



NOTICE OF MEETING

CABINET MEMBER FOR ENVIRONMENT & COMMUNITY SAFETY DECISION MEETING

THURSDAY, 22 SEPTEMBER 2016 AT 4.30 PM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

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CABINET MEMBER FOR ENVIRONMENT & COMMUNITY SAFETY DECISION MEETING

Councillor Rob New (Conservative)

Group Spokespersons

Councillor Dave Ashmore, Liberal Democrat

Councillor Julie Swan, UK Independence Party

Councillor Stephen Morgan, Labour

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

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Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendations). Email requests are accepted.

AGENDA

- 1 Apologies for Absence**

2 Declaration of Members' Interests

3 Household Waste Recycling Centre Service Efficiencies (Pages 1 - 26)

Purpose.

To inform the Cabinet Member for Environment & Community Safety of the key findings of the public consultation held from 16 March 2016 to 25 May 2016 on the future of the Hampshire wide, Household Waste Recycling Centre (HWRC) service, as highlighted in Hampshire County Council's report (appendix 1).

RECOMMENDED that the Cabinet Member for Environment & Community Safety approves the implementation of the recommendations set out below:

- In line with the rest of the Hampshire wide network of HWRCs, implement a reduction in opening hours at the Port Solent site of 2 hours per day, with revised opening of 11am - 6pm in the Summer and 11am - 4pm in the Winter, commencing 1st January 2017.
- In line with the rest of the Hampshire wide network of HWRCs, close our Port
- Solent site on a Thursday each week, commencing 1st January 2017.
- In line with the rest of the Hampshire wide network of HWRCs, commence charging residents for non-domestic DIY waste (soil, rubble, plasterboard and asbestos), commencing 1st October 2016.
- Note that a system of cross border charging is introduced of £2 per visit for non-Hampshire residents to commence no later than 1st September 2017.
- Note the implementation date of previously approved charging regimes for small and medium sized enterprise (SME) trade waste and DIY charging is 1st October 2016.
- To approve the list of chargeable non-household waste as set out in paragraph 5.5 of HCC's report (appendix item 1).

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Agenda Item 3



Portsmouth
CITY COUNCIL

Title of meeting:	Environment & Community Safety Portfolio Decision Meeting
Date of meeting:	22 nd September 2016
Subject:	Household Waste Recycling Centre Service Efficiencies Implementation
Report by:	Colette Hill
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

To inform the Cabinet Member for Environment & Community Safety of the key findings of the public consultation held from 16 March 2016 to 25 May 2016 on the future of the Hampshire wide, Household Waste Recycling Centre (HWRC) service, as highlighted in Hampshire County Council's report (appendix item 1).

2. Recommendations

That the Cabinet Member for Environment & Community Safety approves the implementation of the recommendations set out below:

- In line with the rest of the Hampshire wide network of HWRCs, implement a reduction in opening hours at the Port Solent site of 2 hours per day, with revised opening of 11am - 6pm in the Summer and 11am - 4pm in the Winter, commencing 1st January 2017.
- In line with the rest of the Hampshire wide network of HWRCs, close our Port Solent site on a Thursday each week, commencing 1st January 2017.
- In line with the rest of the Hampshire wide network of HWRCs, commence charging residents for non-domestic DIY waste (soil, rubble, plasterboard and asbestos), commencing 1st October 2016.
- Note that a system of cross border charging is introduced of £2 per visit for non-Hampshire residents to commence no later than 1st September 2017.
- Note the implementation date of previously approved charging regimes for small and medium sized enterprise (SME) trade waste and DIY charging is 1st October 2016.
- To approve the list of chargeable non-household waste as set out in paragraph 5.5 of HCC's report (appendix item 1).

3. Background

Port Solent, HWRC, is part of an extensive, Hampshire wide network of 26 sites of this type. Along with all other Hampshire, Waste Disposal Authorities, Hampshire County Council and Southampton City Council, Portsmouth City Council (PCC) agreed to undertake a full review of all HWRCs in the county, in order to deliver a savings target of 1.55m, required due to further reductions in local government funding, announced by the Government in February 2016.

A county wide consultation of service users and the public was undertaken, which ran from 16 March 2016 to 25 May 2016, via an online and paper questionnaire. A total of 11,497 responses were received, plus a further 137 letters and 5 petitions.

Respondents were asked to consider 3 separate proposals for reducing costs across the HWRC network as follows;

1. To reduce opening days and hours
2. To partially close one of more HWRC sites
3. To fully close one or more HWRC sites

It was clear from the results the vast majority of residents preferred the option to reduce opening days and hours, as opposed to potentially losing sites altogether. As such, HCC's Executive Member for Environment and Transport took the decision on 22 July 2016 to mirror the recommendations set out above.

4. Reasons for recommendations

To realise savings from the cost of running the HWRC service in order to deliver the proposed Hampshire wide savings target of £1.55m, of which PCC's 4.57% share totals approximately £71k, based on our one site located at Port Solent and our proportionate share of other sites, located in Havant, Fareham and Waterlooville.

