



Portsmouth
Clinical Commissioning Group



Portsmouth
CITY COUNCIL

Equality Impact Assessment

Full assessment form 2018

www.portsmouthccg.nhs.uk

www.portsmouth.gov.uk

Directorate:

Housing, Neighbourhood & building services

Service, function:

Waste collection

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

Waste Collection policy

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

- Existing
- New / proposed
- Changed

Lead officer

Colette Hill

People involved with completing the EIA:

Vince Venus

Introductory information (Optional)

As a unitary authority, Portsmouth City Council (PCC) is responsible for both the waste collection and the waste disposal services. Waste Management services are provided to every domestic household in the City and this is a statutory function.

Currently, Portsmouth residents are not limited on the amount of refuse they can present for collection. In order to introduce a limited capacity refuse collection, 8 trials were conducted in Highbury, Hilsea, North End, Southsea, and Milton and Fratton (2 trials). There are 11,693 households in these areas of which 9844 were given 140l refuse bins to present their weekly waste for collection - with no side waste, and 734 were given a 140l reusable sack, and 1115 were given a 3 standard bin bag allowance.

Households were consulted with prior to the trials beginning. Waste officers started the communications of each trial by door knocking and delivering a letter to all the households in the trial area. Through this communication, approx. 25% households were engaged with on the door and the remaining households received a letter (trials 1-5). Evening drop-in sessions were also held for the first 5 of the trial areas at local community centres (these were not well attended, 9 at the wheelie bin trials, 20 at the Fratton trial event) and were discontinued for the remaining wheelie bin trials). Second communications comprised of leaflets delivered to the residents detailing what to expect when the bin arrived. Final communications occurred alongside the delivery of the refuse wheelie bins preparing residents for the the start of wheelie bin collections for refuse.

The first trial of wheelie bins was 23rd September 2016 and the last trial began on 8th June 2018. Waste officers worked along side the collection crew to provide feedback to residents who had either: placed out side waste, had an overflowing bin or placed black sacks out for collection instead of bin. This exercise was conducted for four - six consecutive collections (depending on what was needed) in order to ensure residents were aware that any extra waste, not in the bin, would be left. After approx. 5 collections in the Fratton bag waste trial, all side waste was removed and noted and letters/visits made to those addresses producing more waste - this was so that the team could deal with those who were not complying with the system without impacting on the streetscene.

During the trial period, households had the opportunity to contact us if they believed they needed a bigger bin for refuse. Larger capacity bins were available (180l and 240l) and additional sacks and bags issued in those trials. The additional capacity was issued after an assessment by Waste Officers. Households qualified for a larger bin if they could show that they are diverting all their recycling out of the refuse and generate more waste than would fit into a 140l bin. Exceptions were made where residents were unable to access on street recycling facilities due to a disability or infirmity. Out of 814 households contacting us for an assessment, 30% households qualified for a larger bin/additional capacity. Of these applicants, 14 had a medical need.

Step 1 - Make sure you have clear aims and objectives

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

The aim of the policy change is to provide 140l (standard) refuse bins for weekly kerbside collections where residents can store a bin off the highway. For properties where storage could be an issue, residents will be able to place up to 3 standard bin bags weekly out for collection. No side waste will be collected - although residents with greater waste needs can apply for a larger bin or bag allowance. The aim is to encourage all residents to participate in the recycling scheme provided by PCC. This includes kerbside collection of paper/card, tins/cans, aerosols, and plastic bottles. On street bring

banks are also provided for glass and textiles. Greater participation should reduce the amount of waste collected and increase the amount of recycling collected.

As well as reducing waste and increasing recycling, street cleanliness should also be improved.

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

This policy will impact on all domestic collections including some HMOs, but except for communal collections for blocks of flats. This will affect approx. 66,500 households. Where properties can store a wheelie bin this will be issued, houses where storage is an issue (primarily flat fronted properties) will move to 3 standard bin bag scheme.

Residents who are elderly, infirm or disabled or have a medical need could suffer a detrimental impact from this change.

There should be benefits in terms of street cleanliness.

What outcomes do you want to achieve?

Reduce rubbish and increase recycling through use of wheeled bins and introduction of 3 standard bin bag limit.

