected, allowing use of tools to prevent waste through collection frequency and container size and type.

<p>Landfill Tax</p>	<p>Landfill Tax is a tax payable for each tonne of waste sent to landfill and was introduced by the Government in 1996 to encourage diversion of waste away from landfill towards more sustainable management options such as prevention, recycling and composting. There are two rates of tax; a lower rate for solid inert waste and a higher rate all other wastes. The cost per tonne from April 2014 will be £80.</p>
<p>Packaging Waste Regulations 1997</p>	<p>Has been subject to a number of amendments and consolidation: it states that a shared producer responsibility approach is applied between the manufacturing and retail industries. Introduced system of packaging recovery notes (PRN's) and targets for recovery of packaging by material type (glass, paper, metal, plastic, wood).</p>
<p>Essential Packaging Requirements 1998</p>	<p>States that packaging weight and volume must be reduced to the minimum necessary for safety, hygiene and consumer acceptance of the packaged product – can be enforced by Trading Standards.</p>
<p>The Waste Minimisation Act 1998</p>	<p>The Waste Minimisation Act 1998 is a key driver for waste prevention at the National level. It enables local authorities to make arrangements to minimise the generation of household, commercial or industrial waste in their area through inserting the following provision into the Environmental Protection Act (as Section 63A): <i>“A relevant authority may do, or arrange for the doing of, or contribute towards the expenses of the doing of, anything which in its opinion is necessary or expedient for the purpose of minimising the quantities of controlled waste, or controlled waste of any description, generated in its area.”</i></p>
<p>Waste Strategy for England 2007</p>	<p>The Waste Strategy for England 2007 sets out the framework for waste management in England, including recycling targets, incentives and actions to stimulate infrastructure investment. With regards to waste prevention on a national level, the strategy:</p> <ul style="list-style-type: none"> • Aims to decouple waste growth [in all] sectors from economic growth and put more emphasis on waste prevention and reuse • Set a new target to reduce the amount of household waste not reused, recycled or composted. This means reducing it from the 22.2 million tonnes in 2000 to 12.2 million tonnes in 2020 (with a target of 15.8 million tonnes by 2010). • Identifies waste prevention measures as contributing to a net reduction in global greenhouse gas emissions of at least 9.3 million tonnes of carbon dioxide equivalent per year compared to 2006 (equivalent to annual use of around 3 million cars). • Encourages local authorities to take on a wider role (in partnerships) to help local (particularly smaller) business reduce and recycle their waste with cost savings through more integrated management of different waste streams. • Creates incentives that reflect the waste hierarchy, including increasing the landfill escalator.
<p>Waste Review 2011</p>	<p>The Government Review of Waste Policy in England 2011 (the Waste Review) was published on the 14th June 2011. The Waste Review sets out</p>

	<p>the framework for achieving a ‘zero waste’ economy, and includes a number of actions which aim to ensure waste is managed in line with the waste hierarchy, with waste prevention a priority. Food waste is identified as a priority waste stream and the Government’s long-term objectives are to reduce the amount of food wasted, whilst recognising that any food waste generated should be seen as a valuable resource and not sent to landfill.</p>
The Waste (England & Wales) Regulations 2011	<p>These regulations transpose the rWFD into national legislation. They make reference to the requirement for national waste prevention programmes and the waste hierarchy.</p>
Public Services (Social Value) Act 2013	<p>Under this legislation, local authority procurers must now consider how they can improve the social impact of their public service contracts before they start the procurement process. It is designed to make it easier for Social Enterprises to deliver public services. This is relevant to LA activity around bulky waste in particular.</p>

Appendix 8 - Barriers to waste prevention

Despite the benefits of waste prevention, there has never been a cohesive waste prevention strategy or delivery plan for PI. There are challenges and barriers to delivering waste prevention, which need to be addressed for this Plan to be successful.

Performance

PI's joint municipal waste management strategy to date has focussed on diversion from landfill, and having invested significantly in an effective energy recovery infrastructure, it is fair to say that reducing overall waste arisings has not been considered as a priority. While there are national recycling targets and local ambitions to reduce the amount sent to landfill, there are currently no national or local waste prevention targets.

Measurement

As the WPPE identified, it is inherently difficult to identify the impacts of waste prevention. For example, many waste prevention behaviours such as reuse and repair are unseen, unrecorded and may even not be considered as a 'waste' activity by the person carrying them out. Reductions in waste are also difficult to assign to a particular activity as waste arisings can change for any number of reasons, plus it is difficult to quantify the impact of 'avoided' behaviours which have not taken place, such as not buying items or not throwing items away. In addition, behavioural change initiatives take time to reach and be taken up by people within diverse local communities. Voluntary behaviour change is a slow process which may take a significant amount of time to result in noticeable adoption.

Financial

Waste prevention activities are generally considered to be resource intensive, requiring in-depth, sustained or repeated engagement with residents. The current economic climate has seen reductions in local authority staffing levels, and therefore combined with the cost of the initiatives themselves and the difficulties in measuring their impacts, this can make the business case for on-going waste prevention activity difficult to demonstrate.

Political

PI is a partnership of 14 local authorities, each with differing priorities. It can be difficult to obtain political buy-in and consensus across the board for new initiative, particularly those which may be seen to be difficult or slow to evidence and resource intensive.

External factors

Waste materials arising from households are a function of material inputs, lifestyle choices, and external factors. Many of these variables which affect the quantities of household waste arising are outside of PI's direct sphere of influence. These include factors such as demographics, the economy, central government initiatives and media activity. These

external factors could impact negatively or positively on waste arisings, but they mean that this PI plan will always be subject to influences which cannot be controlled and may therefore be a barrier to this Plan.

Appendix 9: Scoring criteria used to shortlist waste prevention actions

Criteria	Definition
Synergy with national plan	Synergy with national plan including targeting a priority material
Ease of implementation/fit with local circumstances	How easy it would be to introduce this activity and whether there is existing support and/or infrastructure
Timescales for realisation	How quickly the tonnage and financial savings can be delivered
Potential tonnage reduction	The level of potential tonnage reduction which the activity can deliver
Cost/savings	The level of financial savings which will be delivered to the WDA/WCA
Political acceptance	How likely the activity is to be accepted by local politicians
Staff requirement	The level of staff resource needed to deliver this activity
Funding opportunities	Potential to externally fund this activity
Potential partnerships	Potential for partnership working with other authorities, third sector or private sector
Reputational	How will the activity be received by residents/media
Social benefits	What level of additional social benefits will the activity deliver

Appendix 10 - List of acronyms

Defra: Department for Environment, Food and Rural Affairs

DMR: Dry Mixed Recycling

EEE: Electrical and Electronic Equipment

EPA: Environmental Protection Act 1990

ERF: Energy Recovery Facility

FRO: Furniture Reuse Organisation

FRN: Furniture Reuse Network

HCC: Hampshire County Council

HFRN: Hampshire Furniture Reuse Network

JMWMS: Joint Municipal Waste Management Strategy

LFHW: Love Food Hate Waste

MRF: Material Recovery Facility

PCS: Producer Compliance Scheme

PI: Project Integra

PRN: Producer Responsibility Notes

rWFD: Revised Waste Framework Directive (2011)

SE7: The South East 7 Authorities

TSOs: Third Sector Organisations

VES: Veolia Environmental Services

WCA: Waste Collection Authority

WDA: Waste Disposal Authority

WLC: Waste Less Challenge

WPPE: Government's Waste Prevention Plan for England

Appendix 11 – “Indicative estimated costs” table (WRAP)

