

## **CABINET - 4TH JULY 2019**

### **Report of the Head of Cleansing and Open Spaces Lead Member: Councillor Leigh Harper-Davies**

#### **Part A**

#### **ITEM 7      CHANGES TO BULKY WASTE COLLECTIONS**

##### **Purpose of Report**

To consider the introduction of charges for the collection of bulky waste from households across the Borough.

##### **Recommendations**

1. That a charge for all household bulky waste collections covered within the Environmental Services Contract from October 2019 is approved, to be reviewed 12 months after implementation.
2. That the charge of £20.00 per bulky collection (up to 3 items per collection) is agreed and that there will be no limit on the number of collections per household per year.

##### **Reasons**

1. To ensure that some of the contract costs are offset by the income generated while the total number of collections remain within the contract arrangements and to enable how the charge is operating in practice to be assessed.
2. To ensure that the charge is in line with the regional and national levels.

##### **Policy Justification and Previous Decisions**

The Controlled Waste Regulations 2012 allow authorities to charge for items that do not fit in the receptacle provided for collecting Household Waste.

The provision of bulky waste collections is discretionary for local authorities. Many councils provide a service for large waste items, and most choose to charge a fee to recover some/all of the associated costs. Nationally there are only 15 councils that do not charge for the provision of this service. Locally, only this Council and Leicester City Council currently operate free bulky waste collections.

The Council approved the 2019/20 budget at its meeting of 21<sup>st</sup> February 2019. The budget stated that the Council would increase its income by £30k through the implementation of bulky waste charges from October 2019. This report outlines how the increased income will be achieved.

## Implementation Timetable including Future Decisions and Scrutiny

Subject to all necessary approvals, the charges are proposed to come into effect from 7<sup>th</sup> October 2019. This will allow enough time for all necessary updates to be made, ensuring that all back-office systems are in place. It also allows enough time to communicate the changes with residents via the website and social media.

Lead members will be briefed at the end of March 2020 with the outcomes and findings from the first 6 months of operations.

## Report Implications

The following implications have been identified for this report.

### *Financial Implications*

It is expected that these charges will generate £30,000 from the 7<sup>th</sup> October 2019 until the end of the financial year at the end of March 2020, and £60,000 per year (to be reviewed as part of the budget working papers every year) for every full year of operation. The number of future collections has been estimated by benchmarking the number of bulky waste collections carried out by other waste collection authorities in Leicestershire.

The introduction of charges will also ensure that the total number of requests from residents remains within the contract agreed figures and the Council does not incur any increased payments to the contractor for the provision of this service.

### *Risk Management*

The risks associated with the decision Cabinet is asked to make and proposed actions to mitigate those risks are set out in the table below.

Risk Identified	Likelihood	Impact	Overall Risk	Risk Management Actions Planned
Increase in Fly Tipping	Likely (3)	Significant (2)	Moderate (6)	Work with Street Management on enforcement and awareness campaigns.
Increased demand leading up to the introduction of the charge	Likely (3)	Significant (2)	Moderate (6)	Work with the contractor to ensure that the increased demand can be met.
Reduced customer satisfaction	Likely (3)	Significant (2)	Moderate (6)	Communications campaign to explain the reasons behind the charges.

### *Equality and Diversity*

A separate Equality Impact Assessment has been carried out and is appended as part of this report.

## *Sustainability*

By enabling resident to dispose their unwanted items free of charge we do not encourage them to consider alternative ways to reuse or recycle their items according to the waste hierarchy for waste management (reduce – reuse – recycle), and we contribute towards a throwaway society. Information on such schemes running locally and nationally is provided on the Council's website prior to the booking form for bulky collections.