Ensure that the introduction meet the needs and reflected needs of all the residents.

That we comply with the equalities act 2010

A fair and reasonable outcome is achieved for all residents affected by the permanent change in service.

What barriers are there to achieving these outcomes?

Residents may object to having a wheeled bin over the current system

Residents understanding what to do with their rubbish and recycling bins

Storage

Residents identifying to us that they need a larger bin

Language - comprehension of the scheme

Step 2 - Collecting your information

What existing information / data do you have? (Local or national data) look at population profiles, JSNA data, surveys and patient and customer public engagement activity locally that will inform your project, national studies and public engagement.

From the trials, we gathered tonnage data of both refuse and recycling in the trial areas to see if the changes had an impact.

We conducted a residents satisfaction survey after each trial.

Background information was gathered from the Council's equality and diversity strategy 2014-17 (and Draft Equality and Diversity Strategy 2019-21 and the Joint Needs assessment (JSNA).

Using your existing data, what does it tell you?

Refuse tonnage reduced by up to 20% and recycling tonnage increased by up to 6% in all of the trial areas. This indicates that the introduction of wheelie bins and 3 standard bin bag allowance has impacted on how residents manage their waste.

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% increase) will be in the population aged 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%⁹. This tells us that in the future there may be greater demand for assisted collections.

Wheelie bin - 498 respondents - 76.1% were satisfied or very satisfied with new collection method, 93.1% thought street cleanliness had improved or stayed the same, 82.7% were satisfied or very satisfied that their bins were placed back neatly, 72.3% were able to dispose of their weekly waste. Fratton trials - 364 respondents - 37.1% were satisfied or very satisfied with new collection method - this was largely related to waste left behind uncollected which was changed halfway through the trial. 23% felt that street cleanliness improved or stayed the same. This was where side waste was left in the early stages of the trial. 57% were able to dispose of their weekly waste.

Step 3 - Now you need to consult!

Who have you consulted with?

We have consulted with residents of all of the trial areas in Highbury, Hilsea, North End, Southsea, Fratton and Milton. We did this by door knocking, engagement around assessments and via a survey once each trial was embedded.

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

n/a

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

Before the trials started, we door knocked properties who would be affected by the trial (first 5 trials) and engaged with approx. 25% of households. We did also hold 4 drop in sessions which were held in local (to the trial) accessible community centres. Once the trials were embedded, we did a leaflet drop to invite residents to take part in a satisfaction survey which was both online and a paper copy. Out of 11693 households, 862 responded (7.37%)

Step 4 - What's the impact?

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

Generic information that covers all equality strands (Optional)

The general impact on residents will be having to place their wheelie bin for refuse or up to 3 standard bin bags out for collection each week. The bins may obstruct pavements for wheelchair users, parents with buggies, and people who are visually impaired. The impact would be greater on recycling week when both bins will be placed out.

To mitigate this, crews have been instructed to ensure that they return bins neatly to ensure minimum obstruction of the pavement.

Ethnicity or race

In the wheelie bin trials, of the 498 respondents, 7 indicated that they had an ethnic group of Asian or Asian British, or mixed or multiple ethnic groups, 1 indicated that they were either Black, African, Caribbean or Black British and 1 as any other ethnic group.

In the Fratton trials, 4 respondents identified themselves as Asian and British Asian, no other groups were identified with other than White (British).

Feedback from the Highbury trial from a resident of a mixed or mixed ethnic group was that they 'want to recycle more' but knowing 'what to recycle is complicated'. The subsequent communications were made more pictorial and with ticks and crosses to indicate what can go in the recycling bin.

Gender reassignment

There was no specific data collected on gender reassignment but we would not envisage this would cause a negative impact on this protected characteristic.

Age

The change to wheeled bins for refuse or up to 3 standard bin bags may have an impact on residents who struggle to wheel the bin to the collection point, or who struggle to lift a full standard bin bag. In the wheeled bin trial areas 90.9% residents over 65 who responded (n.121) were satisfied or very satisfied with the change to wheeled bins. In the Fratton trials, this number (n. 34) was 53% of residents over 65 who were satisfied or very satisfied.

