

THE OVERVIEW AND SCRUTINY COMMITTEE7 July 2014HAMPSHIRE COUNTY COUNCIL CONSULTATION ON THE FUTURE  
OPERATION OF HOUSEHOLD WASTE RECYCLING CENTRESREPORT OF JOINT CLIENT TEAM MANAGERContact Officer: Robert Heathcock 01730 234283 rob.heathcock@easthants.gov.ukRECENT REFERENCES: NoneEXECUTIVE SUMMARY:

The Joint Environmental Services Committee has already considered the attached report on the Hampshire County Council consultation on future policy regarding the operation of Household Waste Recycling Centres (HWRCs).

The Committee endorsed the recommendations in the report including the suggested responses in section 4. In addition they asked that a comment was included regarding the need for improvements to the sales areas of HWRCs so as to make the process more transparent than it is at present.

Authority to send the final response to the consultation has been delegated to the Joint Client Team Manager in consultation with the relevant Portfolio Holders at each authority. Before this is done The Overview and Scrutiny Committee are asked whether they wish to make any additional comments to those already made.

RECOMMENDATIONS:

That The Overview and Scrutiny Committee:

- (a) Confirms whether it wishes to make any additional comments to those set out in report attached as Appendix 1 which will be included in the final response to Hampshire County Council on this consultation.
- (b) Requests that these are considered by Portfolio Holder for Environment, Health & Wellbeing for inclusion in the response to Hampshire County Council

THE OVERVIEW AND SCRUTINY COMMITTEE

7 July 2013

HAMPSHIRE COUNTY COUNCIL CONSULTATION ON THE FUTURE  
OPERATION OF HOUSEHOLD WASTE RECYCLING CENTRES

REPORT OF JOINT CLIENT TEAM MANAGER

1. Detail

1.1 Details of this report area set out in the Executive Summary

OTHER CONSIDERATIONS:

2. COMMUNITY STRATEGY AND PORTFOLIO PLANS (RELEVANCE TO):

2.1 The service provided by HWRCs has a correlation with the incidence of fly tipping across the District. Any adverse effect of a change in policy could have an impact upon the City Council's ability to deliver its aims for a High Quality Environment.

3. RESOURCE IMPLICATIONS:

3.1 There are no immediate resource implications from this report at this stage. The consultation response does however mention the risk of potential increases to fly tipping depending on the changes agreed by Hampshire County Council which could have costs implications to the City Council. However,

4. RISK MANAGEMENT ISSUES

4.1 See comments made above on the potential increased risk of fly tipping.

BACKGROUND DOCUMENTS:

None

APPENDICES:

**Appendix 1** – JESC Report on Hampshire County Council consultation on the future operation of Household Waste Recycling Centres

**NON EXEMPT**

## **EAST HAMPSHIRE DISTRICT COUNCIL**

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**EHDC & WCC Joint Environmental Services  
Committee**

**25 June 2014**

**Hampshire County Council consultation on the future operation of  
Household Waste Recycling Centres**

**Client Team Manager**

**Report No.**

**FOR DECISION**

**Portfolios:**

**ENERGY & ENVIRONMENT (EHDC) – CLLR MELISSA MAYNARD**

**Key Decision: No**

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### **1.0 Purpose of Report**

- 1.1** To advise of a Hampshire County Council consultation on future policy regarding the operation of Household Waste Recycling Centres (HWRCs).
- 1.2** The HWRCs represent an important waste stream for both recyclables and residual waste although at present this is restricted to solely domestic waste. There is increasing pressure to allow them to receive commercial waste which would create income for the County Council and offset running costs.
- 1.3** There are close links between the policies operated by the HWRCs and incidents of fly tipping as any refusal to accept material or to unreasonably charge for its disposal will increase the potential for the illegal disposal of waste by both households and businesses.
- 1.4** It has been agreed by the Joint Environmental Services Scrutiny Committee that Member briefing workshops will be held in each authority prior to the end of the consultation period in order to allow all Members input into the process. It was agreed that these would be arranged via the relevant scrutiny panel/committee at each authority. It is recommended that the JESC response to the consultation is included within the briefing agenda.