Waste prevention activity	Local authority input description	Capital costs	Net operating cost for local authority	Diversion information
1. Grass cycling	Provision of manual mowers suitable for grass cycling	Manual mower (£48 each)	Householder volunteer costs = 0	For average garden size 40m ² @3kg/m ² 120kg per year per mower
2. One small community composter	Pay for a shredder No other involvement	A. Shredder for 5 tpa = £540 B. Shredder for 20tpa = £2,000 C. Shredder for 100 tpa = £9,500	No subsidy = 0	5 tpa 20 tpa 100 tpa
3. Community composting (larger scale)	Pay agreed recycling credits/subsidy Community composter with tractor, a shredder and screen 2 part time operatives (7 hours per day) and volunteers Income from landscapers and sale of compost	Mobile shredder for 300 tpa (shared with local landscaper) = £11,000	Recycling credit/subsidy = £53/t (Total project costs per annum (excluding shredder) = £14,800; income = £1,500)	Approx 250 tpa
4. Unwanted mail packs	Unwanted mail parks (including MPS leaflets and other supporting information in glossy pack) and “no junk mail” stickers	N/A	Stickers £0.20 each Packs £1 each Distribution cost 20p each Total = £1.40/hh	4kg/hh
5. Unwanted mail –	Green champion	N/A	£20 per voucher per	4kg/hh

exemplify activity	volunteers from local authority 1) Collect and measure junk mail 2) Sign up to MPS and use sticker		volunteer (one volunteer per household)	
6. Community bulky waste reuse project (e.g. FRN)	Support local community reuse group	N/A	Provide reuse credit payment of £47.50 per tonne (only on items sold or provided FoC)	30% of bulky waste collections
7. Give and take days	Arrange give and take days. Authority allocates venues and publicise event. (Publicity includes: adverts in newspapers, newsletters, emails etc. Also banners outside inside events)	N/A	£1,000 per event	1.2 t per event
8. Reuse shops operated by charities	Develop reuse community shops operated by local charities The authority can look at a variety of options from renting the shop, construction of a shop and free disposal of waste if less than 5tpa	N/A	Rent = £2,500 pa Elec = £600 pa Water = £500 pa Disposal of 5 tpa = £600 pa Total = £4,200	4 tpa per shop (on average)
9. Love Food Hate Waste (small scale)	Smaller awareness campaign, live cooking	N/A	Each cooking demonstration for 35	Approximately 10 people per event become a

	demonstrations, following a launch event		people (with local chef including roadshow and advertisement) = £2,250	committed food waste reducer 1 committed food waste reducer = 78kg/hh/yr One event = 0.78 tpa
10. Love Food Hate Waste (small scale)	Smaller awareness campaign with public participation with food waste diaries. Provide packs and scales to participants and £40 vouchers to participants for partaking over 4 weeks	N/A	Public participation in food waste reduction diaries = £50/hh Aim for 50 participating hh 50% of participating hh will become committed food waste reducers	1 committed food waste reducer = 78kg/hh/yr 50 participating hh converts 25hh to become committed food waste reducer = 1.95tpa
11. Love Food Hate Waste (small scale)	Authority-wide radio campaign for LFHW	N/A	Radio campaign with local chefs providing tips and hints for leftovers etc (includes press releases and 8 radio adverts per day) = £10,000 (for 4 weeks)	1 committed food waste reducer = 78kg/hh/yr Increase committed food waste reducers estimated by 0.5% (approx. 500 hh) = 39tpa
12. Love Food Hate Waste (large scale)	Large awareness campaign with outdoor media (buses, roadshows, leaflets) and working with local grocers. Also personal case studies with public	N/A	Cost per hh £0.30 Hence approximately £30,000 for market town local authority	1 committed food waste reducer = 78kg/hh/yr Increase committed food waste reducers by 10% (approx. 10,000 householders) = 780 tpa

<p>13. Home composting waste challenged families</p>	<p>Waste challenged families – with home composting emphasis. Provide packs, home composters and scales to participants and £40 vouchers to participants for partaking for 4 weeks</p>	<p>N/A</p>	<p>Waste challenged families waste diaries = £70 per family (incl. a home composter)</p> <p>Aim for 50 participating families</p> <p>30% of participating families to continue to reduce waste</p>	<p>0.34 t per family per year</p> <p>50 participating families converts 15 families to continue to reduce waste = 5.1 tpa</p>
<p>14. Home composting subsidy</p>	<p>Provide £2 subsidy for a home composters</p>	<p>N/A</p>	<p>£2 per home composter</p> <p>(No leaflets or advertising included in the above costs)</p>	<p>150kg/yr but for effective new diversion (as a minimum)</p> <p>$(150 \times 50\%) / 1.2 = 62.5$ kg/yr (for every home composters sale)</p> <p>N.B current scheme is unsupported – therefore a high “lapse rate” of 9%</p>
<p>15. Master composter</p>	<p>Provide training to volunteers to provide advice and training to residents taking up/continue home composting</p>	<p>N/A</p>	<p>Management of volunteers = £2,000 per year</p> <p>2 day course for 10 volunteers (include visit to local organic gardens) = £1,500 (per training</p>	<p>Based on 3,000 home composters already sold in the previous year</p> <p>If 50 volunteers, lapse rate will be 4% equating to an additional 63 tpa</p>

			course) 1 volunteer will support up to 50 residents	
16. Real nappies	Nappucino events	£500 capital costs for the nappy library	£450 per event including venues, leaflets and banners etc Each event has 20 newborn babies (plus parents) and will convert 1 parent to use real nappies (without voucher provided) If vouchers are provided to parents at these events, 4 babies will use nappies	0.5 tpa per baby One event will divert 0.5t/yr (based on 1 baby to use real nappies as no voucher system) One event will divert 2tpa (based on 3 babies to use real nappies if there is a voucher system)
17. Real nappies	Vouchers	£2,000 for administration and leaflets per year	£42 per voucher	0.5tpa per baby



Title of meeting: Cabinet Member for Environment and Community Safety
Decision Meeting

Date of meeting: 14th November 2014

Subject: Open Air Events - Controlling the Impact of Music

Joint Report by: Alan Cufley, Head of Corporate Assets, Business and
Standards

Wards affected: ALL

Key decision: No

1. Purpose of report

- 1.1. Most outdoor events providing amplified musical entertainment have the potential to cause noise pollution and widespread nuisance.
- 1.2. With good planning, community engagement, careful management and control, it is possible to ensure that events deliver the organisers' objectives and meet the expectations of the audience whilst ensuring that the local community is not unduly disturbed by noise.
- 1.3. The purpose of this report is to explain how this balance can be achieved and under what circumstances it may be acceptable to cause noise which is likely to give rise to higher than normally acceptable levels of complaint.
- 1.4. The proposed guidance also confirms the advice and support to be provided by the city council's Environmental Health service and Events team

2. Recommendations

- 2.1 **That the Cabinet Member for Environment and Community Safety approves the proposals to effectively manage the impact of amplified music from open air events as set out in the Noise from Open Air Events Guidance for Applicants (*Appendix 1*).**

3. Background

- 3.1. The Council recognises that music events are some of the most successful that take place in Portsmouth and that our open areas provide ideal venues for these to be held. It is the intention to support and attract more independent festivals and increase the number of musical events held in open areas.

- 3.2. Whilst holding such events, it is absolutely necessary to be mindful of the impact that these will have upon the surrounding community in terms of noise disturbance caused by amplified music. The Council accepts that not everyone will appreciate the entertainment provided and some residents and businesses are likely to suffer some disruption from the levels of music created.
- 3.3. The Council also acknowledges that where musical events are large, attracting many thousands of people and occur over multiple days into the evening and night, the levels of disturbance and subsequent levels of complaint are likely to increase.
- 3.4. The Noise from Open Air Events Guidance (hereafter referred to as "the Guidance") therefore sets out appropriate proportionate approaches in respect to controlling noise from open air events. Event organisers shall be required to have regard to the Guidance in respect to the control of noise and comply with its requirements.
- 3.5. Rather than being prescriptive, the Guidance sets out the general principles of noise control and effective noise management which is expected of organisers.
- 3.6. In addition to providing clear direction on the measures which organisers must consider before submitting an application and during / following the event, the Guidance clarifies the Council's policy with respect to the investigation and enforcement of noise nuisance from open air events.