Key Decision: Yes

Background Papers: None

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## **Part B**

### **Background**

- 1.1. The Council's Zero Waste Strategy sets out the objectives for the collection of waste: "In adopting a Zero Waste strategy, Charnwood Borough Council will play an active and leading role in promoting sustainable resource management at a local level. Charnwood Borough Council recognises that it has limited control on the waste cycle, being able to influence rather than control some aspects of waste generation (packaging waste produced by retailers) and treatment (a duty of the Disposal Authority). Therefore, this strategy is about an attitude towards the prevention and sustainable management of waste and encouraging and educating others to join us in this philosophy."
- 1.2. Supporting the Council's Zero Waste Strategy, the Waste Collection Policy states the following with reference to bulky waste collections: "The Council offers a limited number of free bulky household waste collections per property for items such as furniture, fridges, freezers, carpets etc. Where possible, this waste will be re-used using alternative facilities and service providers through the Council's Environmental Services Contract."
- 1.3. Included in the bulky waste items collected each year are approximately 6,500 items of Waste Electrical and Electronic Equipment (WEEE). These items included fridges, freezers, washing machines, tumble dryers, TV's, and music systems.
- 1.4. The Bulky Waste Collection service is a non-statutory function for the Council that costs £105k in contract costs. The contract was based on an estimated 12,000 collections per annum. The Council currently exceeds this number by 8,000 per annum, which could potentially lead to increased contract payments.
- 1.5. There are substantial back office costs associated with providing the service. Charging for the service would offset some of the costs of service provision and manage the current demands. The service currently allows for each household to receive 3 collections of up to 3 items in a 12 month rolling period. After that a small charge of £15 is levied.
- 1.6. Customers can book these collections either by calling the Council's Contact Centre, or via the internet. The online booking system does not manage the number of collections effectively and the chargeable element of the service is frequently not collected. Collected income amounted to £2k last year (2018/19). The amount of income lost cannot be quantified, although it could reasonably be expected to be under £5,000 per annum.
- 1.7. Residents are expected to present the items for collection at the edge of their property. There is a limited amount of reuse from the collections. This is primarily for 2 reasons:
  - The items can be weather damaged.
  - Furniture resellers require the original labels to be attached to the item. This is to show that they are fire retardant. Many residents remove the labels following the original purchase.

- 1.8. Residents with reusable furniture (with labels attached) are encouraged to use a local not for profit furniture reuse provider (SOFA).

### Proposals

- 2.1 This report proposes the introduction of a £20.00 charge per collection (up to 3 items) of household bulky waste with effect from 7<sup>th</sup> October 2019. There will be no limit on the number of annual collections per household per annum.
- 2.2 The proposal does not include a concession for low income groups. The reason for this is due to the comparatively low charge that is being introduced. Having a concessionary charge would also significantly add to the costs of administration for the service.
- 2.3 Requests for service will be made via the Council existing booking systems, i.e. by phone and website. Some minor amendments will be required to the business processes to allow for the charge to be collected.
- 2.4 Proposing the introduction of charges for bulky waste collections is partly as a result of the ongoing financial pressures faced by the authority. The Council aims to reduce the overall number of requests, while at the same time use the income generated to offset some of the contract costs for this service.
- 2.5 Different pricing models (combinations of free and chargeable collections) were considered as part of the options appraisal. To ensure consistency between the online and bookings over the phone, a single fee charge from the first collection has been chosen as the preferred model.

### Benchmarking

- 3.1 A national review of the bulky waste collections was carried out by the BBC Shared Data Unit in January 2019. It demonstrated that there are only 15 councils across England that do not charge for bulky waste collections.  
(<https://www.bbc.co.uk/news/uk-46364689>)
- 3.2 The same in-depth analysis also revealed that there is no connection between the areas with the highest charges for waste collection and the highest rates of fly-tipping.
- 3.3 The Council currently monitors the volume and types of waste collected as fly-tipping. These figures will be used to evaluate the potential impact charges might have across the Borough. Analysis of the different types of fly-tipping that has occurred over the previous two years indicates that a significant proportion does not contain household items collected through the bulky waste scheme. These items included tyres, asbestos and construction waste. It should be noted that not all the fly-tipping in the borough is perpetrated by its residents. A proportion of the waste fly-tipped in Charnwood will have originated in neighbouring areas.
- 3.4 The Council is currently in the process of procuring 6 mobile cameras for use in deterring fly tipping, alongside finalising the associated protocol and operating procedure to comply with the CCTV code of practice.

