



Date of Meeting:	Place Scrutiny Cabinet	10 th July 2019 30 th July 2019
Lead Member:	Councillor Anthony Alford – Lead Member for Customer, Community and Regulatory Services	
Lead Officer:	Karyn Punchard, Corporate Director for Place Services (Scrutiny) John Sellgren, Executive Director for Place (Cabinet)	

Executive Summary:

This paper outlines the charges that Hampshire County Council propose to introduce for non-residents at their Household Recycling Centres from April 2020. 56% the users of Hampshire County Councils Somerley HRC near Ringwood are Dorset residents. A survey of residents has been undertaken and the findings presented along with possible impacts of options.

The impact of any decision will be closely monitored at the both the Somerley and Wimborne HRCs.

Equalities Impact Assessment:

An EqIA has been carried out (Appendix 1) and has been sent for approval to the Place Diversity Action Group. The EqIA identifies negative impacts for residents with a disability and those on low incomes.

Budget:

The Waste disposal budget includes budget provision of £60,630 for a contribution to Hampshire County Council for the operation of Somerley HRC.

There is a similar budget allocation of £70,000 to contribute to the costs of Dorset residents using the BCP site at Nuffield.

There is currently no budget to contribute to any other HRC cross border usage.

The end of free access to residents will result in increased costs to the Dorset waste budget, either directly by the council making payments to Hampshire County Council in recognition of Dorset residents using their site, or indirectly by residents changing their waste disposal and recycling behaviour.

Risk Assessment:

Having considered the risks associated with this decision, the level of risk has been identified as:

Current Risk: HIGH

Residual Risk HIGH

It is anticipated that there will be a high negative reputational and service delivery impact, including the impacts on the residents who use Wimborne HRC.

Payment to Hampshire County Council will mitigate the major risk. DWP can also provide lesser mitigation through ongoing education campaigns and promotion of the garden waste service in that area.

Other Implications:

Depending on the decision, the arrangements for the use of the BCP Millhams and Nuffield HRCs may need to be reviewed in order to have a consistent approach to cross border HRC usage.

There may be increased use of Wimborne HRC and therefore increased costs of waste arisings, additional traffic to/from Wimborne HRC and potential for increase in flytipping and/or burning of garden waste.

Recommendation:

It is recommended that

- a) Dorset Council do not pay Hampshire County Council in lieu of proposed charges to users of the Somerley HRC.
- b) The budget provision for Somerley HRC of £60,630 be retained in the waste budget to cover consequential costs (additional disposal costs, flytipping etc) anticipated as a result of charges being introduced at Somerley HRC. Any actual costs incurred higher than this figure must be dealt within the existing budget.

Reason for Recommendation:

- a) Dorset Council does not have sufficient budget provision for a payment to Hampshire County Council over and above the existing £60,630.
- b) Charges at the Hampshire County Council site are in line with the principle of 'polluter pays'.
- c) There is currently no budget allocation to cover any consequential costs (additional waste disposal costs at Wimborne HRC and the kerbside, and flytipping) when charges at Somerley HRC are introduced.

Appendices:

Appendix 1 – EQIA as sent to Place Diversity Action Group
Appendix 2 – Location and indicative travel times from Dorset Council's HRCs and location of HRCs Dorset resident may use outside the County
Appendix 3 – Three and Five Mile Radii from Somerley HRC
Appendix 4 – Respondents to the Somerley HRC survey by Postcode
Appendix 5 – Summary of Survey of Residents
Appendix 6 – Financial Impact Scenarios

Background Papers:

Dorset Waste Partnership Joint Committee 24 January 2013 – Household Recycling Centres – Cross-border usage

Dorset Waste Partnership Joint Committee 17 January 2019 - Public consultation for Somerley HRC usage

Officer Contact

Name: Jason Jones, Group Manager (Commissioning)
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Email: jason.jones@dorsetcouncil.gov.uk

1. Background

- 1.1 Household Recycling Centres (HRCs) are a statutory function and councils are allowed to charge non-residents. There are currently ten HRCs in the Dorset Council area, and locations and travel times to the Dorset HRCs is shown in Appendix 2, along with the locations of HRCs in neighbouring authorities that Dorset residents can currently use (note: Salisbury HRC not shown as Wiltshire has banned non-residents).
- 1.2 There is currently no restriction on non-Dorset residents using the Dorset sites. Due to the location of the sites in relation to alternatives provided by neighbouring authorities and similar policies of charging for certain wastes, it is considered unlikely that there is any major movement of waste into Dorset, though this could be confirmed by surveys if required.
- 1.3 Currently Dorset residents use the site at Somerley in Hampshire free of charge. Hampshire County Council are intending to introduce a policy whereby only pre-registered Hampshire residents will be allowed to access their HRCs free of charge from 1 January 2020. Automatic number plate recognition will be employed to recognise pre-registered vehicles. All other users will be charged at point of access. It is understood the charge will be £5 per visit.
- 1.4 The Dorset Waste Partnership (DWP) were previously approached by Hampshire County Council for a contribution to the running costs of Somerley HRC and the DWP Joint Committee of January 2013 agreed the requested amount. There remains a budget provision of £60,630 in the current waste management budget to cover the contribution.
- 1.5 Agreements for residents to use the Bournemouth Christchurch and Poole Council's (BCP) sites at Nuffield and Millhams HRCs are in place. A payment is made to BCP based on historic usage of the Nuffield site by Dorset residents and currently stands at £70,000 per annum; access to Millhams is currently free to Dorset residents based on a reciprocal arrangement whereby former Bournemouth Borough Council residents access the Christchurch HRC without charge. With Christchurch HRC passing to BCP the arrangement for Dorset residents using Christchurch, Nuffield and Millhams HRCs may be reviewed and could result in additional costs to Dorset Council.