5. Equality impact assessment

It is considered that any proposed changes to the service would have a low impact on the protected characteristics of age, disability, poverty, pregnancy and maternity.

Charging for disposal of certain materials may disadvantage residents on low incomes, although charges will only be applied to certain waste types, therefore minimising any impact upon most service users.

6. Legal implications

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

7. Director of Finance's comments

The recommendations within this report are linked to the decision made by Hampshire County Council's Executive Member for Environment and Transport on 22nd July 2016 following a County-wide consultation, which sought to implement measures to reduce the

annual cost of running the HWRC network by the approximately £1.55million, in order to contribute towards their corporate savings target.

This decision and the resulting reduction in network-wide costs will result in a corresponding reduction in costs charged to Portsmouth City Council, for its share of the overall HWRC network.

Portsmouth's share of the County total equates to 4.57%, and as a result the reduction in costs resulting from adopting Hampshire's proposal is anticipated to total £70,800 from April 2017, although a part year effect is anticipated in 2016/17, which will be a reduction of approximately £17,500.

.....
Signed by:

Appendices:

Item 1. HCC, Executive Decision Record, Household Waste Recycling Centre Service Efficiencies Implementation, 22 July 2016

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

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HAMPSHIRE COUNTY COUNCIL**Executive Decision Record**

Decision Maker:	Executive Member for Environment and Transport
Date:	22 July 2016
Title:	Household Waste Recycling Centre Service Efficiencies Implementation
Reference:	7534
Report From:	Director of Economy, Transport and Environment

Contact name: Vicky Beechey

Tel: 01962 845539

Email: vicky.beechey@hants.gov.uk

1. The decision:

- 1.1. That the Executive Member for Environment and Transport notes the key findings of the public consultation held from 16 March 2016 to 25 May 2016 on the future of the Household Waste Recycling Centre (HWRC) service as highlighted in this report.
- 1.2. That, taking into account the responses to the consultation, the Executive Member for Environment and Transport approves the implementation of the following to the HWRC service;
 - i. That no sites are fully closed to meet Hampshire County Council's 2017 savings target.
 - ii. That there is a network-wide reduction in opening hours of two (2) hours per day, with a revised opening of 11am – 6pm in the Summer and 11am – 4pm in the Winter, starting from 1 October 2016.
 - iii. That all sites are closed on a Thursday each week, starting from 1 October 2016.
 - iv. That a system of cross-border charging is introduced of £2 per visit for non-Hampshire residents to commence no later than 1 September 2017.
 - v. That the implementation date of previously approved charging regimes for small and medium-sized enterprise (SME) trade waste and DIY charging is 1 October 2016.
 - vi. To approve the list of chargeable non-household waste as set out in paragraph 5.5 of this report.
- 1.3. That the Executive Member for Environment and Transport gives approval for a request to be made to central government to review the legislation that currently prohibits the charging of residents to access the HWRCs, to enable a charge to be made by Waste Disposal Authorities if they choose to do so.

1.2. That authority be delegated to the Director of Economy, Transport and Environment, in consultation with the Executive Member for Environment and Transport, and the Head of Legal Services as necessary, to implement all of the necessary operational and contractual changes and other actions for the recommendations to take effect.

2. Reason(s) for the decision:

2.1. To realise savings from the cost of running the HWRC service in order to deliver the proposed savings target of £1.55million, as set out in the HWRC consultation document.

3. Other options considered and rejected:

3.1. A range of options were consulted on during the HWRC consultation as set out in the HWRC consultation document, with a number of these having been rejected at this time as a result of the responses received.

4. Conflicts of interest:

4.1. Conflicts of interest declared by the decision-maker:

4.2. Conflicts of interest declared by other Executive Members consulted:

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:

Date:

22 July 2016

**Executive Member for Environment and Transport
Councillor Rob Humby**

Decn/7534/VB

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	22 July 2016
Title:	Household Waste Recycling Centre Service Efficiencies Implementation
Reference:	7534
Report From:	Director of Economy, Transport and Environment

Contact name: Vicky Beechey

Tel: 01962 845539

Email: vicky.beechey@hants.gov.uk

1. Executive Summary

1.1. The purpose of this paper is to recommend policy changes to the provision of the Household Waste Recycling Centre (HWRC) service both in the short and longer term, in light of proposed savings targets the County Council is expected to meet. This follows the public consultation undertaken in 2016, the analysis of which is covered in this report and its appendices.

