

# Integrated Impact Assessment (IIA)

Informing our approach to fairness

**Proposal:** Local Services and Waste Management fees and charges

**Date of assessment:** November 2023

**Lead officer:** Mick Murphy

**Assessment team:** Gary Weatherstone, Paul Lant

**Portfolio:** Connected, Clean City

**Version:** 1

**Planned review date:** January 2024

## **Section A: Current service**

### **1. What does the service / function / policy do?**

Local Services and Waste Management provide the following services for the city:

#### **Street Cleansing**

This involves litter picking, litter bin emptying, graffiti removal, mechanized sweeping, back lane clearance, dog fouling removal and fly tipping removal. The hours of operation for this service are 7.30am until 3.30pm Monday to Friday across the city. Within the city centre, the service operates from 6.00am until 9.00pm, seven days per week, all year round except for Christmas Day.

#### **Refuse Collection**

This involves domestic, recycling, garden waste, bulky waste, and trade waste collections. That is around 7,500,000 collections from over 137,000 households and 2,000 businesses each year. The hours of operation for domestic and recycling are from 6.30am until 4.15pm Tuesday to Friday. Residents can pay for collection of garden waste containers from residential properties across the city. Currently 24,000 households subscribe to this service.

Commercial customers can pay for trade waste collections, for the servicing, collection, and disposal of trade waste containers. The collection of trade waste containers is undertaken between 6.00am and 2.00pm Monday to Friday with the servicing of any containers on a weekend to meet the needs of customers undertaken on overtime.

The bulky waste service is a Monday to Friday, appointment-based service for bulky household waste material from households for a set fee.

#### **Grounds Maintenance**

The service provides grass cutting, grounds and shrub maintenance, pitch marking and weed maintenance on the public highway.

#### **Arboriculture**

The service provides arboriculture work to trees, including maintenance to Council trees to ensure they are safe.

#### **Pest Control**

This is an appointment-based treatment service for pests and vermin to residential and commercial premises for a fee.

#### **Waste Recycling and Engagement Team**

The Waste and Recycling and Engagement Team deliver community engagement events, school assemblies, doorstep engagement, waste minimisation projects and online communications to try and positively change residents' behaviour around how they separate and dispose of their waste.

They use evidence to help them to tackle contamination and increase the quality of recycling collected at the kerbside. They also undertake dry mixed recycling (DMR) inspections at

tipping points. They work closely with the waste strategy team, YHN and waste operations managers, to deliver pilot projects to reduce residual waste and increase recycling rates across Newcastle.

The team also encourages community litter picking and supports individuals and groups across the city by providing equipment and collection of bagged litter.

### **Waste Contract Management**

This involves contract management of our waste disposal and recycling contracts. We process the following waste:

<b>Type of Waste</b>	<b>22-23 Tonnage</b>
Household Waste	105,985
Trade Waste Collections (Residual & Recycling)	12,573
Non-Household Municipal Waste	12,182
Industrial Waste	1,414
<b>Total Municipal Waste for 22-23</b>	<b>132,172</b>

We manage the following external contract relationships:

- With Suez for the disposal of waste including the processing of waste at Byker to produce refuse derived fuel and the use of energy from waste.
- With J&B Recycling for the sorting and separation of kerbside recycling including through a Materials Recycling Facility
- With Biffa for the servicing, treatment and disposal of separate materials collected from our Household Waste Recycling Centres.

We have commissioning and auditing responsibilities for the quarterly reporting of data and statistics to ensure compliance with government agencies such as the Environment Agency and the Department for the Environment, Food and Rural Affairs (DEFRA). This includes reporting of:

- Municipal Waste.
- Household Waste.
- Household Recycling.
- Household Garden Waste.
- Residual Household Waste.
- Commercial Waste.
- Industrial Waste.

### **Household Waste Recycling Centres (HWRCs)**

These are places where residents of Newcastle may deposit their household waste for recycling, composting or disposal. We provide three HWRCs at Byker, Brunswick and Walbottle. The HWRCs do not accept commercial waste.