- 3.5 By analysing the data from the national exercise conducted by BBC, it was found that the average charge per item in the East Midlands is £9.20. The proposed charge set out in this report equates to £6.66 per item (assuming residents use all 3 items available for collection) and is therefore below the average.
- 3.6 Electrical retailers offer to remove white goods being replaced for a fee. A limited desktop exercise found this fee to be around £15-£20 per item.
- 3.7 Charnwood Borough Council is currently the only district in Leicestershire that does not charge for the collection of bulky waste from households.

<b>Authority</b>	<b>Charge</b>
<b>Charnwood (CBC)</b>	Each household is entitled to three free collections a year or nine items, whichever comes first. After this, collections will be priced at £15 per collection of every three items.
<b>Melton</b>	<u>Standard Rate</u> 1 Item £18.70 2-5 Items £31.00 + £9.00 for each additional item. Fridges: £25.60  <u>Low Income Concession</u> Discount applies on multiple items for residents on pension credit/income based benefits
<b>Blaby</b>	1 to 2 large items - £21.00 (minimum charge)  3 to 4 large items - £29.00  5 to 6 large items - £40.00  £2 administration charge for bookings over the phone
<b>Hinckley and Bosworth</b>	1 to 3 items £15.00 4 to 5 items £25.00  £6.00 for each additional item.  50% reduction for low income groups.
<b>North West Leics.</b>	1-3 items = £24 4 items = £29 5 items = £34 6 items = £39  100% concession to those on income support, housing or council tax benefit (2 free collections per year)

<b>Harborough</b>	3 large household items or 12 sacks of waste for a charge of £34.17
<b>Oadby and Wigston</b>	Non-electrical items £22.00 for the first item, followed by an additional £4.10 per item.  Electrical items £22.00 for the first item, followed by an additional £4.10 per item.
<b>Leicester City</b>	1 free collection of up to five items of bulky waste in any two-month period; 1 free collection of up to 15 items of garden waste in any two-month period.

- 3.8 Leicester City does not charge for bulky waste collections either, but this is not comparable as it has a very different mix of households and population density due to its urban nature.

## Appendices

### Equality Impact Assessment

## Charnwood Borough Council

### Equality Impact Assessment 'Knowing the needs of your customers and employees'

#### ■ Background

An Equality Impact Assessment is an improvement tool. It will assist you in ensuring that you have thought about the needs and impacts of your service/policy/function in relation to the protected characteristics. It enables a systematic approach to identify and recording gaps and actions.

#### ■ Legislation- Equality Duty

As a local authority that provides services to the public, Charnwood Borough Council has a legal responsibility to ensure that we can demonstrate having paid due regard to the need to:

- ✓ Eliminate discrimination, harassment and victimisation
- ✓ Advance Equality of Opportunity
- ✓ Foster good relations

For the following protected characteristics:

1. Age
2. Disability
3. Gender reassignment
4. Marriage and civil partnership
5. Pregnancy and maternity
6. Race
7. Religion and belief
8. Sex (Gender)
9. Sexual orientation

What is prohibited?

1. Direct Discrimination
2. Indirect Discrimination
3. Harassment
4. Victimisation
5. Discrimination by association
6. Discrimination by perception
7. Pregnancy and maternity discrimination
8. Discrimination arising from disability
9. Failing to make reasonable adjustments

**Note: Complete the action plan as you go through the questions**

## Step 1 – Introductory information

Title of the policy	Introduce charges for household bulky waste collections
Name of lead officer and others undertaking this assessment	Matthew Bradford – Head of Cleansing and Open Spaces
Date EIA started	1 <sup>st</sup> May 2019
Date EIA completed	5 <sup>th</sup> June 2019

## Step 2 – Overview of policy/function being assessed:

Outline: What is the purpose of this policy? (Specify aims and objectives)

The aim of this decision is to introduce charges for the household bulky waste collections as detailed below:

For every 1-3 items: £20.00

The main driver for this change is the need to offset part of the overall costs for the provision of the Environmental Services contract which includes refuse and recycling collections as well as street cleaning.