1.2. This paper seeks to:

- summarise the findings of the HWRC public consultation undertaken in 2016
- identify key issues and outline the proposed solutions to these
- consider the longer term view of the service and make recommendations to ensure the viability of the HWRC network going forward

2. Contextual information

2.1. This paper follows the paper presented to the Executive Member for Economy, Transport and Environment (ceased March 2016) on 4 November 2014¹. That paper presented the outcomes of a consultation, undertaken during the summer of 2014, on proposed policy changes for the HWRC service and made recommendations for changes under the new management contract for HWRCs. These are the introduction of a charge for certain materials classified as non-household (DIY) waste and a small and medium-sized enterprise (SME) trade waste offer. Consideration of other options was also given, including the charging/restriction of non-Hampshire residents from using Hampshire sites. The introduction of the first two proposals (DIY and trade) have been delayed primarily to allow for

¹ Decision Report (Ref 6031) can be viewed at this [weblink](#):

the start of the new HWRC management contract, which began on 1 April 2016. This paper seeks approval for the timing of the introduction of these.

- 2.2. The charging of materials not classified as household waste will be introduced to cover the cost of disposal of these materials, and the materials to be charged for are soil and rubble, asbestos and gypsum. The SME trade waste offer is being set up to allow small traders to use the HWRC sites from Monday to Friday for a charge, accepting the same materials as is currently accepted by the sites on behalf of householders. The aim of this offer is to enable these small traders to access alternative disposal routes and to help the County Council generate a small income, to include covering the cost of providing the service. Para 5.5 of this report refers to the detail of these charges.
- 2.3. It is recommended that these charging initiatives be introduced from 1 October 2016.
- 2.4. It was confirmed in February 2015 that the County Council must meet a funding shortfall of £98 million by April 2017, with £14.7million planned to be met from the Economy, Transport and Environment department's budget.
- 2.5. As set out in the recent HWRC consultation document, the County Council is proposing to reduce the annual cost of running the HWRC network by the revised savings target of £1.55million, to meet the overall 2017 savings target for the County Council. To help achieve this target, a number of savings proposals have been developed. These include reducing the number of hours, or days, that sites are open, charging for cross border use and charging for non-household waste.
- 2.6. The procurement of the new HWRC management contract which commenced on 1 April 2016 has delivered significant cost efficiencies that support the delivery of the savings targets. These have been achieved through reduced management fees and increased income based on a commercially focused contract specification and competitive procurement process.
- 2.7. On 20 June 2016, the updated Medium Term Financial Strategy was presented to Cabinet. This set out the need for additional savings of £120million per year to be delivered by 1 April 2019. This will lead to a need for further reductions across all services, including waste management.
- 2.8. In order to gain an understanding of residents and site users' views on the proposals to reduce the annual cost of the HWRC service, the County Council undertook a public consultation from 16 March to 25 May 2016. A total of 11,497 responses were received in the form of the consultation document, with a further 137 letter and email representations made, along with 5 formal petitions received. All responses received within the timescales set out have been analysed, with a brief summary of key results presented in the next section. The detailed statistical analysis is presented as Appendix 2 to this report.

- 2.9. Prior to the release of the consultation, an opportunity to meet with members of the County Council's Waste & Resource Management Team was offered to all Districts and Boroughs, as well as the two Unitary Authorities - the majority of whom accepted. The meeting was to brief them on the savings target and the proposed approach to reaching it. All were asked to assist in advertising the consultation through their various communications channels once it opened.
- 2.10. The consultation was advertised via a wide variety of channels, including the County Council's website via a dedicated webpage, social media, press releases that were picked up by a number of local [Hampshire] publications and District/Borough communications channels. In addition leaflets were handed out at all HWRCs on two separate occasions, drawing site users' attention to the consultation and how it could be accessed. BBC South and Radio Solent also covered the consultation during its later stages.
- 2.11. In addition to the proposals around the savings target, respondents were also asked to complete a question on charging for access to the sites, for information only. In early 2015, central government prohibited by law the charging of residents to deposit household waste at HWRCs by bringing into force the Local Authorities (Prohibition of Charging Residents to Deposit Household Waste) Order 2015. The County Council was interested in gathering residents views on this, as support for such a charge could be used as evidence for a new, future approach, if the Government were to change the law to permit charging. Such an approach would be likely to generate sufficient funds so that the requirements to either further reduce opening hours at sites, and/or close HWRC sites would be greatly reduced.

3. 2016 Consultation Response and Findings

- 3.1. As highlighted in paragraph 2.8, the County Council undertook a public consultation on the HWRC service from 16 March to 25 May 2016. A total of 11,497 responses were received in the form of the consultation document, with a further 137 letter and email representations made and 5 formal petitions received.
- 3.2. Respondents were asked to rank a number of options related to the various savings proposals as follows;
- Proposal 1: to reduce opening days and hours
 - Proposal 2: to partially close one or more HWRC sites
 - Proposal 3: to fully close one or more HWRC sites.

Respondents were allowed to select "Least Preferred" for multiple options on any questions that asked them to rank options, and also were not obliged to rank all options. In addition, 'free-text' boxes were provided at a number of points within the consultation to allow respondents to put forward comments and views on the proposals, as well as any additional information they wished to submit for consideration.

- 3.3. A brief summary of the results is found below. The headline tables are found in Appendix 1 with the detailed statistical analysis report presented as Appendix 2.

