



NOTICE OF MEETING

CABINET MEMBER FOR ENVIRONMENT & CLIMATE CHANGE

THURSDAY, 10 OCTOBER 2019 AT 10AM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

Telephone enquiries to Jane Di Dino 02392 834060
Email: jane.didino@portsmouthcc.gov.uk

If any member of the public wishing to attend the meeting has access requirements, please notify the contact named above.

Membership

Councillor Dave Ashmore (Cabinet Member)
Councillor George Fielding

Councillor Robert New

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

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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 Declarations of Members' Interests.**
- 3 Charges at the Household Waste and Recycling Centre. (Pages 5 - 20)**

Purpose.

The purpose of this report is to seek approval from the Cabinet Member for Environment and Climate Change to make two changes to policies used at the

Household Waste and Recycling Centre (HWRCs) at Port Solent. These are to:

- a) Increase the price of a bag of soil and rubble (incl. stonework, clay, bricks, concrete blocks, paving slabs, tiles, ceramic bathroom units) and individual ceramic items, such as a toilet pan, by 50p to reflect the increased cost of disposing of this material and to keep charging in line with the rest of the HWRCs operated by Hampshire County Council (HCC) and Southampton City Council (SCC).
- b) Increase the price point at which individual items require labelling from £5 to £10 to reflect the change in the value of goods that has occurred over time. (This will not change the value of the item only the requirement for it to be labelled.)

RECOMMENDATIONS

That the Cabinet Member for Environment and Climate Change approves an increase in the charge to users for a bag of soil and rubble or other individual ceramic items disposed of at a Household Waste Recycling Centre by 50p to £3.00 to reflect the increase in costs associated with management and disposal of this material and to ensure that charging is kept in line with HCC and SCC HWRC sites which are all managed under the same contract. (For current charges see appendix 1)

That the Cabinet Member for Environment and Climate Change approves a change to the price point at which an item available to be sold for reuse at a Household Waste Recycling Centre should be individually labelled from £5 to £10 to reflect the general increase in the value of goods.

The Director for Housing, Neighbourhood and Building Services is given the delegated authority, in consultation with the Cabinet Member for Environment and Climate Change to agree future changes to the charges for non-household wastes at the Household Waste Recycling Centres to ensure that the City Council can respond rapidly - in partnership with Hampshire County and Southampton City Council to market changes and in keeping with contract timescales and to avoid additional cost burdens associated with any delays.

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Title of meeting:	Cabinet Member for Environment and Climate Change Decision Meeting
Date of meeting:	10 th October 2019
Subject:	Charges at the Household Waste and Recycling Centre
Report by:	Director of Housing, Neighbourhood and Building Services
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1 The purpose of this report is to seek approval from the Cabinet Member for Environment and Climate Change to make two changes to policies used at the Household Waste and Recycling Centre (HWRCs) at Port Solent. These are to:
- a) Increase the price of a bag of soil and rubble (incl. stonework, clay, bricks, concrete blocks, paving slabs, tiles, ceramic bathroom units) and individual ceramic items, such as a toilet pan, by 50p to reflect the increased cost of disposing of this material and to keep charging in line with the rest of the HWRCs operated by Hampshire County Council (HCC) and Southampton City Council (SCC).
 - b) Increase the price point at which individual items require labelling from £5 to £10 to reflect the change in the value of goods that has occurred over time. (This will not change the value of the item only the requirement for it to be labelled.)

2. Recommendations

- 2.1 That the Cabinet Member for Environment and Climate Change approves an increase in the charge to users for a bag of soil and rubble or other individual ceramic items disposed of at a Household Waste Recycling Centre by 50p to £3.00 to reflect the increase in costs associated with management and disposal of this material and to ensure that charging is kept in line with HCC and SCC HWRC sites which are all managed under the same contract. (For current charges see appendix 1)
- 2.2 That the Cabinet Member for Environment and Climate Change approves a change to the price point at which an item available to be sold for reuse at a

Household Waste Recycling Centre should be individually labelled from £5 to £10 to reflect the general increase in the value of goods.