Deposit of waste at a HWRC from a van or trailer requires a waste permit in advance of visiting. HWRCs are open every day of the year except Christmas Day, Boxing Day, and New Year's Day. The current opening times of the sites are as follows:

- Byker and Brunswick are open from 8am to 6pm all year round.
- Walbottle is open from 9am to 6pm all year round.

### **Sandhills composting facility**

Sandhills depot includes a PAS100 and CQP (Compost Quality Protocol) accredited composting facility, permitted to operate under licence from the Environment Agency. At Sandhills we compost green waste from the garden waste service, HWRCs, our grounds maintenance operations and from our landscape trade customers. The green waste is composted to produce a high quality, PAS100 and CQP compliant product which is sold as a soil conditioner. The soil conditioner compost produced at Sandhills can be purchased by both trade and public customers.

Residents can compost their own green waste through home composting, and we provide a subsidy for this through 'GetComposting'.

### **Working relationships**

Relationships exist with a range of key internal stakeholders and external partners including Public Safety and Regulation (Enforcement), Your Homes Newcastle, Karbon Homes, Urban Green Newcastle, other neighbouring local authorities, waste disposal contractors including Suez, Biffa, and J&B Recycling.

Other work includes supporting communities and partnership organisations to improve local neighbourhoods for residents, businesses, and visitors to the city and to enable communities to do more for themselves.

### **Funding and management**

The funding and management of Local Services and Waste Management activity currently includes the organisation, management, and delivery of front-line services across the city.

Over the last 12 years (since 2012-13), the service has undertaken significant transformation and delivered £13.6 million in ongoing budget savings.

Changes have included:

- Streamlined management structures.
- Consolidating refuse teams.
- Realigned activities to reflect local ward priorities.
- Changed outdated working practices and shift patterns.
- Investing in modern street sweeping fleet.
- Integrating digital technology to support the efficient and effective delivery of a customer focused services, with the best use of resources available.
- Installing citywide large capacity litter bins.

## **2. Who do we deliver this service / function / policy for?**

Local Services and Waste Management are delivering services for the benefit of all residents, business, communities, and visitors to the city.

We deliver a number of services for external customers and partners through contract relationships or service level agreements.

### 3. Why do we deliver this service / function / policy?

For **Street Cleansing**, section 89 of the Environmental Protection Act 1990 places a statutory duty to keep land and highways clear of litter. The Act specifies it shall also be the duty of each local authority, as respects to any relevant highway or relevant road for which it is responsible, to ensure that the highway or road is, so far as practicable, kept clean.

For **Refuse Collection**, section 45 of the Environmental Protection Act 1990 places a statutory duty as a waste collection authority to arrange for the collection of household waste.

For **Waste Management**, the following legislation affects these services:

- Environmental Protection Act (EPA) 1990.
- Controlled Waste Regulations 2012 (as amended by the Controlled Waste Regulations (Amendment) Regulations 2012).
- From 1 January 2015, the Waste Regulations (England and Wales) 2012 applied a requirement for any 'establishment or undertaking' that collects waste to separately collect paper/card, glass, and metals where separate collection is necessary to ensure that the waste undergoes treatment for recovery or recycling and where "Technically, Environmentally and Economically Practicable" (TEEP). An 'establishment or undertaking' includes waste management companies, Local Authorities and brokers and applies to collectors of both household and business waste.
- Hazardous Waste Regulations 2005 (as amended by the Hazardous Waste Regulations (Amendment) Regulations 2010).
- Waste Electrical and Electronic Equipment Regulations 2006 (as amended by the Waste Electrical and Electronic Equipment Regulations (Amendment) Regulations 2010).
- Health & Safety Executive (HSE) Operating Civic Amenity Sites Safely (Version Waste 01/09/11).
- Publicly Available Specification 100 (BSI PAS 100) for composted materials.
- Environment Act 2021.

The EPA 1990 Section 51A imposes an obligation on us to provide places (HWRCs) for residents in the authority area to deposit their household waste.

As part of providing these facilities, we have a duty to manage and audit the Environmental Permits of these premises, which consists of:

- Technical Competency.
- Site Licence Conditions.

Government agencies require us to provide quarterly statistics on waste we collect and treat.