4. The proposal

- 4.1. All applicants will be required to have regard to the Guidance when entertainment is provided as the main attraction or is ancillary to the main focus of the event.
- 4.2. The Guidance will be made available on-line. In order to ensure potential organisers are aware of the importance of noise control, officers will direct organisers to the Guidance as a first point of reference.
- 4.3. Where recorded or live music is to be provided, the likelihood of the events causing disturbance will be considered by the Council during the event application procedure.
- 4.4. Factors influencing these decisions include, but are not limited to, the:
 - size of the audience;
 - timing and duration of the event;
 - numbers of stages and performances;
 - output of sound systems;
 - previous history of compliance;
 - location of the event and staging;
 - inclusion of an admission fee.
- 4.5. Although all of the above will influence the likelihood of disturbance, it is the size of the predicted audience which is likely to be the primary consideration.

- 4.6. As a guide, events which have live or recorded music as the primary attraction are likely to be assessed as follows:
- when event attendance / predicted audience size is less than 500, it is considered unlikely that noise disturbance will be caused; or
 - when event attendance / predicted audience size ranges from 500 to 5,000, the likelihood of noise disturbance significantly increases;
 - when event attendance / predicted audience size is greater than 5,000 the likelihood of noise disturbance should be a primary consideration during the organisation of the event.
- 4.7. It is therefore necessary that the organisers are aware of their responsibilities and, particularly when audiences are in the multiple thousands, give careful consideration to the Guidance, the control of noise from events and any necessary mitigation of disturbance to the surrounding community.
- 4.8. When it is necessary, in accordance with the Guidance, organisers are expected to:
- have early informal discussions with officers in respect to their proposals;
 - consider the impact of noise prior to and within their application;
 - assess the potential for the event to cause disturbance to nearby residents;
 - evaluate what measures may be necessary to control the levels of noise created;
 - have regard to their own capability to assess the impact of the noise;
 - minimise the noise impact of the event.
- 4.9. Where an event has the potential to cause noise disturbance, officers from the Events team and the Environmental Health service of the Council will work closely with organisers to reduce the predicted impact upon residents.
- 4.10. It is a necessity to ensure event disturbance only exceeds that which is considered acceptable in exceptional circumstances.

5. What are 'exceptional circumstances?'

- 5.1. Exceptional circumstances are likely to occur when the event is likely to attract a total audience of greater than 10,000.
- 5.2. Where such circumstances occur, events may be subject to necessary Member endorsement.
- 5.3. During events where audience numbers are expected to exceed 10,000, the following will be necessary:
- organisers will appoint a reputable acoustic consultant with expertise in this area, at their expense, to manage and control noise levels;
 - maximum permitted noise levels will be agreed at the nearest noise sensitive premises and other suitable locations;
 - the impact of these levels in terms of public disturbance will be understood, acknowledged and accepted during the approval process;

- the increased likelihood of significant levels of complaint will be recognised;
- communication with residents with respect to the magnitude of disturbance will be undertaken;
- investigation of complaints of noise nuisance and levels in accordance with those agreed will be undertaken by event organisers and their consultants;
- organisational arrangements will be monitored and reviewed;
- identified problems will be addressed prior to repeat performances being permitted.

6. Equality impact assessment

- 6.1. An EIA has been undertaken for this report, and checked by Access & Equalities Team.

7. Head of Legal Services' comments

- 7.1. The Council has an adopted policy for the investigation of noise disturbance. Complaints will be investigated in accordance with this Policy.
- 7.2. The Council accepts that whilst there is no right to absolute peace and quiet the adoption and maintenance of the current policy will assist in mitigating potential complaints from residents and assist in the promotion of tolerance of occasional disturbance from noise occasioned by event promotion.
- 7.3. Controlled noise from events held for the general benefit of all including residents is considered less likely to cause nuisance as these events are enjoyed by many and generally tolerated by the community as a whole.
- 7.4. The Council aims to effectively investigate serious or persistently unacceptable levels of environmental noise and thereby maintain a quality of peaceful life through the prevention and abatement of statutory nuisance. These guiding principles are duplicated with respect to noise created by open air musical events or events where music is ancillary to the main focus of an event.
- 7.5. Where it is established that noise from an open air event is causing a statutory nuisance, the Council has a duty to serve an Abatement Notice, requiring that the nuisance be abated. In cases where an application has been submitted and approved it may be appropriate to serve this document upon the applicant as the person responsible for the nuisance.

8. Head of Finance comments

- 8.1. The recommendations within the report, that seeks to manage the impact of amplified music from open air events as set out in the Noise from Open Air Events Guidance for Applicants, will not have an adverse impact on the service's budgets.

.....
Signed by: Alan Cufley, Head of Corporate Assets, Business and Standards

Appendix A: Background list of documents: The following list of documents discloses facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Appendix	Location and Title
A	Noise from Open Air Events - Guidance for Applicants

The recommendations set out above in 2.1 were approved by the Cabinet Member Environment and Community Safety on

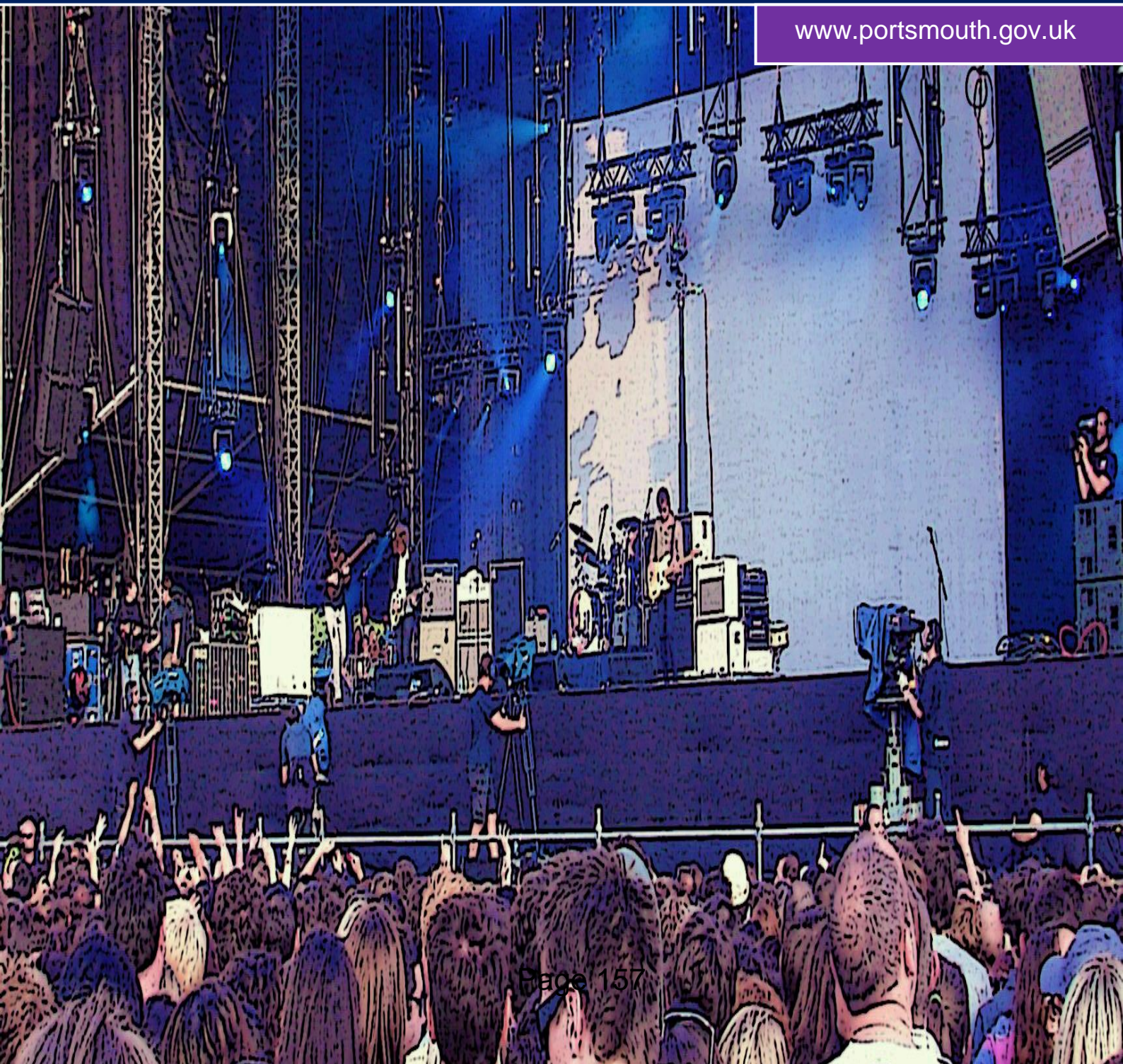
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Signed by: Councillor Robert New, Cabinet Member for Environment and Community Safety