- 2.3 The Director for Housing, Neighbourhood and Building Services is given the delegated authority, in consultation with the Cabinet Member for Environment and Climate Change to agree future changes to the charges for non-household wastes at the Household Waste Recycling Centres to ensure that the City Council can respond rapidly - in partnership with Hampshire County and Southampton City Council to market changes and in keeping with contract timescales and to avoid additional cost burdens associated with any delays.

3. Background

Soil and Rubble charge increase:

- 3.1 On 1st October 2016, Hampshire County Council introduced charges at their 24 HWRC sites for non-household items including soil/rubble incl. ceramic items, plasterboard and asbestos. A decision was made to also implement the charging at the Portsmouth site to ensure that users were not diverted to Portsmouth from other sites where charges were applied to avoid paying the charges - as this would have increased the costs to PCC. Southampton City Council also introduced the charge and this meant that from the 1st October 2016 charges were applied at all HWRCs across Hampshire.
- 3.2 The charges were set at a level that covered the costs of managing and disposing of these non-household waste-types and have not changed since their introduction.
- 3.3 Material markets fluctuate and due to a change in the composition of the material that people are disposing of there has been a consequential shift in the market - the proportion of the material that is soil has reduced over the last two years - this is the most valuable element to the market place. This has led to an increase in processing costs. It is believed that the charges have resulted in residents seeking to reuse or minimise the amount of waste produced and therefore minimise the charges for disposal and it is often easy to reuse or sell the soil element to other residents. This leaves a more rubble based material being disposed of which has a lower value.
- 3.4 Veolia use a combination of outlets to achieve a best value solution whilst also ensuring that as much of the material as possible is recycled.
- 3.5 The site has an average of 500 paying customers per month and about 375 of these are Portsmouth residents.

Individual Pricing for Resale:

- 3.6 Each of the 26 HWRCs operated by Veolia on behalf of Hampshire County Council, Southampton City Council and Portsmouth City Council has a sales

area where items that are suitable for reuse can be displayed and sold to site users. This has the benefit of pushing material up the waste hierarchy for reuse. This is a more preferable option than recycling and also provides an income that offsets some of the management fees associated with the delivery of the service.

- 3.7 The Sales Area Policy sets out the way in which the reuse areas at each of the HWRCs are managed. This includes a requirement for all items that the site deem to have a value of over £5 to be labelled.
- 3.8 This requirement in the policy has not changed for almost 20 years and in that time the value of goods generally has changed, as has the type of things that residents dispose of at the HWRCs.
- 3.9 It is proposed that in recognition of the fact that there have been no changes to the policy, and that goods have risen in value, the policy is amended to state that items over £10 in value need to be individually labelled. This will reduce the amount of time spent by site staff managing the resale areas with no impact to the public who will continue to be able to negotiate the prices as they do currently.

4. Reasons for recommendations

Soil and Rubble/ceramic items Charges:

- 4.1 There have been no other price increases since charges were first introduced. The price increase only applies to soil and rubble and individual ceramic items.
- 4.2 The price increase has been agreed by HCC and SCC at all the other Hampshire HWRC sites. By increasing the charges in line with the Hampshire and Southampton sites, we eliminate the risk that residents would travel to the Portsmouth site to avoid the increased charges.
- 4.3 PCC currently does not pay any costs for these material stream (as it is not household waste) and would incur additional costs if the proposed price change is not implemented.

Individual Pricing for Sale:

- 4.4 This will not impact on the actual prices of items, but will save time labelling items between £5 and £10.

5. Equality impact assessment

5.1. A full EIA has been completed. Whilst there is an impact on some groups who are on low incomes, the charges apply to a small number of items and are items not disposed of on a regular basis.

6. Legal implications

6.1 The report is appropriately balanced. The EIA as dealt with above reveals that whilst there are potential risks the ongoing risks are limited. The proposals are compliant with the E.P.A 1990 and the Local Authorities (Prohibition of Charging Residents to Deposit Household Waste) Order 2015 in that there remains a discretionary basis for charging until 1st April 2020.