## **2. Recommendation**

### 2.1 That the Committee

- (a) Considers the consultation document in addition to any comments made in this report and confirms the detail of its response to the HWRC consultation
- (b) Delegates authority to the Joint Client Team Manager in consultation with the relevant Portfolio Holders to agree the final wording of the JESC response.
- (c) Agrees that this response is included in the proposed Member briefings as described in this report.

## **3. Background**

- 3.1 This report is to update JESC regarding the current consultation by Hampshire County Council on changes to the Household Waste Recycling Centres. The Consultation is running for 12 weeks from 2 June until 22 August and as this is a countywide consultation affecting a well used service it is expected to create a high level of interest.
- 3.2 The detail of the consultation is included within the briefing papers in Appendices A-C to this report and it is not proposed to repeat all of this content but to focus on the substantive issues affecting the JESC.
- 3.3 A member of the HCC Waste Management Team attended the Joint Environmental Services Scrutiny Committee on 4<sup>th</sup> March to outline the consultation process and the briefing paper to that meeting is attached as appendix 1 to this report. It is proposed that any changes are introduced as part of the new 15 year management contract starting in 2015.
- 3.4 Hampshire County Council have also provided hard copy consultation leaflets to each authority as well as information which has been posted on both authorities web sites in order to promote the consultation as widely as possible. It is also proposed to send information to all Parish Councils to bring this matter to their attention.
- 3.5 HCC are also in contact with the relevant officers dealing with key stakeholder groups so that these can be specifically consulted on the proposal alongside an Equality Impact Assessment.

## **4. Key Consultation Questions**

- 4.1 The Key consultation questions with some initial comments are listed below:
- 4.2 **Option 1**- Closing one or more sites that do not represent good value for money, where there are nearby alternatives within easy access, alongside the existing programme of site redevelopment and accounting for planned housing growth.

**Comment:** this will depend upon the sites chosen and HCC have confirmed that more detailed site specific consultation will take place at a later date so only the principle is being considered at this stage.

- 4.3 **Option 2**- Introducing enhanced trade waste measures such as height barriers or dedicated onsite enforcement officers, to reduce the amount of trade waste wrongfully disposed of at sites, which adds costs to the service.

**Comment:** This is understandable as some trade waste is probably disposed of in HWRCs in unmarked vehicles particularly vans. However, this change could lead to more fly tipping of materials.

- 4.4 **Option 3** - Accepting waste from small local businesses for a fee.

**Comment:** This may impact upon existing Winchester City Council trade waste contracts and again could lead to increased fly tipping as above. There needs to be better consultation with businesses regarding the level of costs that would be acceptable.

- 4.5 **Option 4** - Charging for the disposal of DIY waste such as soil, rubble, plasterboard and asbestos to help recover some of the cost of dealing with these waste types. These waste types are not classified as household waste and are expensive to dispose of.

**Comment:** This will be unpopular with residents and likely to result in increased fly tipping of these materials. It could result in additional disposal costs for both authorities for materials such as plasterboard and asbestos.

- 4.6 **Option 5** - Reviewing our site opening hours to negotiate lower management costs, while maintaining a service at our busiest times.

**Comment:** Likely to lead to confusion over opening hours. Residents already have problems adapting to the winter/summer changes. However if usage data is available and longer hours could be achieved in the summer matched by reduced in the Winter then may be acceptable but needs to be supported by clear communications .

- 4.7 **Option 6** - Working with charities or communities to increase reuse of furniture and other items to further reduce the amount we dispose of

**Comment:** This is a sensible development and should be supported.

## 5.0 **Implications**

- 5.1 **Resources:** There are no specific additional resource requirements from this report. However, if any of the proposed changes to HWRC policy finally agreed result in increased fly tipping both authorities could experience additional collections costs but these are hard to quantify at this stage.
- 5.2 **Legal:** There are no immediate legal implications from the proposed changes. The service is run by HCC who have the right to review policies. Any increase in fly tipping could result in additional legal input to any resultant prosecutions although some of these costs would be hopefully be recovered as part of any costs settlement.
- 5.3 **Risks:** There are risks of additional fly tipping if policies discourage the disposal of waste through these facilities.
- 5.4 **Communications:** Any agreed changes will need to properly communicated with households. Whilst this may be done via HCC it is recommended that additional information is included within any promotional material on refuse recycling as part of a comprehensive package of measures advising households where to dispose of individual items.