Table 1: Headline Results

Consultation Question	Headline Results
Options for changes to opening hours (Proposal 1)	The preferred option was to reduce hours at all sites by one hour per day, throughout the year
Options for times of day sites should open (Proposal 1)	The preferred option was that sites should open later (after 09:00) and close later.
Options for partial closure of one or more HWRC sites (Proposal 2)	The preferred option was to have up to 10 smaller and less busy sites only opening on Saturday, Sunday and Monday
Criteria for making a judgement about potential closures of one or more HWRC sites (Proposal 3)	Geographical location and distance from other sites was ranked as the preferred factor to take into account in any potential site closures. Where invited to suggest additional criteria to take into account, respondents in particular noted the likely impact upon fly-tipping.
Preferred options for full closure of one or more HWRC sites (Proposal 3)	The preferred option was to fully close up to four HWRC sites. A number of respondents disagreed with all of the options available.
Overall ranking for the three Proposals	Proposal 1, to reduce opening hours, was the preferred of the different approaches.
Other comments about the proposals	Respondents in particular highlighted a concern that fly-tipping will increase if some of the proposals are taken forward.
For information only: charging for access to HWRC sites	48% of respondents indicated they would consider paying a small charge to access HWRC sites. 46% of respondents indicated they would not. (The remainder did not select a preference either way)

- 3.4. On conclusion of the consultation, the County Council has analysed all of the responses received and has used these to help identify key issues and proposed solutions, as set out in sections 5,6,7 and 8 of this report.

4. Fly-tipping

- 4.1. Flytipping was consistently raised throughout the consultation as an issue of key concern for both residents and public body respondents alike. In particular that any reduction in service – through changes to opening hours, day and full site closures – would result in increased levels of fly-tipping around the county. The cost of fly tipping on public land falls on Local Authorities. It is the responsibility of the Districts and Boroughs to collect fly-tipped waste, and the County Council to dispose of it. The cost of disposing of this waste is the greatest cost and therefore is a key issue for the County Council. It should be noted that fly-tipping on private land, while not the responsibility of the local authorities, is of equal concern.
- 4.2. The County Council takes these concerns seriously and has been looking into options for addressing fly-tipping generally. It has liaised with other authorities to learn from their experiences and ensure that a joined up approach is delivered. In particular, the Surrey Waste Partnership has just adopted a comprehensive fly-tipping strategy that uses a collaborative approach to tackle the issue on a number of different fronts. Following discussions with Surrey, the County Council aims to adopt a similar approach and develop a strategy that fits with theirs in recognition of the fact that fly-tipping is a national problem.
- 4.3. The core aims of the proposed strategy are set out below:
 - a) Creating awareness of the financial and environmental impacts of fly-tipping.
 - b) Educating the residents and business about their “duty of care” responsibilities when disposing of waste.
 - c) Enforcement: ensuring robust enforcement against fly-tipping, working across all agencies viz. the Police, the Environment Agency, Waste Collection Authorities, Trading Standards, representatives of the Rural Community (National Farmers Union, Campaign to Protect Rural England, Natural England, etc.), plus others.
 - d) Highlighting the consequences of fly-tipping.
 - e) Enabling and encouraging landowners to help prevent fly-tipping.
 - f) Encouraging the reporting of fly-tipping incidents.
- 4.4. The strategy will be developed over the summer with engagement of a wide range of stakeholders and will be brought back for approval by the Executive Member for Environment and Transport in Autumn 2016.

5. Wider Service Efficiencies Programme

Cross Border Site Usage

- 5.1. There are a number of Hampshire HWRCs on the County borders which are used by non-Hampshire residents (excluding Southampton and Portsmouth residents²). In 2015, the County Council undertook a site user survey; the results of which indicated that cross-border use of the network by non-Hampshire residents will result in operational costs in excess of £500,000 for 2016/17.
- 5.2. A number of neighbouring Authorities (including Surrey County Council, West Berkshire Council and Borough of Poole) have already or are planning to introduce cross-border restriction at all or some of their HWRC sites. The majority are considering the outright restriction of 'non-local' residents which would result in a number of Hampshire residents being unable to use these facilities in any capacity.
- 5.3. The County Council recognises that, in some locations, the network of Hampshire HWRCs is more convenient to access for non-Hampshire residents than facilities within their own administrative area. With this in mind the County Council does not wish to unnecessarily inconvenience these cross-border users any more than it wishes to reduce the cost efficiency, and in some cases viability, of these sites by preventing cross-border access. Therefore the County Council is proposing to introduce a small access charge of £2 for non-Hampshire residents, in accordance with powers set out in Paragraph 51(3) of the Environmental Protection Act 1990, rather than prohibit them from using the amenities as provided to Hampshire residents in accordance with Paragraph 51(b) of the same Act.
- 5.4. The proposal is to implement a mechanism to identify Hampshire residents – either through a residents permit or satisfactory evidence for proof of address such as photocard drivers licence or a current years council tax bill. This would then be supplemented with the use of technical and other solutions, a number of which will already be present on site as a result of the new Management contract. These include the use of the automatic number plate recognition (ANPR) system and the payment infrastructure that is to be used to support both the DIY and Trade Waste offers. In addition, the cross-border proposal would also make use of the 'meet and greet' function that the HWRC contractor will be introducing. In terms of the ANPR specifically, we would consider the use of a system that is linked to a resident data base that residents would be able to register their household and vehicle details on. There would be a significant period of time to enable residents to register their details, and flexibility to allow for on-site registration on presentation of relevant identification viz. a photocard drivers licence.