2. Use of Somerley HRC and Results of Survey

- 2.1 The Somerley HRC is close to the border with Dorset and convenient for the residents from Verwood, West Moors, Ashley Heath, Alderholt, the north of Ferndown and surrounding areas. A five-mile radius from Somerley, shown as Appendix 3, covers approximately 20,000 Dorset households. According to a recent survey undertaken by Hampshire County Council, Dorset residents makes up nearly 56% of total visits to the site. The HRC received 6,840 tonnes of waste in 2017/18 in total.
- 2.2 During February and March 2019, the DWP undertook a public survey to gather information on the usage of Somerley HRC and residents' views on the proposed changing. A total of 1586 responses were received. Appendix 4 details a map showing the location of responses by postcode.

A summary of responses is detailed in Appendix 5. Some key results show that:

- 46% of respondents visit at least once per month
- 86% of respondents are depositing bulky items that can't fit into a bin

If the £5 charge is introduced:

- 59% of respondents will add more waste to their kerbside bins
- 34% state that they are not sure what they will do

- 23% of respondents will go to a different HRC with 66% of people saying they will start to use Wimborne HRC

If charges to residents are introduced

- 39% of respondents prefer the annual permit for 6 visits per year at £15 - £20
- 31% of respondents prefer the option to pay £5 per visit

3. Possible Impacts of Charging

- 3.1 Charging to residents for using Somerley HRC is likely to result in
 - increased financial pressure on low income household
 - diverting this waste to Wimborne HRC and possible reduction in recycling and/or an increase in the volume of waste which is put in residual waste bins
 - possible increase, or a perception of an increase, in fly-tipping
 - increased burning of waste
- 3.2 Wimborne HRC is already operating at capacity. Long queues and delays occur frequently at Wimborne HRC already. The site has a small footprint and closes several times a day for containers to be changed. Any additional usage of this site will impact on new and existing users and further impact on residential properties and businesses who share the road to the site. This site is single level, with users having to climb steps to gantries to access the containers.
- 3.3 The option to improve Wimborne HRC was investigated some years ago and rejected due to high costs. Waste Local Plans have recognised that a replacement HRC is needed to serve the East Dorset area but a site has not been allocated. Whilst it was not possible to identify a site in the new Bournemouth, Dorset and Poole Waste Plan, this need was specifically mentioned in the Inspectors report (January 2019) which stated that the plan allows for the provision of this facility. A new HRC may cost between £3 – 5 million and could form part of a waste transfer facility to serve the east of the county. No funding is identified in any legacy capital programme for a new HRC in East Dorset. It should be noted that the provision of a new site can take several years.
- 3.4 Hampshire County Council has indicated that all options, with the exception of residents paying at the gate, are transitional for up to two years.

4. Options and Estimated Costs

- 4.1 All options will incur additional unbudgeted cost for Dorset Council, either in the form of a payment to Hampshire County Council, or in the form of consequential costs such as additional disposal costs at Wimborne HRC and at the kerbside, or fly-tipping.
- 4.2 The financial impact to Dorset Council will depend on any change in waste recycling and disposal habits, which are not possible to predict with accuracy. Appendix 6 shows three alternative scenarios if residents have to pay for the use of Somerley HRC:

Scenario 1 - this is what people said they would do (based on survey results)

Scenario 2 – if some people continue to use Somerley HRC

Scenario 3 – if greater numbers of people continue to use Somerley HRC

This shows a potential financial impact of the HCC decision between £76,000 to £144,000 to Dorset Council, depending on behaviour of Dorset residents.

- 4.3 Options for Dorset Council to pay or not to pay a subsidy to HCC are set out below. Any change in behaviours are difficult to predict and may change over time as residents adapt. The following financial effects must therefore only be used as a guide of the scale of financial impact and to compare options.

Option	Description	Potential cost to Dorset Council per annum
Options where residents are charged by Hampshire County Council – consequential costs for Dorset Council:		
1	Resident pays £5 each visit	Up to £144,000 as per Appendix 6
2	Resident pays for limited permit	Up to £136,000
3	Resident pays for unlimited permit	Between £69,500 and £121,000
Options where Dorset Council pay Hampshire County Council.		
4	Dorset Council pays for residents in a limited radius	Three Mile (9,100 households): £130,500 Five Mile (20,000 households): £286,500
5	Dorset Council pays for a limited paper permit system	Up to £280,000 - £370,000
6	Dorset Council pays for an unlimited electronic permit system	Up to £540,000 - £720,000

- 4.4 If any payment is made (£130,500 to £720,000, as per options 4,5 or 6 above) this payment could offset some of the additional disposal costs identified in Appendix 6, assuming residents continue to use Somerley in the same way.

5. Conclusion

- 5.1 It can be seen that the costs for Dorset Council to pay Hampshire County Council in lieu of a charge to residents is a significant cost, which is unbudgeted. Additionally, there are currently no funds identified to look at the feasibility of a new HRC site and/or site improvements elsewhere in Dorset.
- 5.2 Therefore, the recommendation is that Dorset Council do not pay Hampshire County Council in lieu of a charge to residents.