Appendices:

**Appendices A-C** – Hampshire County Council HWRC Consultation documents

## **Household Waste Recycling Centre Service Provision Review Context**

HWRCs provide an integral service to Hampshire's waste management network. The services provided at the sites complement Waste Collection Authorities (WCA) collections and other bring-site activities, and they contribute almost 50% of the present PI recycling achievement within the County. They provide places, at which persons resident in the area may dispose of their household waste and, in doing so, fulfil the County Council's statutory obligation under the Environmental Protection Act 1990 and contribute to enhancing the County's Quality of Place.

There are a network of 26 HWRCs in Hampshire provided by Hampshire County Council (24), Portsmouth City Council (1) and Southampton City Council (1). They are currently managed and operated on behalf of the three councils by Hopkins Recycling Ltd, under contract until 31 January 2015. The 26 sites received 225,000 tonnes of material in 2011/12 and diverted an average of 82.3% from landfill (65% recycled) with over 4 million people visiting the sites.

### **The HWRC Service Provision Review**

The original aim of the project was, to evaluate the HWRC service and the way it is provided, in order to measure its value as a service both to Hampshire residents and Hampshire County Council. This has been achieved by assessing the HWRC network in terms of economy, efficiency, environmental performance and effectiveness.

The current financial climate and outcome of the recent Comprehensive Spending Review mean that now more than ever the County Council needs to look at our services and seek new or different ways of delivering them that ensure we continue to provide for Hampshire residents, ideally at a reduced cost, and improved efficiency. The HWRC Service is one that has the potential to offer, cost cutting and new or developing income streams that will ultimately allow the County Council to continue to provide an excellent level of service with a reduced demand on resources.

### **The Key Work streams**

There are 8 key areas of work, some which are underway and on-going and others that are proposals or options that we are consulting with all stakeholders on.

1. **Maximising Landfill Diversion** - This is an on going work stream to remove as many waste streams from the residual bin as possible. These are to be sent for recycling or energy recovery in order to increase our recycling performance and make cost savings. The key materials we are currently focussing on include; carpets, mattresses and plastics which make up a significant proportion of the material in the residual bin.

2. **Advertising at HWRCs** – We are currently undertaking a 12 month trial at 7 sites offering businesses the opportunity to use boards on the perimeter fencing inside the site to advertise their services. Take up has been positive with companies ranging from estate agents to waste companies signing up.
3. **Commercial & Industrial Waste Acceptance** – This option would enable small and medium sized enterprises access to the HWRC network to dispose of their waste for a reasonable charge. The target market is mobile businesses ‘man in a van’ (plumber, electricians, gardeners etc...) that currently have few practical or affordable options that allow them to recycle and dispose of their waste.

Should this option be selected the intention would be (in line with current best practice ) to make the service simple and affordable to encourage take up and would allow provision of a service operating at the same times as the domestic service at the majority of or all sites with an electronic payment and material recording system..

4. **Soil & Rubble, Plaster Board & Asbestos** – These three material streams cost £1 million per annum in disposal costs and are also those materials most likely to be trade waste . The County Council is not obliged to accept these under legislation as it is not classified as household waste. Whilst we do accept these materials free of charge at all sites there are restrictions in place

Options being considered include banning these materials completely, keeping the currently restricted amount free and charging for all material above this amount or charging for all the material brought into the sites.

5. **Trade Waste Controls** – This option seeks to enhance the current trade waste controls on sites either through the use of height barriers and or provision of an enforcement officer on site to reduce as far as is practicably possible trade waste entering the site.

If the commercial and industrial waste option or option to charge for certain materials as outlined above are implemented, these enhanced controls will be key to ensuring that they are successful.

6. **HWRC Opening Hours** – HWRC Opening hours change during the year to reflect the change in daylight hours (8am - 4pm, 8am – 5pm, 8am – 7pm) but only around 10% of visits happen after 4pm and the majority occur between 9am and 4pm.



This option considers the potential to reduce hours either at the start and/or the end of the day to achieve cost savings and match the service to when the public use the sites most.