#### 4. How much do we currently spend on this service / function / policy?

2023-24 base budget

	Waste Collection	Street Cleansing	Waste Disposal	HWRCs	Open Spaces	Other Local Services
<b>Gross Spend</b>	£5,130,550	£6,372,620	£15,145,860	£426,420	£455,720	£8,851,810
<b>Gross Income</b>	(£1,062,950)	(£573,570)	(£408,110)	£0	(£1,300,850)	(£7,121,450)
<b>Net Budget</b>	<b>£4,067,600</b>	<b>£5,799,050</b>	<b>£14,737,750</b>	<b>£426,420</b>	<b>(£845,130)</b>	<b>£1,730,360</b>

**Gross expenditure:** £36,382,980

**Gross income:** (£10,466,930)

**Net budget:** £25,916,050

Please note: Other Local Services includes:

- Grounds Maintenance and Arbor.
- Waste Recycling and Engagement.
- Pest Control.
- Trade and Clinical Waste.

#### 5. How many people do we employ to deliver this service / function / policy?

	Waste Collection	Street Cleansing	Waste Disposal	HWRCs	Open Spaces	Other Local Services
<b>Number of Posts</b>	110	135	0	13	3	140
<b>FTE Equivalent</b>	107.00	132.00	0.00	13.00	3.00	133.00

**Total Number of posts:** 398

**Total Number of full-time equivalent officers:** 385.00

### Section B: Proposal for future service

#### 1. How do we proposed to change the service / function / policy?

##### Garden Waste Service price increase

We currently charge for our Garden Waste collection service. This charge was implemented to ensure the cost of providing this service is covered. To continue to cover increased costs, particularly around fuel, we propose to increase this charge.

For the garden waste collection service, rather than apply a percentage inflationary uplift, we propose to increase the charge by £2 per year, from £41 to £43. This equates to an increase of 4.9%.

### **Charging for bin caddies**

Currently, residents pay for a replacement bin but are not charged for a replacement glass recycling caddy. We propose to charge residents for a replacement caddy. We will not charge for a replacement if damaged and made unusable during collection.

We currently replace around 7,300 caddies per year.

The cost of replacing these has been increasing steadily over the past few years, and the impact of global events such as the invasion of Ukraine on the cost of plastics and polymers has resulted in a significant increase in cost over a short period of time. It is now becoming unsustainable for the service to absorb this cost within existing resources.

Caddies are portable and can be easily lost or damaged. The purpose of the contributory charge is to encourage residents to look after their caddy and bin and store them securely. We already charge for replacement bins and a charge for caddies would be an extension of this policy.

The proposed charge of £5 for a replacement caddy is still less than what it currently costs us to purchase.

### **Impact of charging for caddies**

The kerbside recycling contract was tendered on the basis that glass would be delivered separately to the dry mixed recycling (DMR), by means of separate collection of glass in the caddy. The contract did recognise that there would be some glass still in the DMR. The current levels of glass in the DMR, that is in the blue bin and not in a caddy, are at the same level as when the contract commenced.

Currently, we need to reduce the glass content in in the comingled dry mixed recycling (DMR), so that more glass goes into caddy. When glass in the comingled recycling is high, it affects how our contractors process the material. This takes up processing capacity reducing income to the contractor and reduces the value of the recycling as Materials Recycling Facility (MRF) glass is much lower value than glass bottles.

If the charge dissuades residents from purchasing a new caddy it could result in increased levels of glass in the DMR.

However, we will continue to engage with residents about the importance of recycling and how they should separate their recyclable materials. The caddy is an important part of this process, and we are keen to raise resident participation, so that they take ownership of their recycling. Charging for caddies places a value on the process and we want residents to positively engage in recycling. We have seen this with residents who subscribe to our Garden Waste Service.

## **Increase charges for replacement bins**

We introduced a charge of £25 for replacement bins in 2019. This charge has not been increased since its introduction, and the global issues impacting the price of recycling caddies are also impacting the price of bins. In the past twelve months, the cost of bins we purchase has increased by 27%.

To mitigate the rising costs, we are proposing to increase the cost of a replacement bin by £5 to £30.

## **2. What evidence have we used to inform this proposal?**

### **Inflationary price increases (pest control, composting, bulky waste, garden waste)**

Our proposal to increase the Garden Waste Collection charge is to ensure that we are adequately recovering the costs of providing this service.