It is recognised some older people with a medical conditions may have extra waste to be removed, in these cases there would be an exception and more bags of rubbish would be allowed, also it may not be easy for them to take it to the HWRC. The limited size of wheelie bin may have had an impact on residents with medical needs whereby they need to dispose of medical waste into their refuse . Larger bins can also be provided if required or as mentioned extra bin bags would be allowed.

Disability

The change to wheeled bins for refuse or up to 3 standard bin bags may have an impact on residents who struggle to wheel the bin to the collection point, or who struggle to lift a full standard bin bag due to a disability. In the wheeled bin trial areas 84.21% residents with a disability who responded (n. 38) were satisfied or very satisfied with the change to wheeled bins. In the Fratton trials, this number (n.17)was 23% of residents who responded with a disability were satisfied or very satisfied.

Some people including children with a disability may have extra medical waste so a larger bin can be provided if needed or extra bin bags will be allowed.

There is the possibility that residents with a disability may struggle to manoeuvre the wheelie bin, as with an older person, an assisted collection can be set up. Assisted collections enable the crew to collect refuse/recycling from an agreed point and place back the container after it has been emptied. However, the crew are unable to go inside the property of the resident to collect domestic waste.

Religion or belief

The change to wheeled bins for refuse or up to 3 standard bin bags would not have an impact on residents of certain religions or beliefs. Residents already use wheelie bins for recycling. However, we did not collect this equality data.

Sexual orientation

The change to wheeled bins for refuse or up to 3 standard bin bags would not have an impact on sexual orientation. Residents already use wheelie bins for recycling. However, we did not collect this equality data.

Sex

The change to wheeled bins for refuse or up to 3 standard bin bags would not have an impact on sex. Residents already use wheelie bins for recycling. However, we did not collect this equality data.

Marriage or civil partnerships

The change to wheeled bins for refuse or up to 3 standard bin bags would not have an impact on marriage or civil partnerships. Residents already use wheelie bins for recycling. However, we did not collect this equality data.

Pregnancy & maternity

Families with babies/children in nappies may be impacted due to the size of the bin. Residents who are participating in the recycling scheme who need additional rubbish capacity will be issued either a larger bin or if they are in the 3 standard bin bag scheme, additional allowance. In the wheelie bin trials 53% of households with children under 5 who responded were either satisfied or very satisfied. In the Fratton trials 26% of households with children under 5 who responded were either satisfied or very satisfied. The main reason for dissatisfaction is the bin not being big enough to accommodate their waste.

Within the refuse collection families with babies or young children in nappies can contact the waste officer for them to be allowed a larger bin or bag allowance through this period or disposing of nappies.

Other socially excluded groups or communities

The rollout of wheelie bins and the 3 standard bin bag should not effect socially excluded groups. However, we did not collect this data.

Literacy - those with low literacy skill might not understand the literature that accompanies the scheme - subsequent communications have taken this into account and are more pictorial.

Note:Other socially excluded groups, examples includes, Homeless, rough sleeper and unpaid carers. Many forms of exclusion are linked to financial disadvantage. How will this change affect people on low incomes, in financial crisis or living in areas of greater deprivation?

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?

The use of wheelie bins has enabled people to secure their waste thus mitigating the issue of street litter and attraction to pests. From the satisfaction survey, 93.1% (wheelie bin) of residents felt that street cleanliness had improved since the trials began and 23% (3 standard bin bag) of residents felt that street cleanliness had improved since the trials began. We have made a change in that we will remove all excess waste in the 3 standard bin bag areas. Also residents in these areas can opt in and have a wheeled bin if they are able to store it off the highway.

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?

For more help on this element of tackling poverty and needs assessment contact Mark Sage: email:mark.sage@portsmouthcc.gov.uk

n/a

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?

Please summarise any potential impacts this will have on specific protected characteristics

Under the Equalities Act 2010, the Council has a duty to ensure that they eliminate unlawful discrimination and to advance the equality of opportunity for those residents who share a protected characteristic. This may mean that people with disabilities are treated more favourably than those who do not. Residents with disabilities who would struggle to place a bin out for collection would be given an assisted collection. whereby the bin would be collected and placed back by the crew. Whereas, able bodied residents would need to put out and collect the bin themselves from the boundary with the pavement.