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Noise From Open Air Events Guidance for Applicants

ENVIRONMENTAL HEALTH – POLLUTION CONTROL

www.portsmouth.gov.uk





Noise from Open Air Events Guidance for Applicants

1. Introduction

- 1.1. Portsmouth City Council supports musical entertainment and cultural events which take place in the community.
- 1.2. The 2010 - 2026 Seafront Strategy recognises that music performances are some of the most successful events that take place in Portsmouth and that the Southsea seafront area in particular provides an ideal venue for such events to be held.
- 1.3. The Strategy sets out a clear intention to attract more independent festivals to the seafront and a desire to increase the number of music performances held in these areas. This same intent is equally strong for most other open public areas that exist in Portsmouth.
- 1.4. It is acknowledged that the number of open air events taking place has increased considerably in recent years along the seafront and also in other open areas in the city. There is a real enthusiasm to continue to develop this growth and ensure that it provides a wide variety of entertainment and event types ranging from single performers and small scale promenade performances to large audience music festivals.
- 1.5. Portsmouth City Council (PCC) is keen to ensure that an appropriate balance is achieved between the Strategy's vision, organisers' objectives, attendees' enjoyment and interests of the community at large, who may be affected by the resultant entertainment noise levels.
- 1.6. In adopting this balance, PCC accepts that not everyone will enjoy the musical entertainment provided and some residents and businesses may suffer some disruption from the music provided.
- 1.7. In addition, in areas where residential accommodation is in close proximity to open sites such as Southsea Common, PCC accepts that negative impacts from musical entertainment, particularly if it can be heard inside peoples' homes, may lead to complaint.
- 1.8. This document sets out PCC's approach in respect of controlling noise from open air events. It describes the advice, support and expectations of the city council's Events Team and the Environmental Health service. The approach is based upon officer experiences in noise control and good practice already adopted by other authorities that permit open space musical entertainment on a regular basis.
- 1.9. Included within this document are the general principles of noise control and effective noise management which is expected of organisers. It contains clear guidance on the measures which organisers must have regard to prior to application, during and post event and clarifies PCC's policy with respect to the investigation and enforcement of noise nuisance from open air events.



- 1.10. By following this guidance, it is hoped that events will be successful whilst the right of the local community not to be unduly disturbed by noise is maintained.
- 1.11. This guidance applies to all open air events providing musical entertainment irrespective of applicant source. Open air events include events which may be held within a marquee or similar temporary structure.

2. The aim of the guidance

2.1. This guidance is aimed at:

- Applicants – involved in the planning or hosting of open air events which involve musical entertainment;
- Open air event organisers, promoters and consultants of musical events where entertainment is planned – to provide general guidance with respect to acceptable noise levels or where such guidance can be found;
- The public – to provide information regarding the Council's powers with respect to musical entertainment in open spaces;
- Elected Members – to provide an understanding of the potential conflicts in permitting open air musical entertainment and the measures in place to ensure the correct balances are maintained.

2.2. The appropriate planning of events is absolutely essential and PCC shall give careful consideration to this guidance when considering the merits and potential approval of events providing musical entertainment.

2.3. All applicants are required to have regard to this guidance when entertainment is provided as the main attraction or is ancillary to the main focus of the event.

2.4. This guidance does not have regard to risks to hearing, for both those working at an event or the audience, caused by high music volumes, nor does it consider the potential impact music generated vibration can have upon the integrity of temporary and permanent structures.

3. Requirement to notify PCC when recorded or live music is to be provided

3.1. All applicants are required to complete and submit an Event Marketing Form to the Events Team at least 6 weeks prior to an event taking place.

3.2. Where recorded or live music is to be provided, in any form, the applicant shall precisely detail what is to be included within the following sections:

- Full description of the event – page 3;



- Activity at the event – page 5;
 - Temporary structures / equipment – page 7.
- 3.3. Applicants providing recorded or live music should have high regard to the Terms and Conditions of hire – page 12, and particularly Section 6.16 - Noise, Nuisance and Public Address and Section 19 - Prevention of Public Nuisance.
- 3.4. The Event Marketing Form can be found at:
<https://www.portsmouth.gov.uk/ext/documents-external/cul-evntapplform.pdf>
- 3.5. Advice on completing the Event Marketing Form can be located at:
<https://www.portsmouth.gov.uk/ext/documents-external/cul-evnts-gdncnotes-2011.pdf>
- 3.6. Upon receipt of a completed application form, the Events Team will assess the likelihood of noise disturbance based upon the content of the Event Marketing Form.
- 3.7. Further advice upon the required content of the Event Marketing Form with regard to noise is contained within Section 10 onwards.

4. The likelihood of disturbance

- 4.1. Where recorded or live music is to be provided, the Events Team, in conjunction with the Environmental Health service will decide whether the event is likely to cause a noise disturbance.
- 4.2. Factors influencing their decision include, but are not limited to, the:
- size of the audience;
 - timing and duration of the event;
 - numbers of stages and performances;
 - output of sound systems;
 - previous history of compliance;
 - location of the event and staging;
 - inclusion of an admission fee.
- 4.3. Although all of the above will influence their decision, it is the size of the predicted audience which is likely to be the primary consideration.
- 4.4. As a guide, events which have live or recorded music as the primary attraction are likely to be assessed as follows:



- when event attendance / predicted audience size is less than 500, it is considered unlikely that noise disturbance will be caused;
 - when event attendance / predicted audience size ranges from 500 to 5,000, the likelihood of noise disturbance significantly increases;
 - when event attendance / predicted audience size is greater than 5,000, the likelihood of noise disturbance should be a primary consideration during the organisation of the event.
- 4.5. On all occasions, where the Events Team believes that noise is a primary consideration, it will raise these specific concerns directly with Environmental Health.
- 4.6. Upon receipt, where possible, Environmental Health will work with interested parties to try and resolve any potential conflict(s) between the event and its predicted impact upon residents / businesses. Where the conflict cannot be resolved, a recommendation of refusal will usually be submitted by Environmental Health to the Events Team.
- 4.7. Failure to submit adequate information within the Event Marketing Form with regard to the provision and control of recorded or live music to enable the determination of whether noise disturbance is likely, may be considered grounds for the Events Team to refuse the application.
- 4.8. Depending upon the scale of non-conformity or where an applicant has disregarded the recommendations contained within the guidance, future event applications from the same organiser will attract a significantly higher degree of scrutiny and greater emphasis will be placed on dealing with them on a formal basis from the outset, or will result in a recommendation for refusal from Environmental Health.
- 4.9. This guidance will normally be applied to all outdoor events that have the potential to cause widespread noise annoyance, other than in exceptional or unusual circumstances, in which case, any departure from it will require approval. For the purposes of this document *widespread annoyance* is defined as that likely to give rise to more than six complaints from separate households.