The Controlled Waste Regulations 2012 allow authorities to charge for items that do not fit in the receptacle provided for collecting Household Waste.

The provision of bulky waste collections is discretionary for local authorities. Many councils provide a service for large waste items, and most choose to charge a fee to recover some/all of the associated costs. Nationally there are only 15 councils that do not charge for the provision of this service. In Leicestershire, only Charnwood and Leicester City Council currently operate free bulky waste collections.

Alternative ways of disposing the household bulky waste include national and local reuse and recycling schemes. This information is provided to customer on the Council's website prior to the booking forms.

Nationally there are only 15 councils not charging for this service. The average charge in the East Midlands is £9.20 per item. The proposed charge equates to £6.66 per item (assuming residents use all 3 items available for collection).

Furthermore, electrical retailers offer to remove white goods being replaced for a fee. A limited desktop exercise found this fee to be around £15-20 per item.

Charnwood Borough Council is currently the only district in Leicestershire that does not charge for the collection of bulky waste from households.

A summary of existing charges is provided below:

Authority	Charge
<b>Charnwood (CBC)</b>	Each household is entitled to three free collections a year or nine items, whichever comes first. After this, collections will be priced at £15 per collection of every three items.

<b>Melton</b>	<u>Standard Rate</u> 1 Item £18.70 2-5 Items £31.00 + £9.00 for each additional item. Fridges: £25.60  <u>Low Income Concession</u> Discount applies on multiple items for residents on pension credit/income-based benefits
<b>Blaby</b>	1 to 2 large items - £21.00 (minimum charge)  3 to 4 large items - £29.00  5 to 6 large items - £40.00  £2 administration charge for bookings over the phone
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<b>North West Leicestershire</b>	1-3 items = £24 4 items = £29 5 items = £34 6 items = £39  100% concession to those on income support, housing or council tax benefit (2 free collections per year)
<b>Harborough</b>	3 large household items or 12 sacks of waste for a charge of £34.17
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<b>Leicester City*</b>	1 free collection of up to five items of bulky waste in any two-month period; 1 free collection of up to 15 items of garden waste in any two month period.

\*Leicester City does not charge for bulky waste collections either, but this is not comparable as it has a very different mix of households and population density due to its urban nature

Alternatives to increasing the charges are as follows:

1. Stop providing the service altogether. This is not considered to be a viable option as many residents value the service that is provided.
2. Continue absorbing the cost of providing the service. This is not viable due to general cost pressures on the Council. It is also unfair to subsidise a service that is not used by all residents.

3. Make savings in other areas of the service. This is not viable due to other cost pressures on the service and the need to make additional savings/income further to the ones proposed within this report.

What specific group/s is the policy designed to affect/impact and what is the intended change or outcome for them?

The change in pricing will impact all users of the service. In making this decision it is accepted that this will have a greater impact upon those that have the lowest income. Whilst it is acknowledged that low income groups are not considered to be a protected group within the relevant legislation, as a Local Authority we recognise that there are close links and correlations between some protected characteristics/ specific community groups and low income/ deprivation. Therefore, consideration will need to be given to those residents that may be on a low income, due to their circumstances, which are classed as protected under the legislation.

Which groups have been consulted as part of the creation or review of the policy?

There has not been any direct public consultation with regard to this particular decision; however, a wider public consultation has been undertaken as part of the budget setting process. It is understood that residents will not welcome any price increase, and this is to be expected.

Consultation has taken place as part of the consultation process for the main budget proposals for 19/20. This process has included Scrutiny, consultation with the Rate Payers Association and with the general public via the website.