Equality Impact Assessment (EqIA)

Before completing this EqIA please ensure you have read the EqIA Guidance Notes

Title	Somerley Household Recycling Centre		
Date assessment started:	29 May 2019	Version No:	2
		Date of completion:	6 June 2019

Type of Strategy, Policy, Project or Service:

Is this Equality Impact Assessment (please put a cross in the relevant box)

Existing:	<input type="checkbox"/>	Changing, update or revision:	<input checked="" type="checkbox"/>
New or proposed:	<input type="checkbox"/>	Other (please explain):	<input type="checkbox"/>

Is this Equality Impact Assessment (please put a cross in the relevant box)

Internal:	<input type="checkbox"/>	External:	<input type="checkbox"/>	Both:	<input checked="" type="checkbox"/>
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Report Created By:

Name:	Jason Jones
Job Title:	Group Manager (Commissioning)
Email address:	Jason.jones@dorsetcouncil.gov.uk
Members of the assessment team:	Anna Beach, Ian Manley

Step 1: Aims

What are the aims of your strategy, policy, project or service?
Create a policy of cross border Household Recycling Centre (HRC) usage with neighbouring authorities – there is an option whereby Dorset Council pays Hampshire County Council to maintain free access to Somerley HRC for Dorset residents. A paper is to be presented to Dorset Council Cabinet in July 2019.
What is the background or context to the proposal?
<p>Somerley HRC is provided by Hampshire County Council. It is close to the Dorset border and convenient for the residents from Verwood, West Moors, Ashley Heath, Alderholt and surrounding areas. An onsite survey carried out by Hampshire County Council suggest that 59% of users come from Dorset. Hampshire County Council have indicated that they will charge non-residents to use the site from April 2020. Dorset already pays another neighbouring authority for Dorset residents to use their facility.</p> <p>Dorset provide an alternative HRC at Wimborne – summer hours are the same as Somerley but winter hours are reduced. Wimborne HRC is however already oversubscribed with congestion and lengthy queues at peak times and when the site closes for the exchange of skips. In addition, Wimborne HRC is single level which requires residents to climb gantry steps, though the contractor is instructed to give reasonable assistance.</p>

Step 2: Intelligence and Communication

What data, information, evidence and research was used in this EqlA and how has it been used to inform the decision-making process?																	
<p>During February and March 2019 we undertook a public survey to inform usage of Somerley HRC and residents' attitudes to the proposed changing. A total of 1586 responses were received. It is believed that this provides an adequate representation, noting that a slightly higher percentage of those responding were female (55%) than the population of east Dorset (52%)</p> <p>Under-representation for under 18s (survey results 0.1%) but otherwise broadly reflects the remaining population (63.3% age from 18 to 64, 33% from 65 to 84, 1.6% are 85+, 2% prefer not to say)</p> <p>This compares to profile for the area as below:</p> <table> <tr> <td>All Males</td><td>42,980</td><td>48.1%</td></tr> <tr> <td>All Females</td><td>46,400</td><td>51.9%</td></tr> <tr> <td>0-15 yrs</td><td>13,760</td><td>15.4%</td></tr> <tr> <td>16-64 yrs</td><td>47,660</td><td>53.3%</td></tr> <tr> <td>65+ yrs</td><td>27,970</td><td>31.3%</td></tr> </table> <p>(source East Dorset Area Profile: https://apps.geowessex.com/stats/AreaProfiles/PreUnitaryAuthority/east-dorset)</p>			All Males	42,980	48.1%	All Females	46,400	51.9%	0-15 yrs	13,760	15.4%	16-64 yrs	47,660	53.3%	65+ yrs	27,970	31.3%
All Males	42,980	48.1%															
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16-64 yrs	47,660	53.3%															
65+ yrs	27,970	31.3%															
What data do you already have about your service users, or the people your proposal will have an impact on?																	
User survey undertaken 2019 includes user profile. Of those responding 137 (8.2%) declare a disability which includes physical disability, long term health and mental health condition.																	
What engagement or consultation has taken place as part of this EqlA?																	
User survey undertaken 2019																	
Is further information needed to help inform this proposal?																	

none
How will the outcome of consultation be fed back to those who you consulted with?
Results of policy change and mitigations will be communicated to residents via social media, newsletters, libraries and via town and parish councils, through a media strategy devised by our communication officer

Step 3: Assessment

Who does the service, strategy, policy, project or change impact?

- If your strategy, policy, project or service contains options you may wish to consider providing an assessment for each option. Please cut and paste the template accordingly.

For each protected characteristic please choose from the following options:

- Please note in some cases more than one impact may apply – in this case please state all relevant options and explain in the ‘Please provide details’ box.

Positive Impact	<ul style="list-style-type: none"> • Positive impact on a large proportion of protected characteristic groups • Significant positive impact on a small proportion of protect characteristics group
Negative Impact	<ul style="list-style-type: none"> • Disproportionate impact on a large proportion of protected characteristic groups • Significant disproportionate impact on a small proportion of protected characteristic groups.
Neutral Impact	<ul style="list-style-type: none"> • No change/ no assessed significant impact of protected characteristic groups
Unclear	<ul style="list-style-type: none"> • Not enough data/evidence has been collected to make an informed decision.

Age:	Unclear
What age bracket does this affect?	+17 (driver age plus
Please provide details:	All users of Somerley HRC and those residents using other impacted HRCs

Disability:	<i>Negative impact</i>
Does this affect a specific disability group?	Physical, long term illness, mental health conditions
Please provide details:	<p>Somerley HRC is split level so residents do not have to climb steps to access bins. Alternative HRC at Wimborne has steps to access bins but contractor has to give all reasonable assistance. However, this may not be sufficient for those with conditions that limit their ability to manage change or be away from facilities for a certain length of time, particularly in light of the increased congestion that would be caused at an already congested site.</p> <p>Those with disabilities that result in greater requirement to use an HRC but that do not wish to have increased bin capacity at the kerbside could also be adversely impacted.</p>

Gender Reassignment & Gender Identity:	Neutral Impact
Please provide details:	n/a

Pregnancy and maternity:	Neutral Impact
Please provide details:	n/a

Race and Ethnicity:	Neutral Impact
Please provide details:	n/a

Religion or belief:	Neutral Impact
Please provide details:	n/a

Sexual orientation:	Neutral Impact
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Please provide details:	n/a
Sex:	Neutral Impact
Please provide details:	n/a
Marriage or civil partnership:	Neutral Impact
Please provide details:	n/a
Carers:	Neutral Impact
Please provide details:	n/a
Rural isolation:	Neutral Impact
Please provide details:	n/a
Single parent families:	Neutral Impact
Please provide details:	n/a
Poverty (social & economic deprivation):	Negative Impact
Please provide details:	Hampshire County Council may charge residents direct to use HRC, adversely affecting those on lower incomes. Alternative Dorset HRC further distance causing increase costs of travel.
Military families/veterans:	Neutral Impact
Please provide details:	n/a

Step 4: Action Plan

Provide actions for **positive**, **negative** and **unclear** impacts.