7. **Site Rationalisation** – As a necessary part of the review we are considering service provision in Hampshire in the context of current and future housing development as well as considering the overall level of service we should provide.
  
8. **Voluntary / Third Sector Engagement** – This option seeks to maximise the amount of re-use through the HWRC sites by working with the voluntary sector to reduce the amount of material that goes for disposal. There are both direct benefits; land fill diversion performance and reduced disposal costs and indirect benefits; provision of reusable furniture and other items to the voluntary sector to benefit those needing support across the community.

### **Project Timetable**

The timetable set out below gives the key elements of the stakeholder engagement process we are undertaking to ensure all views are captured ahead of a member decision later in 2014:

6th December 2013	HCC Member engagement workshop I
10th January 2014	HCC Member engagement workshop II
January / February 2014 sessions	Project Integra partner engagement
June- August 2014	Full public consultation
October 2014	HWRC Management Contract Award
November 2014 – January 2015	Contract Mobilisation
1 February 2015	Contract Start

The procurement process and HWRC management contract has been designed to allow us to implement changes to the service or not depending on the outcome of the consultation and subsequent decision.

**Appendix B****Household waste recycling centre (HWRC) consultation FAQs****1. What is the consultation?**

The consultation is an opportunity for anyone interested in Hampshire's HWRCs to help shape the future of the service.

**2. Why are you carrying out a consultation?**

Hampshire's HWRCs are a key component of the county's waste management infrastructure and providing a modern, efficient and fit for purpose HWRC service is a priority for the County Council. This has become more important as the County Council needs to make significant savings by 2015, equivalent to a 12% cut in its total budget. As a result, we are reviewing all of our activities and services to ensure that they are as efficient as possible and, where feasible, looking to reduce the overall cost of running services.

The HWRC service costs around £10 million a year a run, so we have been looking at different and innovative ways of running HWRCs so that we can continue to deliver a high quality service while reducing overall costs. A new HWRC management contract is due to start in 2015, providing an opportunity to introduce new services and policies that can help to deliver future savings or deliver an income to recover some of the costs of the service. By carrying out a consultation, we are listening to what Hampshire residents want and expect from the HWRC service, as it is important that we use our budget fairly and are mindful of the public's priorities.

**3. When is the consultation taking place?**

The consultation opens on Monday 2 June 2014 for a period of 12 weeks, closing on Friday 22 August 2014.

**4. How do I respond to the consultation?**

You can respond to the consultation online at: [www.hants.gov.uk/recycling](http://www.hants.gov.uk/recycling). Alternatively paper copies are available from local council offices and libraries – or call Hantsdirect on: 0845 603 5634 to obtain one. Paper copies are available in large print, Braille, or in other languages if required.

**5. Who should respond to the consultation?**

Everyone: we would like to hear from anyone who uses Hampshire's

HWRCs, including those who may live outside the county boundaries. Even if you don't currently use the sites, we'd still like to hear your views in case there is anything we could do to make the service more accessible to you in the future. We welcome any feedback from local businesses, charitable or community organisations and anyone else with an interest in the service.

## **6. When does the contract begin?**

The new contract will start in early 2015. The new contract provides an opportunity to introduce new services and policies that can help to deliver future savings or deliver an income to recover some of the costs of the service.

## **7. What options are being considered?**

The options being considered are:

- Closing one or more sites that do not represent good value for money, where there are nearby alternatives within easy access, alongside the existing programme of site redevelopment and accounting for planned housing growth.
- Introducing enhanced trade waste measures such as height barriers or dedicated onsite enforcement officers, to reduce the amount of trade waste wrongfully disposed of at sites, which adds costs to the service.
- Accepting waste from small local businesses for a fee.
- Charging for the disposal of DIY waste such as soil, rubble, plasterboard and asbestos to help recover some of the cost of dealing with these waste types. These waste types are not classified as household waste and are expensive to dispose of.
- Reviewing our site opening hours to negotiate lower management costs, while maintaining a service at our busiest times.
- Working with charities or communities to increase reuse of furniture and other items to further reduce the amount we dispose of.

## **8. When do I have to complete the consultation by?**

Please respond to the consultation by Friday 22 August 2014 to ensure your views are considered.