² Each of the HWRCs in Southampton and Portsmouth are run under the same management contract as the Hampshire network; therefore residents in the two Unitary Authorities are considered 'Hampshire' residents for the purposes of any cross-border arrangements.

Charging for non-household waste

5.5. In November 2014, the County Council took the decision to implement charging for materials not classified as household waste, as it is permitted to do so under the Environmental Protection Act 1990. The delay to the implementation of this charge was made to allow for the start of the new HWRC management contract, which began on 1 April 2016.

In order to maximise the savings opportunity from this initiative, so as to assist in reaching the proposed savings target and avoid full site closures, it is recommended that the list below for materials that are permitted to be charged for, as taken from a review of relevant legislation³ undertaken by the Waste & Resources Action Programme (WRAP) is approved. The list includes:

doors and windows;

fitted kitchens;

fitted wardrobes;

soil from landscaping activities; and

any other building materials (such as bathroom units and ceramics).

Additional materials that also fall into the non-household waste category include:

tyres;

gas canisters;

garden sheds;

wooden fence panels.

The full list of materials and the appropriate charges will need to be considered and will only be those materials that are classified as non-household waste.

6. Financial Assessment

6.1. As set out in the recent HWRC consultation document, the County Council is proposing to reduce the annual cost of running the HWRC network by the revised savings target of £1.55million, to meet the overall 2017 corporate savings target. However, further to the recently updated Medium Term Financial Strategy⁴ and the requirement to achieve further savings of £120million from the County Council's budget by 2019, additional savings may be realised from the HWRC service.

³ www.wrap.org.uk/sites/files/wrap/Legislation.pdf

⁴ [Medium Term Financial Strategy 2020](#) (released 20.06.2016)

- 6.2. The savings proposals in the consultation document each present an amount of approximate savings, represented in table 2 below. It should be noted that the savings in the table are based on each option being implemented on an individual basis. Any change that incorporates more than one proposal will impact on the overall savings total; merging options will reduce the total financial benefit as the options interact.

Table 2: Approximate savings as represented in the HWRC consultation document

Proposal	Annual Saving (Approx.) (£)
A) Reduce opening hours by one hour per day, throughout the year.	400,000
B) Reduce opening hours by closing all sites on one day of the week.	450,000
C) Reduce opening hours by closing all sites on two days of the week, but introduce extended opening hours on one other day of the week.	800,000
D) Reduce opening hours by closing up to 10 smaller sites during Winter (01 October – 31 March).	500,000
E) Reduce opening hours by only opening up to 10 smaller & less busy HWRC sites on Saturday, Sunday & Monday	650,000
F) Fully close up to 4 sites	440,000
G) Fully close up to 8 sites	1,050,000
H) Fully close up to 12 sites	1,850,000

- 6.3. With the start of the new HWRC contract from 1 April 2016, the savings baseline is lower as a result of a lower overall management charge achieved by the letting of the new contract. Therefore, the approximate savings against each of the consultation proposals are now lower under the new contract arrangements with corresponding additional savings achieved from the new contract.

- 6.4. As outlined in Section 5, other options for cost reduction or income generation have been considered in order to help offset the need for significant reductions to the availability of the HWRC service. Table 3 indicates the estimated potential range of income that these initiatives could generate to help reduce the realisation to make further savings.

Table 3

Option	Annual Saving (Approx.) (£)
Cross-border charging	150,000 - 300,000
Additional non-household waste charging	50,000 - 75,000