5. Policy

- 5.1. PCC has an adopted policy for the investigation of noise disturbance. Complaints regarding noise from open air events will be investigated in accordance with this Policy.
- 5.2. A copy of the Policy can be found at:
<https://www.portsmouth.gov.uk/ext/documents-external/cmu-noise-policy.pdf>



6. Conditions

- 6.1. Where an application for recorded or live music is deemed likely to cause *widespread annoyance*, additional event terms will include conditions specifying what additional measures applicants will need to undertake prior to and during the event with respect to noise control.
- 6.2. The scale of the event and the information contained within the Event Marketing Form will influence the form and application of conditions.

7. Environmental Protection Act 1990

- 7.1. PCC receives approximately 2,500 noise nuisance complaints from separate households each year. In each case, we aim to work with all parties to resolve any noise problems that may arise. In approximately 10% of cases, legal action is required to protect residents from nuisance.
- 7.2. PCC accepts that there is no right to absolute peace and quiet and expects people to be tolerant of occasional disturbance from noise whatever its source.
- 7.3. What is more, controlled noise from events held for the general benefit of the residents of Portsmouth, despite their potential to give rise to a high number for complaints, may cause less reported nuisance as they are enjoyed by many and generally tolerated and accepted by the community as a whole.
- 7.4. PCC does however aim to effectively investigate serious or persistently unacceptable levels of environmental noise and thereby maintain a quality of peaceful life through the prevention and abatement of statutory nuisance. These guiding principles are duplicated with respect to noise created by open air musical events or events where music is ancillary to the main focus of an event.
- 7.5. Where it is established that noise from an event is causing a statutory nuisance, PCC has a duty to serve an Abatement Notice, requiring that the nuisance is abated. In cases where an application has been submitted and approved it may be appropriate to serve this document upon the applicant as the person responsible for the nuisance. In cases where Notices are not complied with, that person is subject, upon conviction, to a fine not exceeding £20,000.

8. Code of Practice on Environmental Noise Control at Concerts

- 8.1. This national Code of Practice, currently going through a process of review, was issued by the Noise Council in 1995. It remains the most up-to-date guidance on the control of noise from outdoor concerts. It is available free from the Chartered Institute of Environmental Health website at:
http://www.cieh.org/policy/noise_council_environmental_noise.html
- 8.2. The Events Team and Environmental Health will have regard to this Code when considering the appropriateness of event applications. Applicants of events expecting audience sizes of greater than 5,000 are strongly advised to be familiar with this document prior to submitting an Event Marketing Form.



- 8.3. Depending upon the circumstances and nature of the event, Environmental Health reserves the right to specify its own target noise criteria. Each application, and the necessity for control, will be considered on a case by case basis.

9. Licensing Act 2003

- 9.1. Any premises where regulated entertainment takes place is likely to require a Premises Licence or be the subject of a Temporary Event Notice. If such activities take place without the benefit of either, then an offence may be committed.

- 9.2. For further information see PCC's website at:
<https://www.portsmouth.gov.uk/ext/business/licensing/premises-licences.aspx>

10. Details to be included within the Event Marketing Form regarding noise

- 10.1. Any, and all, measures to mitigate the impact of noise from music sources must be detailed in the Event Marketing Form.

11. Event guidance

11.1. Before the event

- 11.1.1. The most effective controls will be achieved by considering noise at the planning stages and adopting measures at the outset to minimise the impact of noise.

11.2. Location and timing

- 11.2.1. When deciding upon the location for an event, applicants need to consider the potential impact that noise from the event may have on local residents.

- 11.2.2. All open spaces in Portsmouth are in close proximity to densely populated residential areas and therefore applicants may have to accept that they may either need to downscale their proposals, restrict the number of days the events take place and/or limit the time at which the music is played prior to an application being granted.

- 11.2.3. Applicants should note that it is unlikely that high levels of music be permitted after 23:00 hours.

11.3. Performance areas

- 11.3.1. Once the site is decided upon, consideration of the most appropriate position on the site for the stage and direction of the speakers is required.

- 11.3.2. The applicant must accept that, in the vast majority of cases, speakers must be directed away from the nearest residential accommodation. The visual advantages of locating stages close to landmark buildings may need to be compromised if noise controls are negatively affected.



- 11.3.3. All speakers should direct sound at, and downwards towards, the audience in order to reduce the over-spill into the surrounding area.
- 11.3.4. In view of the restrictions placed upon sites as a result of their proximity to residential accommodation, applicants need to carefully consider stage location and the benefits that increasing distance from dwellings may bring against the negative impacts of directing speakers towards residents.

11.4. Local climatic conditions

- 11.4.1. Portsmouth's onshore south-westerly prevailing wind is likely to carry noise towards sensitive receptors. These conditions are variable and are likely to vary over the duration of a single event. Audible noise at sensitive receptors is therefore likely to fluctuate considerably according to wind direction and strength. Monitoring requirements are likely to be dramatically influenced by the wind conditions experienced on the day of the event.
- 11.4.2. Depending upon the area chosen, orientation of the stage etc., if the wind is directed away from the audience then some may experience difficulties in hearing the performers. Volumes should not be adjusted to compensate as noise receptors downwind will suffer as a result. Events taking place in strong / gusting wind conditions may have to accept lower levels of entertainment volume than would otherwise be anticipated.

11.5. Type of event

- 11.5.1. Applicants must consider the type of entertainment to be provided. Some acts will result in higher sound levels than others and some acts may have higher levels of low frequency noise. Low frequency noise has more energy than high frequency noise, will travel further, penetrate buildings and therefore result in increased disturbance to local residents.
- 11.5.2. Applicants must pay particular attention to the control of low frequency noise and explain how it will be controlled within the Event Marketing Form.

11.6. Larger scale events - audiences greater than 5,000

- 11.6.1. The amplification of most bands consists of amplifiers and speakers for the instruments and vocalists. Sound is mixed and balanced by a sound engineer at a sound desk prior to and during the performance.
- 11.6.2. The use of noise limiters/compressors is likely to be required as this sets a maximum volume across all frequencies for the music.
- 11.6.3. In order for the performers to be aware of the sound around them, a 'backline' of speakers is commonly positioned on stage. This equipment may not be directly controlled by the sound desk and it is essential, therefore, that sound engineers are fully aware of the necessary restrictions on sound levels and are in a position to set up the backline to enable full control to be exercised during the performance. Applicants must satisfy themselves that the levels are set accordingly.



- 11.6.4. The output of the sound system(s) should be suitable for the size of the event.
- 11.6.5. It is important that bands booked to appear are aware of the need to be sensitive to potential noise problems and must accept restrictions that may be imposed.
- 11.6.6. Applicants should be aware the Events Team is unlikely to approve simultaneous performances at different locations, unless these are controlled / co-ordinated within a single multistage event / festival. This will avoid music from one sound system interfering with another and possibly of noise levels being increased as a result.

11.7. Sound systems

- 11.7.1. Where events are sufficiently large, the applicant should employ a sound system that uses circuit speakers (i.e. a range of relatively low powered speakers sited around audience rather than one with a bank of speakers either side of the stage).

11.8. Monitoring

- 11.8.1. For events with a predicted audience size between 500 and 5,000, applicants may be required by condition to monitor noise at predetermined positions. This will require the applicant to listen to the music and make a judgement based on qualitative criteria of the likely impact.
- 11.8.2. All assessments shall be recorded within a monitoring log which shall be returned by the applicant to the Events Team after the event. An example of a monitoring log can be found in *Appendix 1*.
- 11.8.3. It will be necessary for the applicant to appoint a responsible person for entertainment volumes to ensure that noise does not cause unreasonable disturbance to local residents and the monitoring conditions are complied with.
- 11.8.4. The appointed person shall be on site and contactable during the event and have the necessary authority to reduce volumes. It is important that the nominated responsible person is not exposed to high levels of noise at any time during the event to ensure that their ability to assess impact upon residents is maintained.

11.9. Measurement

- 11.9.1. In addition to the requirements of Section 11.8, events with a predicted audience size exceeding 5,000 may be required by condition to undertake the measurement of entertainment noise levels by a competent person using a sound level meter Teamer to ensure predetermined noise target criterion are not exceeded. Examples of possible conditions are attached in Appendix 2.
- 11.9.2. Depending upon the profile of the event or other factors Environmental Health may deem audience size events of more than 5,000 people to be more likely to give rise to disturbance (see Section 4) or fall within the 'exceptional circumstances' (as defined in Section 11.11).