7. Director of Finance's comments

7.1 The proposed increase in the charge to users of the HWRC for the disposal of Soil and Rubble incl. ceramic items should meet the additional cost levied on the Council by the Waste Disposal Contractor Veolia and will avoid the need to make savings elsewhere within the budget to meet this additional cost.

7.2 If the Council did not increase charges in line with Southampton and Hampshire the Council could see an increase in the amount of these chargeable items disposed of at its own HWRC which could increase operating costs.

7.3 The change to the price point at which an item available to be sold for reuse at a Household Waste Recycling Centre should be individually labelled from £5 to £10 will have no financial impact.

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Signed by:

James Hill - Director of Housing, Neighbourhood and Building Services

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

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by Cabinet Member for Environment and Climate Change on 10 October 2019

.....
Signed by:

Councillor Dave Ashmore - Cabinet Member for Environment and Climate Change

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List of chargeable items at the HWRC

Extract from the FAQ's on PCC website:

'What items will I be charged for?

Soil, rubble, stonework, clay, bricks, concrete blocks, paving slabs, tiles, ceramic bathroom units, plasterboard, cement-bonded asbestos sheets. There will be no charge for crockery or clay flowerpots.

How much will it cost?

Soil and rubble - £2.50 per standard rubble sack or per item (e.g. pedestal basin)

Plasterboard - £10 per sheet or £6 per standard rubble sack.

Asbestos - £12 per sheet or standard rubble sack – only available at Andover, Basingstoke, Efford, Netley and Portsmouth.

For all these materials a standard sized rubble sack is purchasable at most DIY stores. Part-filled bags will be charged as a whole bag.

Which HWRC sites in Hampshire are charging?

The charges apply at all 26 HWRCs in Hampshire, including Portsmouth and Southampton.

Will I pay the same at other HWRCs?

Yes. It's a standard charge that you will pay at all 26 HWRCs in Hampshire.'

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Equality Impact Assessment

Full assessment form v5 / 2013

www.portsmouth.gov.uk

Directorate:

Director of Property

**Function e.g. HR,
IS, carers:**

Waste Management

Title of policy, service, function, project or strategy (new or old):

Household Waste Recycling Centre (HWRC) charging for NON-HOUSEHOLD ITEMS ONLY: soil/ rubble, plasterboard and asbestos and ceramic bathroom items eg WC pan.
October 2019 - Change in policy for pricing in sales area - minimum value that requires a label to raise from £5 - £10 - no changes to pricing just to what needs to be labelled.
Price rise for soil/rubble to reflect increasing disposal costs.

Type of policy, service, function, project or strategy:

New / proposed

Changed

Existing

Lead officer

Colette Hill - Assistant Director for Property & Housing

People involved with completing the EIA:

Colette Hill, Gina Perryman, Antony Galea,
1 November 2019 update - Mark Sage

Introductory information (Optional)

As a Unitary authority, Portsmouth City Council (PCC) is responsible for both the collection and disposal of household waste. This is a statutory function. Part of the waste disposal infrastructure (which is shared with Hampshire County Council (HCC) and Southampton City Council (SCC)) are the 26 HWRC sites. Charging for non-household items was introduced on 1 October 2016 across all Hampshire, Southampton and Portsmouth HWRC sites.

October 2019 - changes to labelling across all 26 sites. Price increase for soil/rubble to reflect increasing disposal costs. Prices may change for chargeable items to reflect changes to disposal costs.

Step 1 - Make sure you have clear aims and objectives

What is the aim of your policy, service, function, project or strategy?

October 2016 -To charge for non-household wastes at HWRC sites. Charging will not apply to household waste (as defined by the controlled waste regulations in the Environmental Protection Act 1990)

October 2019 - To ensure charges are in line with costs associated with non household waste
To amend the sales labelling policy.

Who is the policy, service, function, project or strategy going to benefit or have a detrimental effect on and how?

Portsmouth has areas of high deprivation and charging for non-household items could impact on these residents and their abilities to pay for the disposal of such materials. Ahead of this change in 2016, there were concerns that this could lead to an increase in fly tipping. Monitoring of fly tips level of incidents and related disposal tonnage have not shown such an increase.

An increase in charging could impact on households on low incomes.