7. Options Appraisal

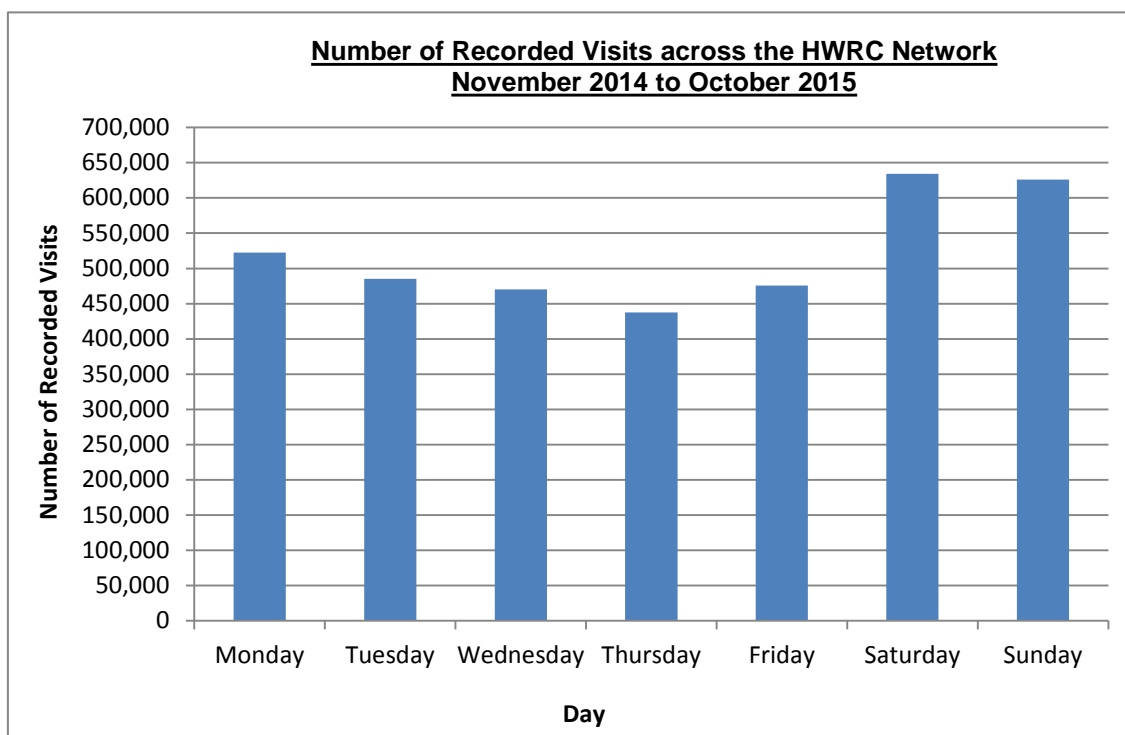
- 7.1. The HWRC service is a highly valued service as the response to the County Council's 'Shaping Hampshire' consultation during the Summer of 2015 demonstrated and has been re-emphasised in the response to the recent consultation. Following the analysis of these responses, it is clear that full site closures were the least preferred proposals. In recognition of this, no permanent site closures will be recommended in order to contribute towards the savings target for 2017.
- 7.2. In light of the response from the public, a combination of the other proposals will need to be recommended in order to achieve the proposed savings target. The preferred combination and rationale is discussed below.
- 7.3. The option that had the most support was a reduction in opening hours across the network. The recommendation would be to reduce opening hours by two hours per day at every site. By reducing the opening hours on this basis we can achieve a reasonable saving whilst spreading the reduction fairly across all sites.
- 7.4. It is recognised that this represents a greater reduction in opening hours than that considered in the consultation. However, based on the ranking of the options which indicated that reduced opening hours are the preferred method of respondents for achieving savings, we have therefore maximised the savings that can be achieved from this option.
- 7.5. The consultation asked whether site users would prefer an earlier opening time, maintain the current opening of 9am or a later opening time (Question 2). The preferred option selected was for a later opening than currently. On that basis, it is proposed that revised opening hours of 11am to 6pm in the Summer and 11am to 4pm in the Winter are implemented.
- 7.6. The data on patterns of use of the network indicate that there is a higher use of the sites earlier in the day (between 10am and 11am). However, as a result of the consultation response indicating a strong preference for a later opening than currently, a recommendation for an 11am opening is being put forward. This will also ensure a consistent opening time across the seasons as well as delivering the level of proposed savings.
- 7.7. Following the previous change in opening hours made in April 2015, there was a noted increase in queueing outside sites prior to the 9am opening causing congestion during the morning rush hour. It is however believed that a further delay in opening hours for the HWRCs should assist in alleviating this.

Table 4

Current Summer Hours	Proposed Summer Hours	Current Winter Hours	Proposed Winter Hours
9am – 6pm	11am – 6pm	9am – 4pm	11am – 4pm

- 7.8. In addition to reducing opening hours, the next most supported option is to close all sites on the quietest day during the week. Clearly this has an impact on the savings that are achieved from opening hours, but minimises the potential for reduced savings by it only being on one day of the week

Having analysed the user data, Thursday is the least busy day and we would propose to close all sites every Thursday.



While it is recognised that this means there will be no service availability on this day, it is felt that the ability to clearly communicate the message and reduce confusion outweighs the benefit of having different sites closed on different days. Other authorities have implemented day closures on different days and this has caused issues with residents not being clear on which day their site is open, leading to frustration and increased complaints.

- 7.9. Based on the current average operational costs only, with no avoided disposal costs included, this combined option would deliver an approximate saving of £630,000 while maintaining a comprehensive service for Hampshire's residents.
- 7.10. In addition to the combined option discussed in 7.3. to 7.5. above, the introduction of a small cross border charge of £2 per visit plus charging for additional non-household waste as itemised in 5.5 would increase the savings to an estimated £830,000 to £1,107,000. The remainder of the savings target will be achieved as a result of the reduced management fees and increased income achieved from the procurement of the new HWRC management contract, these amount to an estimated £443,000 to £720,000.