11.10. Acoustic consultants

- 11.10.1. In addition to Section 11.8 and Section 11.9, events with a predicted audience size greater than 10,000 may be required to commission a suitably qualified acoustic consultant to help plan the event and to monitor noise levels throughout the event.
- 11.10.2. For these events, the applicant shall include a noise survey to determine the background noise levels at locations around the site. It is expected that an acoustic consultant will need to be involved in this process from the outset.
- 11.10.3. The Institute of Acoustics is the professional body for acoustic consultants and there is a list of registered consultants on their website at: www.ioa.org.uk
- 11.10.4. In addition, applicants may wish to look at the website of the Association of Noise Consultants at: www.association-of-noise-consultants.co.uk

11.11. Exceptional circumstances

- 11.11.1. Only in exceptional circumstances will an event be allowed to exceed the normal maximum allowable noise levels. This will be with the express permission of the Council and be part of an agreed Noise Management Plan (NMP)
- 11.11.2. Exceptional circumstances are likely to occur when the event is predominantly musically based (such as a music festival) and / or its scale significantly exceeds an audience of 10,000 people.
- 11.11.3. Where such circumstances occur, events may be subject to necessary Member endorsement.
- 11.11.4. When such situations occur the following will be necessary:
- organisers will appoint a reputable acoustic consultant at their expense to manage and control noise levels;
 - maximum permitted noise levels will be agreed at the nearest noise sensitive premises and other suitable locations;
 - the impact of these levels in terms of public disturbance will be understood, acknowledged and accepted during the approval process;
 - the increased likelihood of significant levels of complaint will be recognised;
 - communication with residents with respect to the magnitude of disturbance will be undertaken;



- investigation of complaints of noise nuisance and levels in accordance with those agreed will be undertaken by event organisers and their consultants
- organisational arrangements will be monitored and reviewed;
- identified problems will be addressed prior to repeat performances being permitted.

11.12. Cumulative impact

- 11.12.1. The impact of repeated use of the open areas is likely to generate greater concern to residents, even if each is operated by a different applicant.
- 11.12.2. Acceptable levels of noise from repeated use of areas are likely to be significantly lower than those permitted for a single event within a 12-month period. The target noise criteria may therefore become more stringent as the number of events from a single applicant increases.

11.13. Public relations

- 11.13.1. Depending upon the size of the event, applicants may be required to deliver a briefing note to noise sensitive premises around the site, advising residents when and where the concert or event is to take place, asking for their tolerance, advising of the precautions being taken against disturbance and giving a telephone number where someone responsible can be contacted in case of problems. Alternative notification methods will be considered.
- 11.13.2. The Events Team and Environmental Health has considerable experience in managing open air events which has shown that, where people are aware of what is to take place and how to contact someone if there are any difficulties, then very few people will feel the need to make an official complaint.

11.14. The event - set up

- 11.14.1. For all larger events exceeding an audience of 5,000 sound propagation tests shall be carried out, where possible, on the day of the event, not before 10:00 hours, to ensure that sound levels at the prescribed locations are as expected - taking into account the weather conditions on the day.
- 11.14.2. The applicant's responsible person shall ensure that sound levels are correct/meet the noise targets criterion to minimise further adjustment during the event. Where such tests are necessary, levels will be recorded.

11.15. During the event

- 11.15.1. Monitoring/measuring as required by the Events Team or Environmental Health will be carried out by the applicant, the applicant's nominated responsible person or the applicant's consultant at the



predetermined monitoring positions throughout the event, and a record kept of the monitoring results.

- 11.15.2. Action must be taken to reduce noise levels where the agreed noise assessment / levels are exceeded. Records of all monitoring/measuring must be kept, along with an explanation for the reason for the breach and the action taken to resolve the problem.
- 11.15.3. Where a complaint hotline is required, it shall be manned at all times during the event, from before the sound propagation test and until all members of the public have left the area. Any complaints should be passed on to the applicant/the appointed responsible person. Action should be taken to investigate all complaints and, where appropriate, remedial action taken.
- 11.15.4. The applicant should remember that noise levels set during the sound propagation test may vary at noise sensitive premises and may need to be reduced as a result of climatic conditions. Whilst the setting of maximum levels is recommended, sound levels should not be run at these levels if lower noise levels are sufficient for the purposes of the event.

11.16. After the event

- 11.16.1. The results of the noise monitoring/measurement shall be submitted to the Events Team along with details of any complaints received and the action taken to resolve them.
- 11.16.2. If it is proposed that the event is repeated, consideration shall be given to compliance with conditions, the number of complaints received and the applicant's ability and co-operation in controlling music from the event.



Appendix 1

Example of sound monitoring form

Noise monitoring form page 1

Event name:.....

Applicant:.....

Name of responsible person:.....

Sound Monitoring Instructions

1. Regular observations (at the start of the event and then at the start of each new performance within each consecutive period of 60 minutes until the end of the event) shall be undertaken by a responsible person at the following locations:

- a)
- b)
- c)

(See map attached) *map not included in this example*

2. A log of each observation shall be kept. The log shall include the following details:

- A – Inaudible (no noise can be heard)**
- B – Detectable (when bass thump/PA is heard during lulls in traffic movement)**
- C – Noticeable (when bass thump/PA is heard above traffic noise)**
- D – High (when elements of the music are identifiable at any time, such as lyrics or words spoken/sung, guitar noise, drums or other instruments through the PA are identifiable)**

Note: if C or D is recorded, the sound engineer/license holder must be contacted immediately to have the sound level reduced. You must then return to the monitoring location where C or D was recorded to reassess whether the reduction in sound level is enough to achieve A or B. If it is not, then the sound engineer/license holder must be approached again for a further reduction in sound levels. This process must be repeated until an acceptable noise level (i.e. A or B) is reached.



Sound monitoring form page 2

Date: Music style:.....

Person recording description of noise:.....

Example of Time	Example location			Example of weather / wind direction	Example comment
	1. Opposite Saville Court (Clarence Parade)	2. Beside roundabout, junction of South Parade and Clarence Parade	3. Opposite Junction of South Parade and Burgoyne Road		
Sound check	C	B	B	SW	Levels reduced until A&B recorded during check
10.30am	B	A	A	SW	
11.30am	A	A	A	SW	
12.30pm	B	B	B	SW	
1.30pm	C	D	D	S	Immediately reduced levels and reassessed
2.30pm	B	B	B	SE	
3.30pm	B	C	B	SW	
4.30pm	A	A	B	SW	Immediately reduced levels and reassessed
5.30pm	A	B	B	S	



Appendix 2

Example noise control conditions

1. The licensee shall appoint a suitably qualified and experienced noise control consultant, to the approval of Environment Health, no later than *****. The noise control consultant shall liaise with all parties including the Licensee, Promoter, sound system supplier, sound engineer and Environmental Health on all matters relating to noise control prior to and during the event. A report detailing the noise control strategy, approved by Environmental Health, shall be in place by close of business on *****. The report for approval shall be submitted at the latest by close of business on *****.
2. The noise control consultant shall carry out a survey to determine the background noise levels (as defined by the Code of Practice on Environmental Noise Control at Concerts) at three locations ***** (DETAILS OF LOCATIONS) ***** around the venue representative of the noise sensitive premises likely to experience the highest noise level as a result of the concert. The information obtained from this survey shall be made available to Environmental Health by *****.
3. Neighbouring residents that are likely to be affected by the noise are to be mail-dropped by the event organiser. The mail drop will include the details of the event including the times of likely disturbance and shall include a contact telephone number for complaints to be made. The extent of the mail drop will be approved by Environmental Health.
4. A noise propagation test shall be taken at least two hours prior to the start of the event in order to set appropriate control limits at the sound mixer position. The sound system shall be configured and operated in a similar manner as intended for the event. The sound source used for the test shall be similar in character to the music likely to be produced during the event.
5. The control limits set Team at the mixer position shall be adequate to ensure that the Music Noise Level shall not at any noise sensitive premises exceed ** dB(A) (or **dB in either of the 63 Hz or 125 Hz octave band frequencies) over a 15 minute period throughout the duration of the concert.
6. The control limits set Team at the mixer position shall be adequate to ensure that the Music Noise Level shall not at any noise sensitive premises exceed ** dB(A) (or **dB in either of the 63 Hz or 125 Hz octave band frequencies) over a 15 minute period throughout any sound check for the event.
7. The Licensee shall ensure that the promoter, sound system supplier and all individual sound engineers are informed of the sound control limits and that any instructions from the noise control consultant regarding noise levels shall be implemented.
8. The appointed noise control consultant shall continually monitor noise levels at the sound mixer position and advise the sound engineer accordingly to ensure that the



noise limits are not exceeded. Environmental Health shall have access to the results of the noise monitoring at any time.