If you have identified any **negative** or **unclear** impacts, describe what adjustments will be made to remove or reduce the impacts, or if this is not possible provide justification for continuing with the proposal.

Issue	Action	Person(s) responsible	Deadline	How will it be monitored?
Poverty	The decision by Dorset Council Cabinet is a decision on whether to mitigate the issue or not.	Cabinet	July 2019	Via the decision made.
Disability	Consider additional staff at alternative HRC to assist with steps	Jason Jones	April 2020	Through existing HRC monitoring arrangements
Disability	Investigate additional operating hours for alternative sites to reduce congestion and enable assistance	Ian Manley	April 2020	Through existing HRC monitoring arrangements
Disability	Provide replacement HRC in the area, split level site with capacity to avoid congestion and queuing	Jason Jones	n/a	Subject to further discussions

Step 5: EqIA Sign Off

Officer completing this EqIA:	Jason Jones	Date:	6 June 2019
Equality Lead:	Susan Ward-Rice	Date:	TBC 27 th June 2019
Relevant Focus Groups*:		Date:	TBC 27 th June 2019
Directorate Board Chair:		Date:	TBC 27 th June 2019

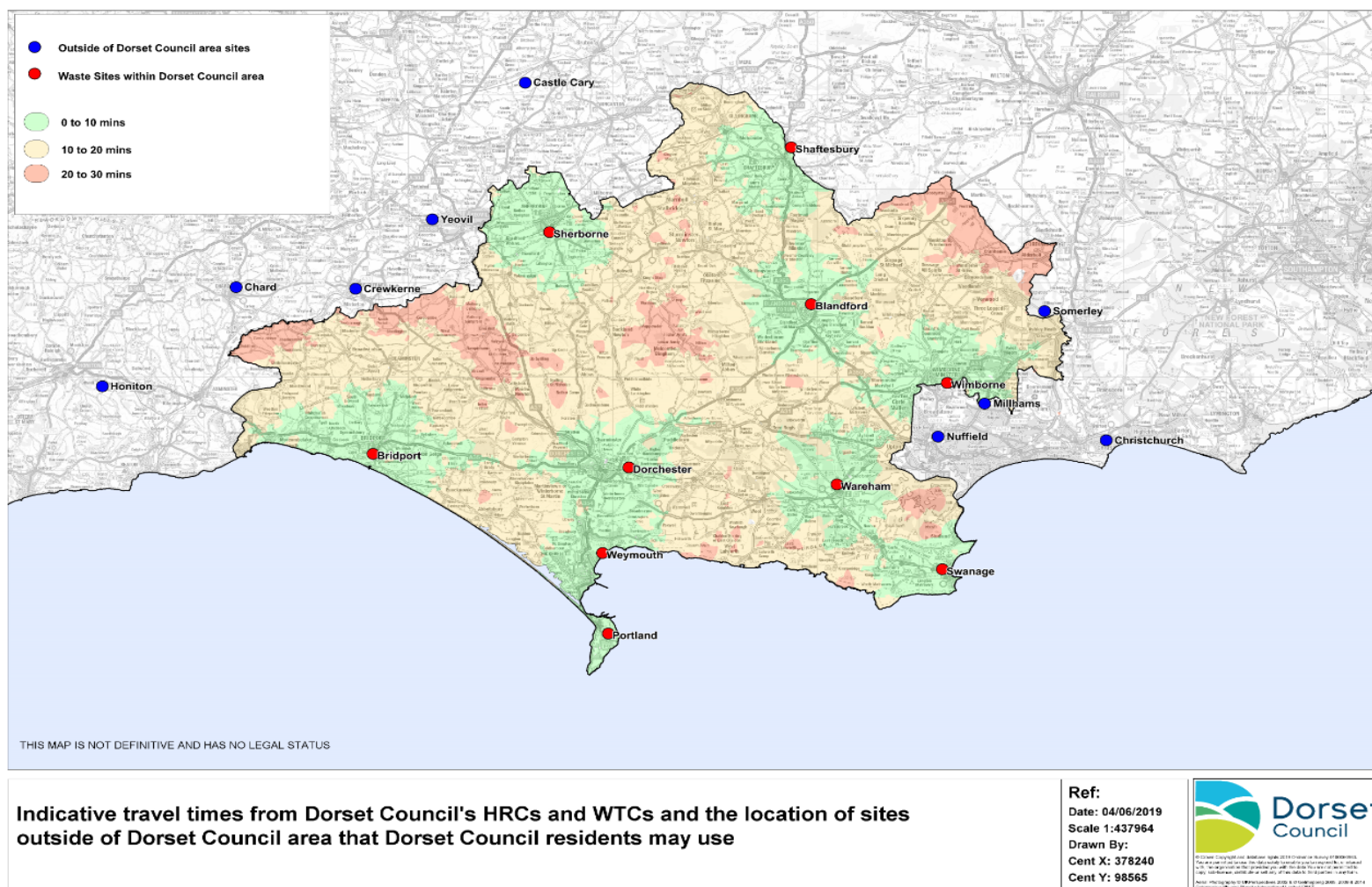
* To include Diversity Action Groups

Please send this completed EqIA to Equality Leads:

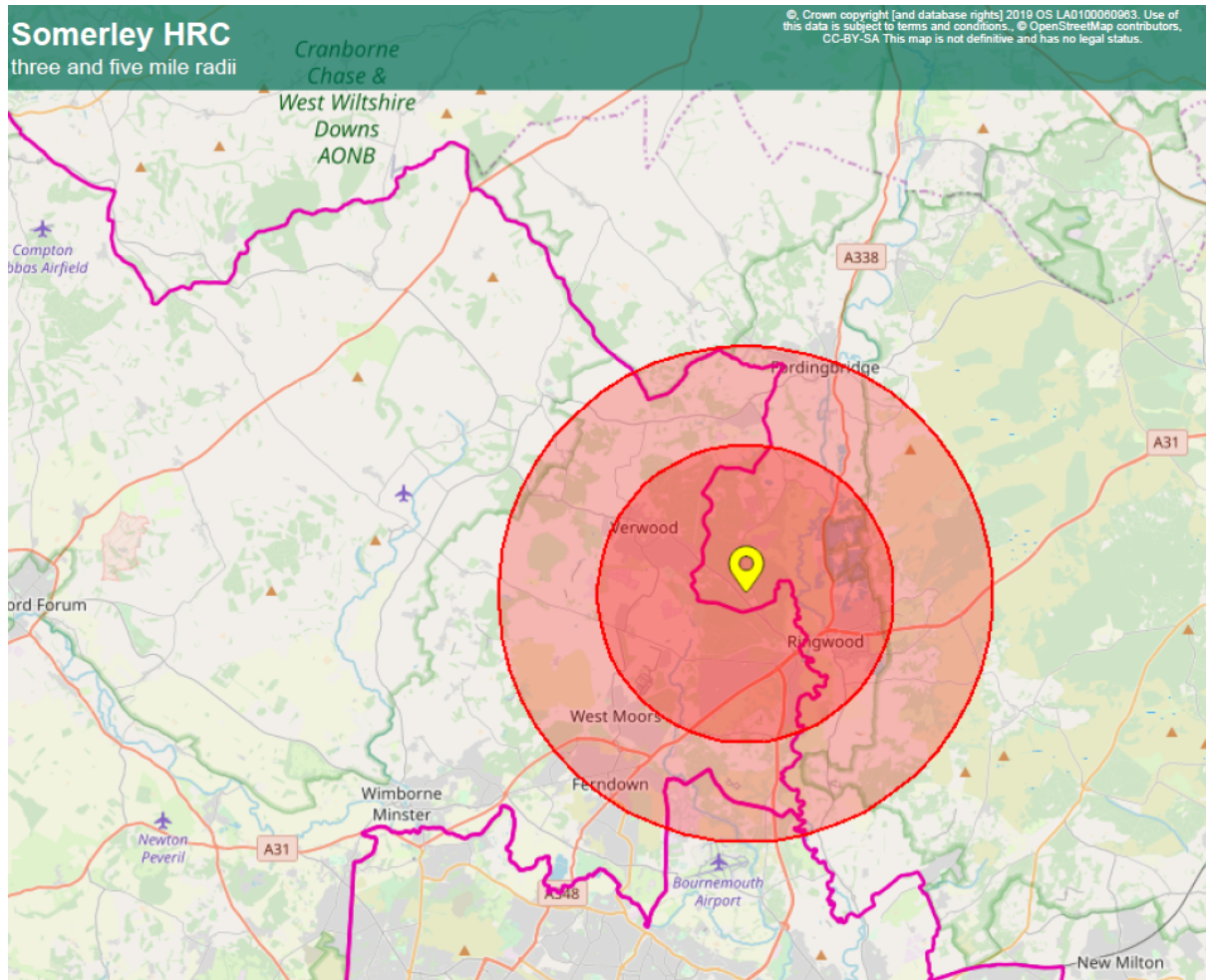
Equality Leads:

Susan Ward-Rice	susan.ward-rice@dorsetcouncil.gov.uk
Jane Nicklen	jane.nicklen@dorsetcouncil.gov.uk
Kathy Boston-Mammah	kathleen.boston-mammah@dorsetcouncil.gov.uk
Sharon Attwater	sharon.attwater@dorsetcouncil.gov.uk