### **Charging for bin caddies**

Currently two other North-East councils charge for recycling caddies – North Tyneside and Darlington councils. A charge of £5 is consistent with that of North Tyneside. Darlington charge variable pricing dependent on the type of material the caddy is used for, and these range from £6.00 to £8.50. Decisions to charge for caddies depends on the collection methods – not every council collects waste in the same way we do.

The proposed charge is still less than the cost to us of purchasing the caddy from suppliers.

As we have detailed above, we will continue to engage with residents about the importance of recycling and how they should separate their recyclable materials. The caddy is an important part of this process, and we are keen to raise resident participation, so that they take ownership of their recycling. Charging for caddies places a value on the process and we want residents to positively engage in recycling.

### **Increase charges for replacement bins**

Only one other North-East council does not currently charge for replacement bins. Our proposed charge of £30 would be the joint fourth largest across the Northeast, with charges by other councils currently ranging from between £16.75 and £45.

It is possible that given the cost of purchasing replacement bins that other councils are considering increasing their charge, although we have no information on whether that is the case. We believe that our proposal is in line with other current charges.

In addition, since the introduction of charging for replacement bins, we have seen a significant reduction in the number of replacement bins we have had to provide, resulting in a significant reduction in spend on new bins – from £254,000 in 2017-18 to £119,000 in 2022-23, a reduction of 53%.

There has been research done by both the [BBC](#) and by [WRAP](#) (Waste and Resources Action Programme) on other forms of charging, such as for bulky waste collections and for certain materials at HWRCs and have found no connection between higher charges and an increase in fly tipping. Since the initial charge of £25 was introduced, we have not seen any noticeable



change in the amount of fly tipping. We feel confident that this proposed increase in price will not result in an increase in fly tipping.

The current charges for replacement bins across for other North-East councils are shown in the table below:

Authority	Replacement Charge	Recycling Bin Charge (If Different)
Hartlepool	£45.00	
Northumberland	£39.50	
Gateshead	£36.00	£26.00
<b>Newcastle Proposal</b>	<b>£30.00</b>	
Redcar & Cleveland	£30.00	
South Tyneside	£29.25	£29.60
Stockton on Tees	£25.00	
Durham	£25.00	
Darlington	£23.90	
North Tyneside	£20.00	
Middlesbrough	£16.75	
Sunderland	No charge	

3.

#### 4. What will be the financial impact of this proposal?

The financial impact of the proposals are details below:

Proposal	Reduction in Expenditure	Increase in Income
Garden Waste Price Increase	£0	£44,000
Charging for Bin Caddies	£0	£20,000
Increase Charges for Replacement Bins	£0	£9,000
<b>Total</b>	<b>£0</b>	<b>£73,000</b>

#### 5. What will be the impact upon our employees of this proposal?

**Number of FTE:** Not applicable.

**% of workforce:** Not applicable.

**Comments:** These proposals will have no impact on our employees.

### Section C: Consultation

#### 1. Who did we engage with to develop this proposal?

**Who we have engaged with to develop this proposal:** Local Services and Waste Senior Management team, Cabinet and Corporate Leadership Team.

**When / how:** Multiple face-to-face meeting.

**Main issues raised:** Potential issues that were raised have been highlighted in the above report.

## **2. Who do we want / need to engage with during consultation?**

**Who do we want to engage with during consultation:** Residents and stakeholders.

**When / how:** November 2023 to January 2024 during the budget consultation period and via the Let's Talk Newcastle website.

## **3. Who provided feedback during the consultation process? (To be completed post-consultation)**

**Who provided feedback in the consultation process:** To be completed post-consultation.

**When / how:** To be completed post-consultation.

**Main issues raised:** To be completed post-consultation.

## **Section D: Impact assessment**

The section below sets out actual or potential disadvantages or benefits that may arise from implementing this proposal. This assessment is set out for people with characteristics protected by the Equality Act 2010 and other broader areas of potential impact.