9. Sound checks are permitted only between the following hours:
**** hours to **** hours.

10. Music from the event is permitted only between the following hours:
**** hours to **** hours.



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Agenda Item 11



Portsmouth
CITY COUNCIL

Agenda item:

Title of meeting: Environment & Community Safety Decision meeting

Date of meeting: 14th November 2014

Subject: Waste Disposal Contract

Report by: Head of Transport & Environment

Wards affected: All

Key decision: Yes

Full Council decision: No

1. Purpose of report

- 1.1. The purpose of this report is to outline the options currently available for the future of the waste disposal contract and recommend a change to the existing contract.

2. Recommendations

- 2.1. To extend the household waste disposal contract, in line with the existing contract provision from its current expiry in 2023/5 to a co-terminus date of 2030. This is subject to agreement by all parties including the contractor and partner authorities.
- 2.2. That authority is delegated to the Head of Service for Transport & Environment, S151 Officer and City Solicitor to work with partner authorities to deliver the required changes in contractual arrangements.

3. Background

- 3.1. Portsmouth City Council (the city council), along with Hampshire County Council (HCC), Southampton City Council (SCC), is a Waste Disposal Authority (WDA) and has a statutory duty for the disposal of municipal waste arising in Hampshire. In order to fulfil this function the three WDAs have each entered into a service contract with Veolia Environmental Services Hampshire (Veolia) for the treatment and disposal of household waste.
- 3.2. All 14 waste authorities of Hampshire (Disposal and Collection) are partners, along with Veolia, in Project Integra, the collective and integrated waste management system for Hampshire.
- 3.3. HCC manages the contract on behalf of the city council and SCC under a tripartite agreement which was agreed in 2009.

- 3.4. Any changes to the joint arrangements will require approval from the other WDAs, and HCC and SCC will be seeking similar approvals through their decision making processes.
- 3.5. The tripartite agreement establishes a cost and income sharing mechanism based on input percentages for both the main waste contract infrastructure and the Household Waste Recycle Centre network. The agreement also establishes Service Level Agreements for the additional contract and data administration that the HCC delivers on behalf of the city council.
- 3.6. This integrated approach to waste management was novel for the UK when introduced by Hampshire in the early 1990's in response to a shortage of landfill, and public demand for greater recycling. As a result of this approach, and an investment of c. £200million, a world class suite of infrastructure has been delivered through Veolia's waste management contract. This includes:
- 3 Energy Recovery Facilities (ERFs);
 - 2 Material Recovery Facilities (MRFs);
 - 2 Composting Facilities; and
 - 10 Transfer Stations.
- 3.7. The current contract with Veolia is for a period of 20 years from the commissioning of the ERFs (2003, 2004 & 2005 in DC1 (North), DC3 (West), and DC2 (East) respectively).
- 3.8. There is a provision within the contract (Articles of Agreement 3.1.2) for an extension for a further period of up to 10 years.
- 3.9. The nature of the Public Private Partnership contract put a high level of risk onto Veolia. Examples of the risk held by Veolia include:
- 3.9.1. Risk of investing and building the assets;
- 3.9.2. Operational risk (e.g. achieving availability of assets, capital, and maintenance costs); and
- 3.9.3. Risk of (upside and downside) income e.g. energy, recycle, profit generated by selling spare ERF capacity to other parties (i.e. commercial and industrial (C&I)).

4. Performance

- 4.1. Project Integra was seen as a 'leader' amongst its peers based upon one of the pathfinder Public Private Partnership waste management contracts, and upon its leading financial performance. The investment, coupled with the waste management agreement, has enabled the partnership to perform ahead of its peers against a number of performance metrics:-
- 4.1.1. National leading landfill diversion rate (Hampshire County Council 93.73 in 2012/13)
- 4.1.2. Contract variations have been agreed over the past 17 years which have released savings to the Waste Disposal Authorities. A contract variation agreed in 2009, enabled:-
- c. £1.6M annual discount achieved

- c. £1.5M one off rebate
- Income share arrangements (2013 income share was £6.3M)

4.1.3. Chartered Institute of Public Finance and Accountancy (CIPFA) statistics illustrate Hampshire County Council to be top performing cost per head in comparison to peers

4.2. The city council's performance in this regard is similar, with the percentage of municipal waste being sent to landfill standing at below 10%, which means over 90% of all municipal waste is either recycled, reused or used to generate energy at the ERF.

5. Future strategic direction of waste disposal

5.1. The gross waste disposal contract budget is £5.7m pa. Once income from the sale of recyclable materials and profit share on commercial capacity is added in this reduces the net cost to the city council for this service to £4.7m pa. This represents over 30% overall Environment & Community Safety portfolio budget. As part of the upcoming fiscal constraints, and the need to deliver efficiency savings, a review of the waste disposal contract was undertaken, led by HCC, to determine the optimal way to drive efficiencies and modernise services against a backdrop of emerging EU policy involving rising recycling targets.

5.2. An option appraisal was undertaken to consider the medium to long term strategic benefits and efficiencies from:-

5.2.1. Base case: the current contract arrangements (up to 2023/5);

5.2.2. Scenario 1: an operate-and-maintain partner or alternative delivery model to operate the facilities beyond the expiry of the current contract from 2023/5 up to 2030;

5.2.3. Scenario 2: an extension to the contract to 2030 (invoking the existing contract clause); and

5.2.4. Scenario 3: early termination of the contract with Veolia, moving to an alternative operate-and-maintain partner from 2016/17 to 2030.

An outline of the pros and cons of each scenario is shown in Appendix B.

5.3. HCC (as part of its tripartite role) has led discussions with Veolia to explore the nature of a contract extension for 5-7 years to 2030 to enable efficiencies to be delivered from 2015. A number of options and sub-options were explored to determine if they met the objectives of the value for money review.

5.4. Veolia have put forward an 'outline' proposal to the WDAs following those discussions. The financial details of this offer is commercially confidential, and outlined in Appendix A of this report. The offer put forward:-

5.4.1. Will not alter services delivered to the city council under the contract, nor the services delivered to the public;

5.4.2. Will not change the risk profile of the contract to the city council; and

5.4.3. Will enable efficiencies to be delivered from 2015.

5.5. An integral part of the extension is a commitment from Veolia to jointly invest, with the WDAs, in developing and implementing efficiencies to service delivery aligned

to emerging policies. HCC is working with its private sector partner, Deloitte, to review the strategic relationship management of this contract to ensure a lean but robust contract management approach which enables all parties to modernise services and deliver efficiencies.

5.6. A Strategic Steering Board has been set up to govern the strategic relationship between the WDAs and Veolia. The Board will embrace a collaborative culture, seeking out innovation and service evolution so that all parties continue to benefit from modern service provision through to contract expiry. The Board will have two main functions:

5.6.1. To review service and partnership performance – Ensure the service is delivered to a high standard as expected under the contract, to collectively make suggestions for efficient management or improvement in relation to the service.