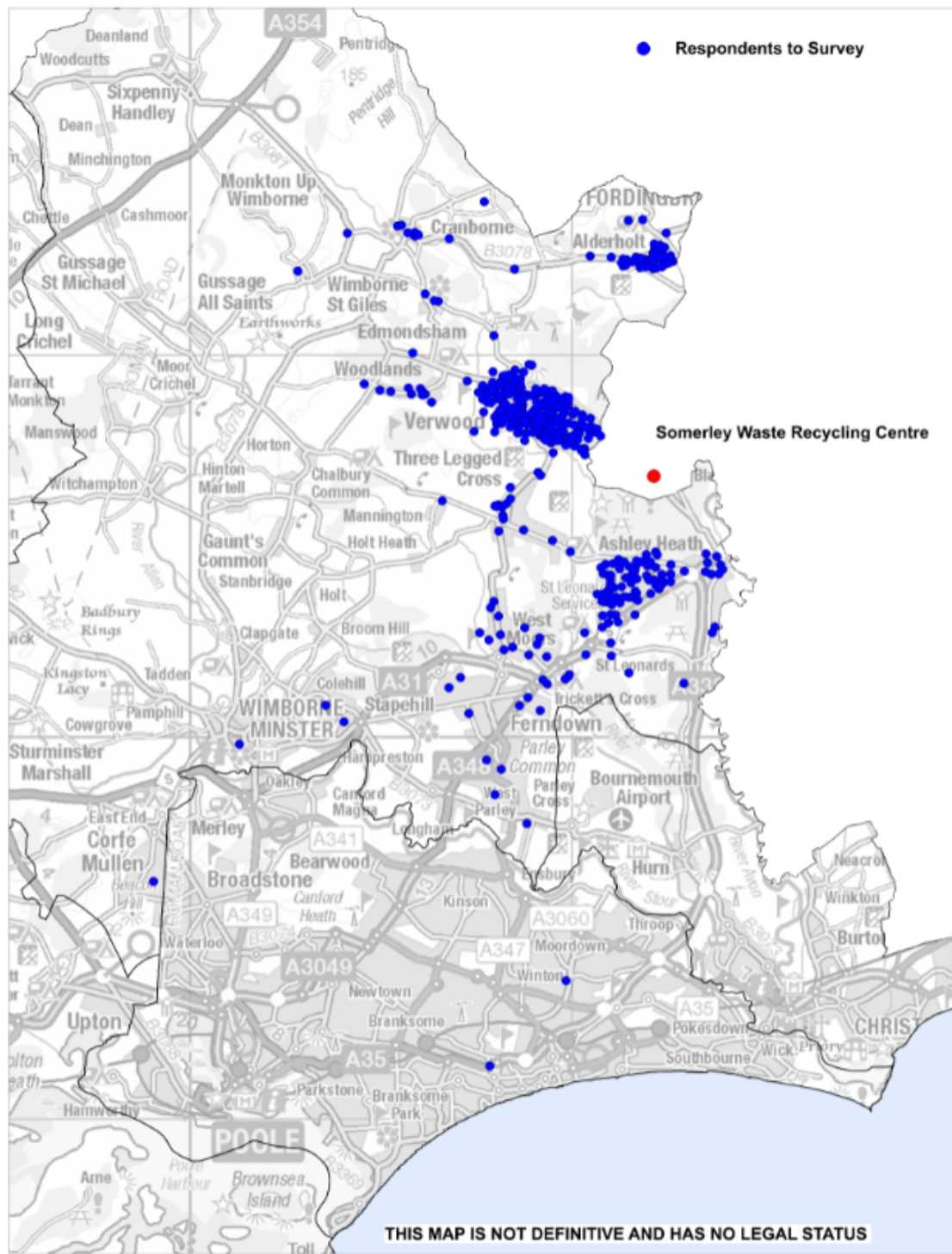
Appendix 2 - Location and indicative travel times from Dorset Council's HRCs and location of HRCs Dorset resident may use outside the County



Appendix 3 – Three and Five Mile Radii from Somerley HRC



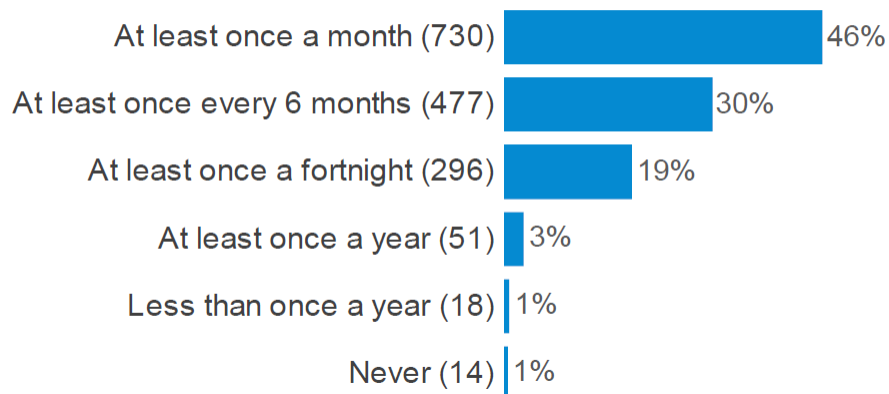
Appendix 4 – Respondents to the Somerley HRC survey by Postcode



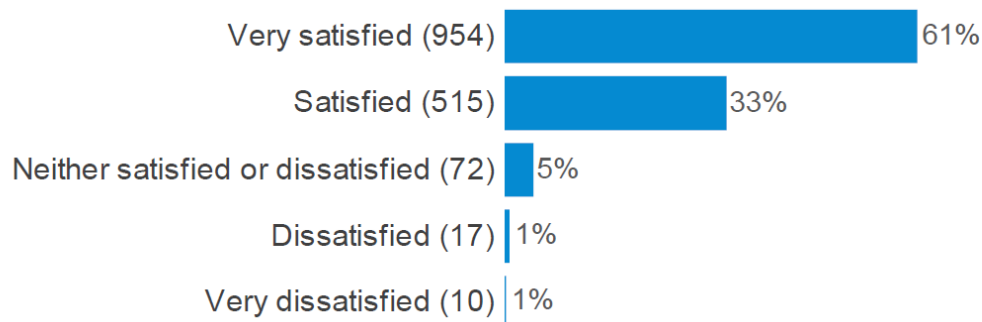
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 interact with, the organisation that provided you with the data. You are not
 permitted to copy, sub-licence, distribute or sell any of this data to third
 parties in any form. Aerial Photography © UK Perspectives 2002
 © Getmapping 2005, 2009 & 2014

Appendix 5 – Summary of Survey of Residents

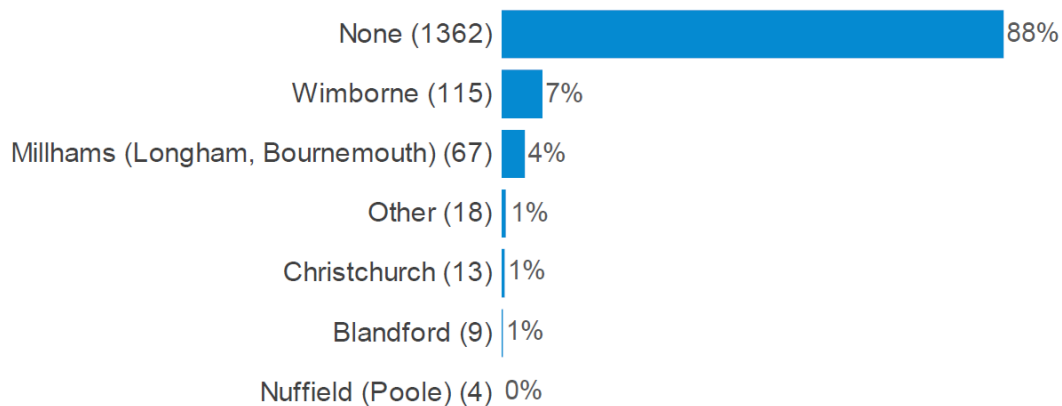
How often do you visit the Somerley Household Recycling Centre?