What outcomes do you want to achieve?

To implement the changes at the site to ensure that there is no charge for chargeable items made to the council and to make the labelling process more efficient

What barriers are there to achieving these outcomes?

Potential of increased fly tipping due to charges
Impact on residents on low incomes

Step 2 - Collecting your information

What existing information / data do you have? (Local or national data) If you don't have any data contact the Equalities and diversity team for some ideas

October 2016 Portsmouth has areas of high deprivation and charges may be prohibitive for some residents which could lead to an increase in illegal disposal of the listed items.

October 2019 - Portsmouth has not experienced an increase in fly tipping of the chargeable items or in fly tipping overall. Prior to the introduction of charges the average tonnes fly tipped per month were 32.4 tonnes; following the introduction of charges this has reduced to 24 tonnes per month, This will continue to be monitored.

There are approximately 400 paying customers per month during the winter period and about 600 paying customers per month during the summer months. Site user surveys tell us that 75% of users are Portsmouth residents.

16% of City's population are not of White British ethnicity. Over the next 20 years, the population is projected to increase to about 238,000 persons (11% increase). The greatest proportionate increase (49%) will be in population 65+ years which will increase from 14 % to comprise 19% of the total population. The proportion of the total population aged 0-19 years will slightly decline from 24.3% to 23.6%. This tells us that waste arisings are likely to rise. along with a corresponding increase in users of the HWRC site.

The labelling change should not make a material difference to the charges of items in the sales area. It will have an operational impact on the staff at the site.

Using your existing data, what does it tell you?

Data collected since introduction of charging has shown that the number of incidences of fly tipping reported has not increased. Tonnage for collected fly tips has reduced over the same period. (32.4 tonnes per month avg to 24 tonnes per month avg)

A small increase in charges is not likely to lead to an increase in fly tipping although this will need to be monitored.

400-600 users of the site currently pay the charges depending on the time of year and about 75% of them are PCC residents. This change will affect a relatively small number of PCC residents (less than 0.5%) No data is collected at site by the contractor of the site on the characteristics of site users. However, any increase in charges will impact upon those on low incomes. The chargeable items are usually produced as a result of renovation and are likely to be one off rather than an ongoing item that needs to be disposed of.

Step 3 - Now you need to consult!

Who have you consulted with?

If you haven't consulted yet please list who you are going to consult with

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Oct 2016 - The introduction of charging and other

changes was consulted on in 2015/6 and was a Hampshire wide consultation.
There were over 11000 responses and over 400 of these by Portsmouth HWRC users.
Oct 2019 - The increase is to reflect actual management and disposal costs. No further consultation carried out

Please give examples of how you have or are going to consult with specific groups or communities e.g. meetings, surveys

The charging for non household items has been in place since 01/10/16 and the impacts have been monitored. This will continue.

Step 4 - What's the impact?

Is there an impact on some groups in the community? (think about race, gender, disability, age, transgender, religion or belief, sexual orientation, pregnancy and maternity and other socially excluded communities or groups)

Generic information that covers all equality strands (Optional)

The charging for non household items affects all residents of Portsmouth if they use the HWRC site rather than make private disposal arrangements. Users that dispose of the chargeable materials are less than 0.5% of Portsmouth residents. The charges are applied across the whole of Hampshire. They will impact on those on low incomes.

This change will impact most on those on low incomes.

There is no local data on incomes related to the protected characteristic groups - I have used national data.

Ethnicity or race

Using Households Below Average Income (HBAI) data, nationally, and based on the ethnic group of the head of the household, the following percentage of individuals in relative low income (60% of median income) after housing costs.