Residents who produce more waste than fits in the bin or bag allowance can apply for a larger bin or more allowance. This is applicable to large families, families with young children/pets etc. as long as they are recycling. There are exemptions to the recycling rule where a resident is unable to use the bring banks due to a disability, age or infirmity. Residents who produce non-clinical medical waste can also have a larger bin or bag allowance if needed.

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?

Residents who need more capacity can apply for a larger bin or additional bag allowance. This includes all households and will be given where households have young children in nappies, etc.

Communications are more pictorial and residents can request information in different languages and braille.

Disabled, elderly and infirm residents can apply for an assisted collection service and size of bags/bins can be agreed to suit the residents.

Residents who produce more non-clinical waste due to illness or medical condition can have a larger bin or additional allowance - exemptions to full participation in the recycling scheme may also apply eg, use of bring banks.

It is possible that able bodied residents are being discriminated against, due to assisted collections and exemptions being available to disabled, elderly or infirm residents. However, this is allowed under the Equalities act 2010 as it achieves the same outcome for all residents through enabling waste to be removed from all households.

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 and how any engagement shapes your recommendations.

The recommendation is to permanently install 140l wheelie bins for refuse where appropriate across the City thus limiting refuse capacity. This has been led by the refuse tonnages decreasing, on an average of up to 20% per week, and the quantity of recycling increasing up to 6% per week in the trial areas.

From the satisfaction surveys 73% (n.522) of residents were either satisfied or very satisfied with the

introduction of wheelie bins for refuse. One resident emailed to convey their satisfaction detailing that "I want to thank all of you for implementing the black wheelie bins in our area.

What a great improvement - in environment, with regard to split black bags, smells, vermin and marauding cats (through the night targeting the black bags on peoples' drives, a real nuisance). Also black bags being blown around the streets in high winds, ending up all over the place and being split. Also people putting out rubbish too early, the day before collection, sometimes in the mornings, leaving bags around too long before collection.

For the above reasons if not more, thank you again for the black bins PLEASE DON'T TAKE THEM AWAY, make them a permanent fixture, as they are in numerous other council areas. I really don't want to have that loose rubbish bag problem again.

We have had wheelie bins before where we lived and it is so much more preferable to the black bags dumped on the driveways, often ending up causing a nuisance on the pavement or road."

With regard to the Fratton trials 37% were satisfied or very satisfied with the changes to waste collection. Whilst this is a lower satisfaction figure we have made adjustments to reduce the amount of bags left out and also will offer the choic to opt in to the wheeled bin scheme.

The recommendation is to permanently change to a 140l wheeled bin or 3 standard bin bag weekly collection service

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

Throughout the trials, residents have contacted us regarding the size of the bin/bag allowance. As there are households varying in size throughout the trial areas,we quickly learnt that a 140l bin/3 standard bin bag allowance may not be adequate for a larger family or households with specific needs.

One of the changes introduced during the trials was providing residents with a larger capacity bin (180L or 240L) If a household was unable to fit all their weekly waste in the 140L wheelie bin, an assessment was conducted by a Waste Officer. This is to ensure that the resident is recycling all that they can (i.e. no recycling found in their refuse) and their weekly refuse does not fit in the 140L bin. These assessments are given a review timescale. This will be an area which will may change or continue once the wheelie bins become permanent as households can change in size. It may however, mean some form of review/audit on these properties once agreed initially.

Of the 814 residents who requested a larger bin or more capacity, 30% actually qualified for a larger bin with many residents requesting a bin and then finding they could manage with the 140l bin (the bin capacity is more generous than most local authorities who provide 240l fortnightly)

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?

We will continue to monitor the tonnage, review capacity, carry out assessments and make changes in line with any legislative changes.
The Head of Waste Management will be responsible and will review on an annual basis or as necessary.

Step 7 - Now just publish your results

This EIA has been approved by: James Hill

Contact number: 4872

Date: 08/10/2018

PCC staff-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 preliminary EIA.

Telephone: 023 9283 4789, Email: equalities@portsmouthcc.gov.uk

CCG staff-Please email a copy of your completed EIA to the Equality lead who will contact you with any comments or queries about your full EIA. Email: sehccg.equalityanddiversity@nhs.net