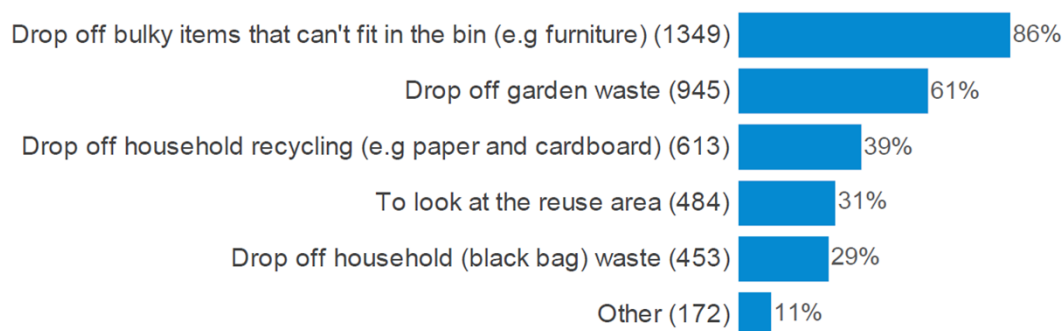
How satisfied are you with the Somerley Household Recycling Centre? (How satisfied are you with this alternative site?)



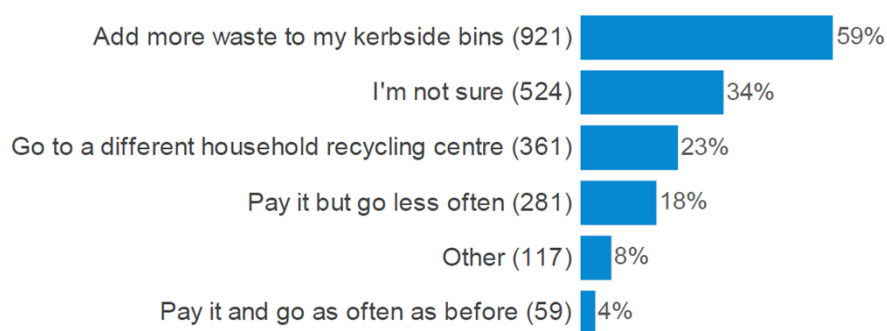
If any, what other household recycling centre(s) do you use? (tick all that apply)



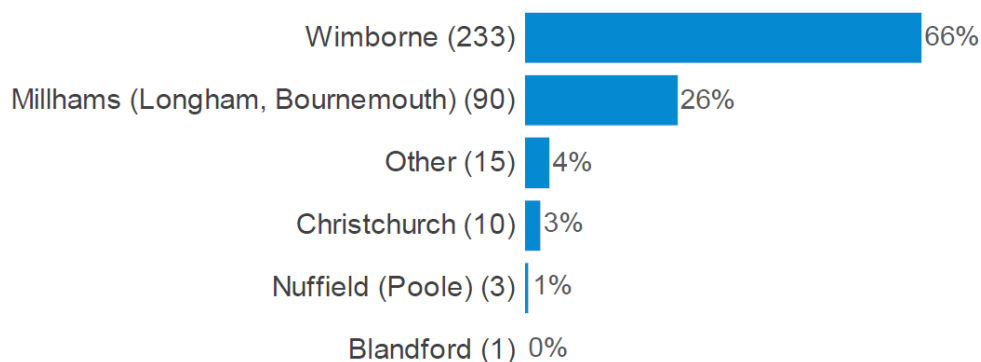
Why do you visit the household recycling centre? **(Please tick all that apply)**



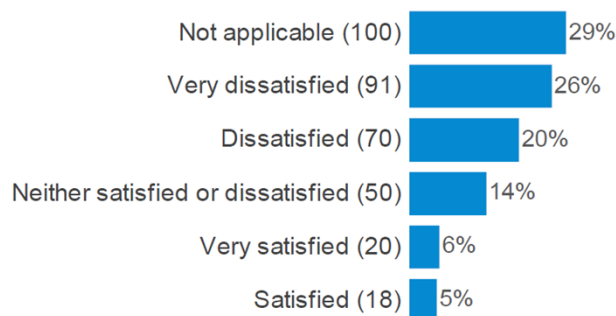
If a £5 charge for the use of Somerley is introduced, what will you do? **(Please tick all that apply)**



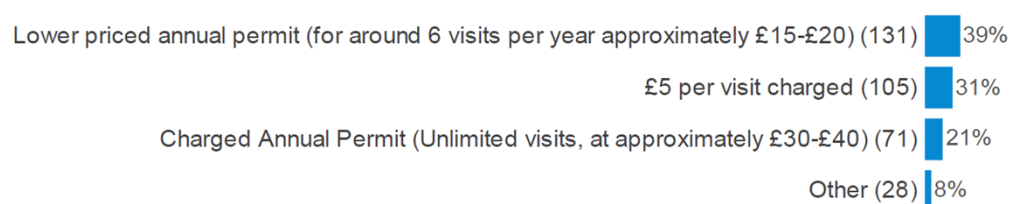
What household recycling centre will you start to use?