### **People with protected characteristics**

#### **Age**

**Type of impact:** Potential disadvantage.

**Detail of impact:** The increase cost may disproportionately affect families with young children or older people living on low pensions/low incomes.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

#### **Disability**

**Type of impact:** Potential disadvantage.

**Detail of impact:** More likely to impact upon households with disabled people who are significantly more likely to be in poverty than households where no one is disabled.

**How will this be addressed or mitigated?** The service will seek to mitigate this by supporting disabled residents to understand the importance of bin security and continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

## **Gender reassignment**

**Type of impact:** None.

**Detail of impact:** Not applicable.

**How will this be addressed or mitigated?** Not applicable.

## **Sex**

**Type of impact:** Potential disadvantage.

**Detail of impact:** The increase cost may disproportionately affect women due to them generally having lower incomes and are more likely to have children living with them or caring responsibilities.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

## **Marriage and civil partnership**

**Type of impact:** Potential disadvantage.

**Detail of impact:** The increase cost may disproportionately affect single parent households compared to two income households as these would pay less by proportion. Similarly single earner couples with dependent children may be disproportionately impacted.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

## **Pregnancy and maternity**

**Type of impact:** Potential disadvantage.

**Detail of impact:** The increase cost may disproportionately affect women who have taken a pay cut due to maternity leave.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

## **Race and ethnicity**

**Type of impact:** Potential disadvantage.

**Detail of impact:** The increase in cost may disproportionately affect some ethnic minority groups due to some groups having higher unemployment rates.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs. When communication is circulated to residents it will include information on how to receive this in other languages.

## **Religion and belief**

**Type of impact:** None.

**Detail of impact:** Not applicable.

**How will this be addressed or mitigated?** Not applicable.

## **Sexual orientation**

**Type of impact:** None.

**Detail of impact:** Not applicable.

**How will this be addressed or mitigated?** Not applicable.

## **Other potential impacts**

### **Unpaid carers**

**Type of impact:** Potential disadvantage.

**Detail of impact:** The increase in cost for replacement bins, caddies and collections may disproportionately affect unpaid carers who are unable to increase their hours of paid work to compensate for the increase due to their caring responsibilities or restrictions on benefits including but not limited to Carer's Allowance.

**How will this be addressed or mitigated?** The service will seek to mitigate this by supporting and enabling carers to understand the importance of bin security and continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

### **People vulnerable to socio-economic impacts**

**Type of impact:** Potential disadvantage.

**Detail of impact:** Price increases for services may disproportionately impact households with low incomes.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more

environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

## **Businesses**

**Type of impact:** None.

**Detail of impact:** Not applicable.

**How will this be addressed or mitigated?** Not applicable.

## **Geography**

**Type of impact:** Potential disadvantage.

**Detail of impact:** The increase in cost may disproportionately affect less affluent areas of the city compared to more affluent areas.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

## **Community cohesion**

**Type of impact:** Potential disadvantage.

**Detail of impact:** Charging for glass caddies may mean less glass is recycled or more recycling is contaminated. There is potential for tensions between neighbours and communities if people are not recycling correctly or are creating more rubbish and negatively impacting on the environment. This is more likely to impact on lower income communities. There is also potential for people to steal a neighbour's caddy to avoid having to pay for a replacement.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet their needs.

## **Community safety**

**Type of impact:** Potential disadvantage.

**Detail of impact:** This could lead to a potential increase in fly tipping.

**How will this be addressed or mitigated?** The service will seek to mitigate this by continuing to explore new and innovative ways to increase recycling and access to more environmentally friendly disposal routes. We have a dedicated Waste Recycling and Engagement Team who work with residents to understand how the service can better meet

their needs. As detailed above, studies have shown no link between increasing charges for this type of activity and fly-tipping.

## **Public Health**

**Type of impact:** None.

**Detail of impact:** Not applicable.

**How will this be addressed or mitigated?** Not applicable.

## **Climate**

**Type of impact:** Potential disadvantage.

**Detail of impact:** In the short term, charging for caddies could lower our recycling rate as more glass is included in the dry mixed recyclables.

**How will this be addressed or mitigated?** We will continue to engage with residents about the importance of recycling and how they should separate their recyclable materials. The caddy is an important part of this process, and we are keen to get resident buy-in, so that they take ownership of their recycling.