### ■ Step 3 – What we already know and where there are gaps

List any existing information/data do you have/monitor about different diverse groups in relation to this policy? Such as in relation to age, disability, gender reassignment, marriage and civil partnership, pregnancy & maternity, race, religion or belief, sex, sexual orientation etc.

Data/information such as:

- Consultation
- Previous Equality Impact Assessments
- Demographic information
- Anecdotal and other evidence

- Charnwood Borough Council Equality Strategy 2016-2020

[http://www.charnwood.gov.uk/files/documents/equality\\_strategy\\_and\\_action\\_plan\\_2016/Draft%20Equality%20Strategy%202016-2020%20FINAL%200.2%20\(2\).pdf](http://www.charnwood.gov.uk/files/documents/equality_strategy_and_action_plan_2016/Draft%20Equality%20Strategy%202016-2020%20FINAL%200.2%20(2).pdf)

- Charnwood Demographic Information 2013

[http://www.charnwood.gov.uk/files/documents/charnwood\\_demographic\\_information\\_2013/Charnwood%20Borough%20Council%20Demographic%20Profile%202013.pdf](http://www.charnwood.gov.uk/files/documents/charnwood_demographic_information_2013/Charnwood%20Borough%20Council%20Demographic%20Profile%202013.pdf)

What does this information / data tell you about diverse group? If you do not hold or have access to any data/information on diverse groups, what do you need to begin collating / monitoring? (Please list)

It is difficult to estimate who could be potentially impacted by this change. We therefore intend to take all possibilities into consideration when assessing the equality impacts of this increase.

We can utilise information primarily from our demographic profile to ensure that any service users are not adversely impacted by this project.

■ **Step 4 – Do we need to seek the views of others? If so, who?**

In light of the answers you have given in Step 2, do you need to consult with specific groups to identify needs / issues? If not please explain why.

No

■ **Step 5 – Assessing the impact**

In light of any data/consultation/information and your own knowledge and awareness, please identify whether the policy has a positive or negative impact on the individuals or community groups (including what barriers these individuals or groups may face) who identify with any 'protected characteristics' and provide an explanation for your decision (please refer to the general duties on the front page).

	<b>Comments</b>
<b>Age</b>	<p>This increase might impact upon elderly residents who are also on a low income.</p> <p>The impact is increased for households without the use of a car as this reduces the number of viable alternatives.</p>
<b>Disability</b> (Physical, visual, hearing, learning disabilities, mental health)	<p>This increase might impact upon disabled residents who are also on a low income.</p> <p>The impact is increased for households without the use of a car as this reduces the number of viable alternatives.</p>
<b>Gender Reassignment</b> (Transgender)	No impacts identified
<b>Race</b>	<p>A lot of our BME residents live in priority neighbourhoods/ more deprived parts of the Borough. Therefore, there could be a slight potential impact upon this protected characteristic.</p> <p>Income levels and car-ownership levels are generally lower in priority neighbourhood areas. This may impact on resident's ability to pay for the service and their ability to take bulky waste to the local HWRC.</p>
<b>Religion or Belief</b> (Includes no belief)	No impacts identified

<b>Sex (Gender)</b>	No impacts identified
<b>Sexual Orientation</b>	No impacts identified
<b>Other protected groups (Pregnancy &amp; maternity, marriage &amp; civil partnership)</b>	No impacts identified
<b>Other socially excluded groups (carers, low literacy, priority neighbourhoods, health inequalities, rural isolation, asylum seeker and refugee communities etc.)</b>	Income levels and car-ownership levels are generally lower in priority neighbourhood areas. This may impact on resident's ability to pay for the service and their ability to take bulky waste to the local HWRC.