5.6.2. To drive strategic improvement – To be Innovative: Develop and/or consider proposals for service improvement and for greater cost-effectiveness in the delivery of the services on a whole life cycle costs basis, in particular by studying examples of best practice elsewhere. Also, to anticipate and consider proposals for any change in the service that may be required, for example, by any change in law or policy, or by any change in economic or social circumstances or expectations.

5.7. A full review, including financial appraisal, has been undertaken by the consultants supporting the WDAs (Jacobs and Deloitte), along with senior officers from waste management and finance. As a result of a confidentiality agreement between the WDAs and Veolia, the financial details of the options are considered commercially confidential and therefore restricted to Appendix A of this report.

6. Contract negotiations and recommended outcome

6.1. The recommended option is Scenario 2 (extension to the current contract to 2030). This option enables the city council to deliver its medium term strategy and efficiencies working with Veolia to jointly modernise services.

7. Reasons for recommendations

7.1. The review of waste disposal contract has been necessitated by the need for the city council to meet its efficiency savings targets. The decision to pursue the recommended option is supported by a comprehensive consideration of several options including a detailed value for money review (Appendix A).

7.2. The rationale for the preferred option is:

7.2.1. It enables the WDAs to deliver their medium term strategy and efficiencies working with Veolia to jointly modernise services;

7.2.2. Provides certainty of financial benefit i.e. Veolia willing to sign a deal quickly without the need for a resource intensive procurement process;

7.2.3. Veolia have proven their delivery capability which has enabled Hampshire to be a high performing waste management authority;

- 7.2.4. The advice from HCC is that the relationship with Veolia has improved over the past 18 months. Officers and Members from the city council have met with Veolia to confirm that this is the case.
- 7.2.5. Veolia take operational and maintenance risk on the aging plant – costs for undertaking this appear consistent with market prices;
- 7.2.6. Any 'end of contract' risks, such as liquid market, feedstock risks, latent defects, etc, are mitigated for a further 5 years

7.3. The recommended outcome will enable the city council, and its WDA partners, to deliver their medium term strategy and efficiencies by working with Veolia to jointly modernise services. It will also provide certainty of financial outcome as an agreement can be reached without the need for a resource intensive procurement process.

8. Equality Impact Assessment (EIA)

8.1. This report does not require an equalities impact assessment as the recommendations proposed in the report will not have a disproportionately negative impact on any specific equality groups.

9. Head of legal, licensing & registrars' comments

9.1. Base Case: The Contract commenced on 25 March 1997 and is to continue until the end of the *Third Phase*. The commencement of the *Third Phase* varies for each *Contract Area*. The City Council falls within DC2 – south east Hampshire which will expire on 8 April 2025.

9.2. Scenario 1: this will allow for the natural expiry of the current Contract. Thought is to be given as to how the City Council will tender for delivery of the service (and the costs incurred as a result). The city council's obligations as a waste disposal authority must continue to be met.

9.3. Scenario 2: Clause 3.1.2 of the Contract provides that no later than five years before the end of the Contract Period (by 4 April 2020), the parties (HCC and Veolia) shall commence discussions regarding intensions for the provision of waste disposal services after the end of the Contract period. This provision is subject to the agreement of both parties and allows for a possible Contract extension for a further period not greater than 10 years (up to 2035).

9.4. The Tripartite Agreement ("the Agreement") between HCC, the city council and SCC (the (most recent dated 16 October 2009). Clause 11 of the Agreement does provide that no variation is to be made to the Agreement except in writing by all parties.

9.5. If scenario 2 is applied (extension of the Contract within the extension provision) all parties must be mindful to ensure any possible efficiencies (as stated at point 5.4 of the Report) delivered post 2015 do not alter the scope of the service or the risk profile so that they are beyond or materially different from the scope contained within the original OJEU notice.

- 9.6. Scenario 3: This proposes early termination of the Contract (pre 8 April 2025). The Contract provides for Termination pre the expiry date of 8 April 2025 at Clause 10. Such events are in various cases of Contractor default. Any variation to the contract term outside such contractor default provisions must be in accordance with clause 11 (agreement with both Veolia and HCC).
- 9.7. The Agreement (at clause 3.1) provides that all parties (HCC, SCC and the city council) would have to be in agreement for such variation. Cost would have to be agreed between all parties as the Contract only provides the procedure for costs in cases of default Termination (clause 10). This option would allow for the current Contract structure to be tidied and all authorities to be signatories to any such varied Contract.

10. Head of Finance's comments

- 10.1. The scenarios as set out in the body of the report and in Appendix A have been reviewed and financially appraised. Scenario 3 involves the highest potential costs and carries the greatest level of risk.
- 10.2. Scenarios 1 and 2 have similar overall cost profiles. However, scenario 2 comes with fewer risks and also meets the need of the council to reduce revenue expenditure in 2015/16 and in future years. Under Scenario 1, no financial savings would be realised until 2024.
- 10.3. Approving the recommendation to choose scenario 2 will allow the city council to make financial savings from 2015/16 and exposes Council to the least risk in respect of benefit realisation and service delivery.

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Signed by:

Appendices:

- Appendix A - Financial appraisal of the scenarios (confidential)
- Appendix B - Outline of the pros and cons of each scenario

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by:

Appendix B

Scenario	Pros	Cons
<p>Base Case.</p> <p>Current VES contract up to its natural expiry 2023/5</p>	<ul style="list-style-type: none"> Provides flexibility to potentially benefit from new technology or innovations in the market from 2023 	<ul style="list-style-type: none"> No opportunity to deliver significant savings until after 2023 Potentially undermine the relationship with Veolia Need to procure an alternative in 10 years time e.g. O&M extension, long term contract with new assets, joint venture etc
<p>Scenario 1.</p> <p>VES contract (as is) up to 2023, then an O&M contract from 2023/5 to 2030 tendered in the open market</p>	<ul style="list-style-type: none"> Opportunity for a new contract with tighter performance KPIs and cultural alignment, that promotes innovation Could have greater access to waste income and energy income Ability to optimise opportunities across SE7. Optimise assets, material streams and income share . 	<ul style="list-style-type: none"> Greater risk sits with the WDAs (3rd party income, availability of the facilities and failure of the facilities). Capital reserves would be required to protect against this. 9-12 month procurement process with related costs and possible transition to a new provider New operator (unknown) would present a risk they do not hold the competencies to run an efficient service Veolia may be the only bidder in 2023 (hold an advantage)
<p>Scenario 2.</p> <p>Extend the existing contract with Veolia until 2030</p>	<ul style="list-style-type: none"> Ability to ‘smooth cashflow’ to access benefits from 2015 Provides certainty in current budget process Veolia retain the risks of 3rd party income, availability of the facilities and plant failure Veolia incentivised to invest in assets and promotes joint WDAs/Veolia innovation over the short to medium term 	<ul style="list-style-type: none"> Locked into 5 year contract with Veolia with limited opportunity to transform the service delivery model. Opportunity cost that WDAs could be contractually tied into contract which stops access to the future value of waste as a commodity. The waste market is rapidly changing as secondary raw materials are becoming a valuable commodity albeit in a highly volatile market WDAs contracts will not have co-terminus end dates with other SE7 authorities reducing the opportunity to collaborate There is a legal risk of challenge to the extension (although the contract enables a 10 year extension)
<p>Scenario 3.</p> <p>Early termination of the Veolia contract in 2015 and procure an O&M</p>	<ul style="list-style-type: none"> Provides flexibility to benefit from greater income share earlier Opportunity for a new contract with tighter performance KPIs and cultural alignment, that promotes innovation 	<ul style="list-style-type: none"> Termination cost and resources to negotiate the termination cost could outweigh the potential benefit 9-12 month procurement process with related costs and possible transition to a new provider Greater risk sits with the WDAs (3rd party income, availability of the facilities and failure of the facilities). Capital reserves would be required to protect against this. Market perception of WDAs as a client post termination – could drive bid costs up