8. Next Steps and Future Direction

- 8.1. Implementation of the recommended options will need to be phased in recognition of the need for adequate time for communication and delivery of the required infrastructure. It is likely that opening hours and day closures will be delivered as soon as is practically possible, and no later than 1 January 2017.
- 8.2. Implementation of cross-border charging will require additional processes and preparations, as well as infrastructure and will therefore be introduced no later than 1 September 2017.
- 8.3. In light of the updated Medium Term Financial Strategy (see footnote 3) and the savings target for 2019 of £120million, further savings from the HWRC service may be required. Following implementation of the options already discussed, a process of monitoring and review will take place over the coming months. These evaluations will feed into the ongoing review of what further savings may be needed. The savings are likely to arise from a reduction of the network through full site closures, with redevelopment of existing sites and re-provisioning of the network where needed to deliver a fit-for-purpose HWRC service across Hampshire.
- 8.4. Based on the response from the consultation related to paying for access to HWRCs, the County Council will now lobby Central Government for a repeal against the legislation⁵ prohibiting this kind of charge.
- 8.5. With typically 4 million visits per year to the network, the income from a nominal charge would offset the requirement to make further significant reductions to the HWRC service in order to meet the 2019 savings target.

⁵ Local Authorities (Prohibition of Charging Residents to Deposit Household Waste) Order 2015

9. Recommendations

- 9.1 That the Executive Member for Environment and Transport notes the key findings of the public consultation held from 16 March 2016 to 25 May 2016 on the future of the Household Waste Recycling Centre (HWRC) service as highlighted in this report.
- 9.2 That, taking into account the responses to the consultation, the Executive Member for Environment and Transport approves the implementation of the following to the HWRC service;
- i. That no sites are fully closed to meet Hampshire County Council's 2017 savings target.
 - ii. That there is a network-wide reduction in opening hours of two (2) hours per day, with a revised opening of 11am – 6pm in the Summer and 11am – 4pm in the Winter, starting from 1 October 2016.
 - iii. That all sites are closed on a Thursday each week, starting from 1 October 2016.
 - iv. That a system of cross-border charging is introduced of £2 per visit for non-Hampshire residents to commence no later than 1 September 2017
 - v. That the implementation date of previously approved charging regimes for small and medium-sized enterprise (SME) trade waste and DIY charging is 1 October 2016.
 - vi. To approve the list of chargeable non-household waste as set out in paragraph 5.5 of this report.
- 9.3 That the Executive Member for Environment and Transport gives approval for a request to be made to central government to review the legislation that currently prohibits the charging of residents to access the HWRCs, to enable a charge to be made by Waste Disposal Authorities if they choose to do so.
- 9.4 That authority be delegated to the Director of Economy, Transport and Environment, in consultation with the Executive Member for Environment and Transport, and the Head of Legal Services as necessary, to implement all of the necessary operational and contractual changes and other actions for the recommendations to take effect.

Rpt/7534/VB

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	no
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Household Waste Recycling Centres Contract	6031	4 November 2014
Previous change to Opening Hours	6369	20 January 2015
Medium Term Financial Strategy to 2020	7482	20 June 2016
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	
Environmental Protection Act	1990	
Local Authorities (Prohibition of Charging Residents to Deposit Household Waste) Order	2015	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
2016 HWRC Consultation: Statistical Analysis	HWRC Consultation 2016 - Statistical Report - 2016.06.20

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

It is considered that any proposed changes to the service could have a low impact on the protected characteristics of age, disability, pregnancy and maternity. Poverty, while not a statutory protected characteristic, is highlighted within County Council policy as an area of consideration. In relation to this area of consideration, the proposed changes are considered to have a low impact.

Those with limited physical ability may find it less easy to dispose of their waste at sites, although this is mitigated by assistance provided by onsite staff.

Charging for disposal of certain materials may disadvantage residents on low incomes, although this will be applied only to certain waste types, minimising impact upon most service users.

2. Impact on Crime and Disorder:

2.1. Fly-tipping is an existing issue and it is hoped that the County Council's new offering to accept waste from small traders at HWRC sites (in exchange for a reasonable charge) will help to address fly-tipping by providing a competitive offering to this group, for whom commercial waste management sites have not necessarily catered for previously.

- 2.2. In addition to the above, the County Council will work with partners (including Waste Collection Authorities), to develop a fly-tipping strategy to help both prevent and combat the problem.

3. Climate Change:

- 3.1. How does what is being proposed impact on our carbon footprint / energy consumption?

No overall impact (positive or negative) is expected on the County Council's carbon footprint / energy consumption. Queueing at the sites at peak rush hour is expected to diminish, and therefore not conflict nor conflate congestion, with a likely associated reduction in emissions. However, the reduction in opening hours is not likely to reduce visitor numbers and therefore the same numbers of visitors will be visiting the sites in a shorter time frame. This may exacerbate queueing during the day, with a possible increase in emissions.