<p>Where there are potential barriers, negative impacts identified and/ or barriers or impacts are unknown, please outline how you propose to minimise all negative impact or discrimination.</p> <p>Please note:</p> <ul style="list-style-type: none"> <li>a) If you have identified adverse impact or discrimination that is illegal, you are required to take action to remedy this immediately.</li> <li>b) Additionally, if you have identified adverse impact that is justifiable or legitimate, you will need to consider what actions can be taken to mitigate its effect on those groups of people.</li> </ul>
<p>There are no impacts which are believed to be illegal as a result of this assessment.</p> <p>There is a justifiable adverse impact on some groups whose circumstances mean that they are on a low income. It is acknowledged that some elderly, disabled, or BME people may fall into this group if they are in receipt of Pension Credits or Disability Benefits. As the service is not statutory, residents are under no obligation to pay for the service and are able to choose an alternative disposal method.</p> <p>The adverse impact is considered to be reasonable and proportionate. The impact is likely to be small and would not have a significant impact the weekly expenditure of individuals. The alternatives for non-car owning households are limited although alternative ways of managing bulky waste do exist and are practiced by many households. Alternative methods are promoted through the CBC website.</p>
<p>Summarise your findings and give an overview as to whether the policy will meet Charnwood Borough Council's responsibilities in relation to equality and diversity (please refer to the general duties on the front page).</p>
<p>The introduction of charges is considered to have a very minor impact upon a small number of people. This change may impact upon people on low incomes and those in households with no car ownership. These are not protected characteristics under the legislation but we recognise that there are close links and correlations between some protected characteristics/ specific community groups and low income/ deprivation. We will continue to undertake analysis and monitoring to ensure discrimination and adverse impact does not occur.</p>

## ■ Step 6- Monitoring, evaluation and review

Are there processes in place to review the findings of this Assessment and make appropriate changes? In particular, how will you monitor potential barriers and any positive/ negative impact?

The number of requests as well as fly-tipping incidents will be monitored regularly to assess the impact of implementing the changes. The full outcome of this is unlikely to be known until March 2021 when a full implementation year will be completed.

Frequent assessments should provide some trend data in the interim period. The level of requests and any association with increased fly-tipping of this type of waste will be closely monitored.

Ward by ward analysis does not currently exist. It can also be difficult to interpret as the requests are not linked with any sociodemographic criteria.

How will the recommendations of this assessment be built into wider planning and review processes? e.g. policy reviews, annual plans and use of performance management systems.

Recommendations from the report will be considered in future pricing reviews.

## ■ Step 7- Action Plan

Please include any identified concerns/actions/issues in this action plan:


**The issues identified should inform your Service Plan and, if appropriate, your Consultation Plan**

Reference Number	Action	Responsible Officer	Target Date
1	Monitor request/booking rates to assess whether the implementation has had an adverse impact on usage	Head of Cleansing and Open Spaces	March 2021 for full year data
2	Monitor number fly-tipping incidents for this type of waste to assess if there is any correlation with the introduction of charges	Head of Cleansing and Open Spaces	March 2021 for full year data

## ■ Step 8- Who needs to know about the outcomes of this assessment and how will they be informed?

	<b>Who needs to know</b> (Please tick)	<b>How they will be informed</b> (we have a legal duty to publish EIA's)
<b>Employees</b>	x	Intranet
<b>Service users</b>	x	Website, Charnwood News and by invoice prior to renewal.
<b>Partners and stakeholders</b>	x	Contractor, through regular contract meetings
<b>Others</b>		
<b>To ensure ease of access, what other communication needs/concerns are there?</b>		

■ **Step 9- Conclusion (to be completed and signed by the [Service Head](#))**

<b>Please delete as appropriate</b>
<b>I agree with this assessment</b>
<b>If <i>disagree</i>, state action/s required, reasons and details of who is to carry them out with timescales:</b>
<div style="display: flex; justify-content: space-between; align-items: center;"> <div> <b>Signed (Service Head):</b> Matt Bradford  <b>Date:</b> 5<sup>th</sup> June 2019         </div> <div>  </div> </div>

[Please send completed & signed assessment to Suzanne Kinder for publishing.](#)