## **9. When will we hear the outcomes of the consultation?**

The feedback received through the consultation will directly inform our recommendations for the HWRC service from 2015 onwards. The outcomes of the consultation will be made public no later than 14 November 2014. We will then consider the results and use this information to develop recommendations for the new contract to the

Executive Member for Economy, Transport and Environment.

**10. Will the changes be introduced?**

No decisions have been made yet and this will depend on the feedback we receive through the consultation, site assessments with the appointed contractor and subsequent approval by the County Council's Executive Member for Economy, Transport and Environment.

**11. Will more than one of the options/all of the options be introduced?**

Possibly: some or all of the options presented here could be introduced as part of the new HWRC management contract, which is due to start in April 2015. No decisions have been made yet, and your feedback will directly inform the recommendations made to the County Council's Executive Member for Economy, Transport and Environment.

**12. When will the changes be introduced?**

Any service changes will be phased in over the course of the new contract so not before April 2015.

**13. When will the decision be made?**

It is expected that a report making recommendations based on the findings of the consultation and other considerations from the County Council's review of the service and business cases will be taken to the Executive Member for Economy, Transport and Environment Decision Day in late 2014.

**14. What decisions have been made already?**

The options are at a very early stage with no decisions made yet. Your feedback will influence the service options taken forward in the new contract.

**15. Who will make the decision?**

The decision will be made by the Executive Member for Economy, Transport and Environment.

**16. How will my response be used?**

All responses submitted as part of the consultation will be collated and used to inform which options are taken forward for possible implementation as part of the new HWRC management contract and how they may be operated onsite. All responses will be handled in accordance with the Data Protection Act 1998.

**17. How much will these changes cost to implement?**

The new contract has not yet been awarded, however it is the intention that these options will deliver savings and/or an income to offset from the overall cost of the HWRC service.

**18. Why are these changes being introduced?**

The County Council needs to make significant savings by 2015, equivalent to a 12% cut in its total budget. The HWRC service costs around £10 million a year a run, so we have been looking at different and innovative ways of running HWRCs so that we can continue to deliver a high quality service while reducing overall costs. A new HWRC management contract is due to start in 2015, providing an opportunity to introduce new services and policies that can help to deliver future savings or deliver an income to recover some of the costs of the service. By carrying out a consultation, we are listening to what Hampshire residents want and expect from the HWRC service, as it is important that we use our budget fairly and are mindful of the public's priorities.

**19. How were the service options selected?**

The six options were chosen following a full assessment of our existing HWRC network, site user surveys, focus groups, testing of cost models and research into best practice from other authorities.

**20. What consultation have you carried out to date?**

Six focus groups were carried out on the County Council's behalf in autumn 2013, with participants recruited from five HWRCs across the county, plus a group of people who don't use the service. The feedback from these groups has helped inform the options presented in the consultation. Following this, workshops with Hampshire County Councillors took place in December 2013 and January 2014 to identify any potential issues. Briefings were also held with district and borough officers and councillors in early 2014.

**21. What research have you carried out to date?**

Research has been carried out covering visitor data, user surveys, site assessments, performance of sites, cost efficiency, environmental impacts, focus groups with Hampshire residents and best practice from other authorities.

**Information Placed on each authorities website****HWRCs – have your say***Help plan the future of the HWRC service*

Hampshire County Council is carrying out a consultation on its household waste recycling centres (HWRCs) and wants your views on the future of the service.

Hampshire's HWRCs are a key component of the county's waste management infrastructure and providing a modern, efficient and fit for purpose HWRC service is a priority for the County Council. This has become more important as the County Council needs to make significant savings by 2015, equivalent to a 12% cut in its total budget.

The County Council has been looking at different and innovative ways of running HWRCs to make sure the Council can continue to deliver its priorities while meeting budget saving targets and maintaining the quality of core services.

This is your opportunity to shape the HWRC service and to give your views on how any changes can be made to work best for you.

You can respond to the consultation online at [www.hants.gov.uk/recycling](http://www.hants.gov.uk/recycling) from 2 June to 22 August 2014.

Paper copies are available from local council offices and Hampshire libraries, or you can email: [hwrc.consultation@hants.gov.uk](mailto:hwrc.consultation@hants.gov.uk) or call Hantsdirect on: 0845 603 5634 to receive one.