White - 20%

Mixed/multiple ethnic groups - 36%

Asian/Asian British - 36%

Indian - 23%

Pakistani - 46%

Bangladeshi - 50%

Chinese - 33%

Any other Asian background - 38%

Black/African/Caribbean/Black British - 42%

Other ethnic group - 42%

Gender including transgender

At a national level women are slightly more likely to be in low income households than men. The Households Below Average Income (HBAI) does not have any data relating to gender reassignment

Age

The HBAI data shows that 22% of single pensioners, and 13% of pensioner couples are in relative low income

Disability

The HBAI data shows that 25% of single disabled individuals, 28% of disabled children , 31% of disable working age adults and 16% of disabled pensioners are in relative low income (60% of median income)

Religion or belief

The Households Below Average Income (HBAI) does not have any data relating to religion or belief

Sexual orientation

The Households Below Average Income (HBAI) does not have any data relating to sexual orientation

Pregnancy and maternity

The Households Below Average Income (HBAI) does not have any data relating to pregnancy or maternity

Other socially excluded groups or communities e.g. carers, areas of deprivation, low literacy skills

Those living in areas of deprivation may be affected by the introduction of charges - it is worth noting that household items remain free to dispose of at the HWRC. eg furniture, bric a brac, green waste, etc.

Soil/rubble, plasterboard, asbestos and ceramic bathroom items are chargeable and these are usually produced as a result of renovation and are not typically disposed of on a regular basis.

Health Impact

Have you referred to the Joint Needs Assessment (www.jsna.portsmouth.gov.uk) to identify any associated health and well-being needs?

Yes No

What are the health impacts, positive and / or negative? For example, is there a positive impact on enabling healthier lifestyles or promoting positive mental health? Could it prevent spread of infection or disease? Will it reduce any inequalities in health and well-being experienced by some localities, groups, ages etc? On the other hand, could it restrict opportunities for health and well-being?

There are no obvious health impacts. Continuing to charge for asbestos should discourage residents from 'do it yourself' relating to this material as there is still a cost for disposal which may be a health benefit as this material should only be handled with appropriate PPE and under specific conditions to prevent inhalation of the dust.

Health inequalities are strongly associated with deprivation and income inequalities in the city. Have you referred to Portsmouth's Tackling Poverty Needs Assessment and strategy (available on the JSNA website above), which identifies those groups or geographical areas that are vulnerable to poverty? Does this have a disproportionately negative impact, on any of these groups and if so how? Are there any positive impacts?, if so what are they?

Step 5 - What are the differences?

Are any groups affected in a different way to others as a result of your policy, service, function, project or strategy?

Those groups in low income households are more likely to be affected as outlined above. At a national level, women are slightly more likely to be in low income households than men, but the risk is higher of pensioners living alone and much higher for disabled working age adults and for every ethnic group other than white or Indian. Couples who are not married or in civil partnerships are more likely to be in low income households.

Does your policy, service, function, project or strategy either directly or indirectly discriminate?

Yes No

If you are either directly or indirectly discriminating, how are you going to change this or mitigate the negative impact?

The charges are already in place across Hampshire.

The increase for soil and rubble (from 1 November 2019) will affect any resident carrying out works to their home or garden who needs to dispose of these items. This will usually be a one-off incident rather than a regular requirement to dispose of these types of items.

Step 6 - Make a recommendation based on steps 2 - 5

If you are in a position to make a recommendation to change or introduce the policy, service, project or strategy clearly show how it was decided on

I would recommend that this change is implemented in line with the changes being made at other HWRC sites in Hampshire. However, the impact on fly tipping should continue to be monitored. Additionally, the government has previously suggested that they will produce further guidance regarding charging and this should be considered should it be forthcoming. There has been a financial impact in that charging for these material streams means that the local authority no longer pays for this element of disposal. Fly tipping has not increased, and tonnage for this has reduced over the same period. Changes to charges - 1 November 2019 - continue to monitor fly tipping

What changes or benefits have been highlighted as a result of your consultation?

If you are not in a position to go ahead what actions are you going to take?

(Please complete the fields below)

Action

Timescale

Responsible officer

How are you going to review the policy, service, project or strategy, how often and who will be responsible?

Tonnage and fly tipping rates are reviewed each month. The Assistant Director of Property and Housing (Environment) manages this.

Step 7 - Now just publish your results

This EIA has been approved by:

Contact number:

Date:

Please email a copy of your completed EIA to the Equality and diversity team. We will contact you with any comments or queries about your full EIA.

Telephone: 023 9283 4789

Email: equalities@portsmouthcc.gov.uk