- 3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The recommendations in this report do not impact upon the ability of the County Council to adapt to climate change, and therefore do not need to consider the need to adapt.

1. **Headline Statistics from Consultation Analysis Report**

Where percentages do not sum to 100, this may be due to computer rounding, the exclusion of “don’t know” categories, or multiple answers.

1.1. Proposal 1: to reduce opening days and hours:

Question 1: Please rank each of the options according to your preference, with 1 being most preferred and 3 being the least preferred. Please indicate if you have no preference.

	No Preference	1	2	3
Reduce opening hours at all sites by one hour per day, throughout the year.	4%	59%	15%	22. %
Reduce opening hours by closing all sites on one day of the week.	3%	27%	52%	19%
Reduce opening hours by closing all sites on two days of the week, but introduce extended opening hours on one other day of the week.	3%	16%	11%	71%

Question 2: Please rank each of the options according to your preference, with 1 being most preferred and 3 being the least preferred. Please indicate if you have no preference.

	No Preference	1	2	3
Earlier opening (open sites before 09:00) and earlier closing times	12%	11%	12%	65%
Maintain a 09:00 opening time	13 %	38%	41%	8 %
Later opening (open sites after 09:00) and later closing times	10%	51%	20%	19%

1.2. Proposal 2: to partially close one or more sites:

Question 3: Which of the following options do you prefer? (please only tick one option):

Reduce opening hours by closing up to 10 smaller sites during winter (1 October – 31 March)	7%
Having up to 10 smaller and less busy HWRC sites only opening on Saturday, Sunday & Monday.	76%
No preference	9%
Don't know	8%

1.3. Proposal 3: to fully close one or more sites:

Question 4: Listed below are four criteria for making a judgement about potential closures of one or more HWRC sites. Please rank each of the criteria according to your preference, with 1 being most preferred and 4 being the least preferred. Please indicate if you have no preference.

	No Preference	1	2	3	4
Site usage (tonnage of waste received)	11%	25%	25%	19%	20%
Recycling performance	10%	22%	27%	21%	20%
Geographical location and distance from other sites	5%	61%	15%	8%	10%
Operating costs	13%	9%	17%	22%	40%

Question 5: If there are any other criteria which you think should be considered when making a judgement about potential closure of a HWRC site, please list them below (continuing on an additional sheet if necessary):

Theme	Number of Respondents
Likely impact upon flytipping	2456
Impact upon local road infrastructure	587
Accessibility of sites by road for local population and associated travel time	465

Question 6: Please rank each of the options according to your preference, with 1 being most preferred and 3 being the least preferred. Please indicate if you have no preference.

	No Preference	1	2	3
Fully close up to four sites	9 %	52%	4%	34%
Fully close up to eight sites	8%	1%	48%	42%
Fully close up to twelve sites	8%	1%	<1%	91%

1.4. Ranking the three proposals:

Question 7: Please rank each of the three proposals according to your preference, with 1 being most preferred and 3 being the least preferred. Please indicate if you have no preference.

	No Preference	1	2	3
Proposal 1: To reduce opening hours	2 %	80%	9%	9%
Proposal 2: to partially close one or more HWRC sites	2%	10%	64%	23%
Proposal 3: to fully close one or more HWRC sites	2%	3%	3%	92%

1.5. Additional comments and alternative suggestions:

Question 8: Do you have any comments you would like to make, including any alternative suggestions you think we should consider? Please answer in the box below, continuing on an additional sheet if necessary:

(most common themes)

Theme	Number of Respondents
Concern that proposed actions will lead to increased fly-tipping	2182
Restated disagreement with any HWRC site closures	1017
Restated disagreement with closure of a specific HWRC site	920

1.6. Equalities:

Question 9: Are there any positive or negative impacts relating to equalities that you believe that the County Council should take into account in the decision making process? Please tick one box only.

Yes	73%
No	27%

If 'yes', are you able to provide any supporting evidence and suggest any ways to reduce or remove any potential negative impact and increase any positive impact? Please answer in the box below, continuing on an additional sheet if necessary:

(Most common themes)

Theme	Number of Respondents
Consider fly-tipping impacts*	743
Access for disabled residents	700
Access for older / elderly residents	450

* It should be noted that fly-tipping is not normally a consideration under the Equalities Act 2010

1.7. For information only: charging for use of HWRCs subject to a change in the law:

Please indicate whether you would be prepared to pay a small charge for entering HWRC sites, for example £1 per visit. Please only tick one option:

Yes, I would consider paying a small charge to access HWRC sites	48%
No, I would not consider paying a small charge to access HWRC sites	46%
No preference / Don't Know	6%

It should be noted, that when removing those answers that stated no preference / don't know, of the remaining 10,692 responses who stated a clear preference, over half (51.34%) stated that they would consider paying a small charge to access HWRC sites.

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