How satisfied are you with the alternative site? (How satisfied are you with this alternative site?)



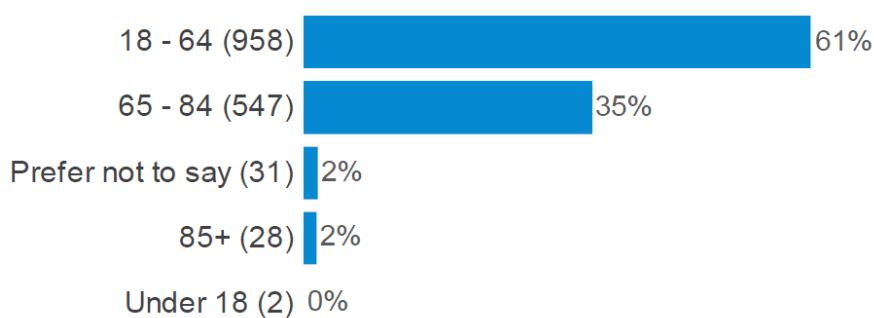
If you would like to continue using the Somerley site and charges are introduced, what would your preferred method of payment be?



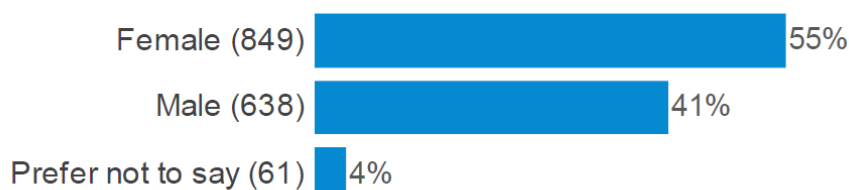
The Dorset Waste Partnership has a garden waste collection service. Are you a DWP garden waste customer?



Which age group do you belong to?



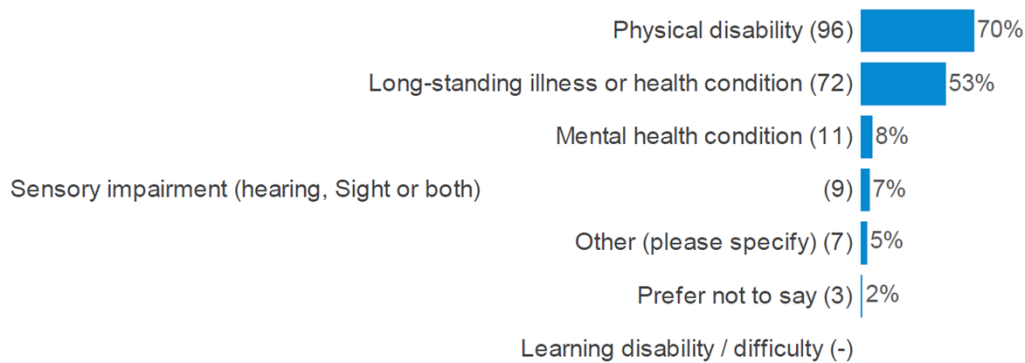
What is your gender?



Do you consider yourself to be disabled as set out in the Equality Act 2010?



If yes, please tell us which type of impairment applies to you. **You may have more than one type of impairment, so please select all the impairments that apply to you** (If yes, please tell us which type of impairment applies t...)



Other

mobility
I'm in a powered wheelchair 24/7 due to Full body spread CRPS
Type 1 diabetic
Peripheral Neuropathy and Restless leg Syndrome which limit my mobility.
Have two metal knees i.e. wearing out
I'm over 70 and unable to manage loading my car with much at a time - I can't risk injury or strain
Back pain

Summary of narrative comments received in survey

Hundreds of narrative comments have been received. The most common responses are summarised into broad headings as below:

- A common view is that Somerley is very conveniently located, well signed, well run, and staff are helpful.
- Disposal of electrical and metal items featured in many responses.
- As an alternative to using Somerley, burning of garden waste and fly-tipping was a common response.
- Regarding use of other HRCs, most respondents did not know where other HRCs were situated, and some respondents thought that they could not use other HRCs. Some were familiar with Wimborne HRC and references to travel time and queues into that site were problematic.
- Many respondents did not feel that a charge from Hampshire CC was justified on the basis that respondents were already council tax payers.

Appendix 6 – Financial Impact Scenarios

The three scenarios below are based on work on the impacts of HRC closure published by WRAP, Household Waste Recycling Centres Guide (2012).

Scenario 1 – Somerley usage based on survey results

	Cost to Dorset Council (£ per annum)
4% will continue to go to Somerley HRC	£0
15% will transfer to Wimborne	£22,200
	£122,03
59% will transfer to the kerbside bin	6
22% will be managed through other means***	£0
	£144,23
Total	6

Scenario 2 – medium usage Somerley HRC

	Cost to Dorset Council (£ per annum)
20% will continue to go to Somerley HRC	£0
12.5% will transfer to an alternative site (assume Wimborne)*	£18,500
	£101,35
49% will transfer to the kerbside bin**	2
18.5% will be managed through other means***	£0
	£119,85
Total	2

Scenario 3 – high usage Somerley HRC

	Cost to Dorset Council (£ per annum)
50% will continue to go to Somerley HRC	£0
8% will transfer to an alternative site (assume Wimborne)*	£11,840
31% will transfer to the kerbside residual bin**	£64,121
11% will be managed through other means***	£0
	£75,961
Total	£75,961

* Based on the cost of transport and disposal for these waste streams at Wimborne HRC

**equal split residual, green, recycling

***home composting, reuse, kerbside garden waste collection, hire of skips, mattress takeback schemes