

HOUSEHOLD WASTE RECYCLING CENTRES – PROCUREMENT OF A NEW SERVICE

Report of the Chief Executive & Director of Environment

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1. Purpose of report

- 1.1 To provide Members with the results and analysis of the public consultation that was undertaken in response to the suggested changes to the Household Waste Recycling Service (HWRS).
- 1.2 To seek recommendations to Cabinet on the service changes to the HWRS which the Highways and Waste Management Cabinet Panel (“the Panel”) consider should be implemented.
- 1.3 This report, together with the Panel Information Note dated 22 August 2014, provides the basis for making a recommendation on which, if any, of the suggested service changes should be introduced.

2. Summary

- 2.1 In May 2014, AmeyCespa was awarded the contract for running Hertfordshire’s Household Waste Recycling Service. In order to achieve financial efficiencies AmeyCespa suggested a number of service changes to the delivery of the HWRS, including the permanent closure of two sites and, in relation to the remaining 15 sites, a five-day week service with weekday closures and the standardisation of opening hours.
- 2.2 A public consultation exercise has been undertaken to gather feedback on, and input into, the key service changes proposed. The following is a breakdown of the responses received:
 - 5,064 completed consultation questionnaires
 - 8 petitions containing a total of 3,802 signatures
 - 34 formal stakeholder responses
(district/borough and town/parish councils and others)
 - 69 letters/emails from individuals
(residents and county, district/borough and parish/town councillors)
- 2.3 The Panel should, having considered the responses to the consultation, recommend to Cabinet which, if any, of the suggested changes (or officer options) they consider appropriate for approval. The aim is to ensure a clear set

of agreed service proposals are in place following the Cabinet meeting on 22 September so that AmeyCespa can implement any changes early in 2015.

3. Summary of Key messages from the Consultation

- 3.1 In total, 5,064 completed consultation questionnaires were received. Of these, 33% were from users of the Elstree site and 10% from Hoddesdon. Respondents from these areas were universally opposed to the closure of their local site.
- 3.2 There were also, at the time of writing this report, two petitions (totalling 2,209 signatures) opposing closure of Elstree and one petition (a total of 153 signatures) against the Hoddesdon closure. There are also five petitions (totalling 1,440 signatures) opposing the suggested changes to opening days and opening hours. The sites referred to in these petitions are Waterdale, St Albans, Hemel Hempstead and Berkhamsted. A verbal update on final numbers will be provided at the Panel meeting.
- 3.3 Of the 5,064 responses, 74% (3,736) provided additional feedback, which covered a very wide range of comments, concerns, impacts and alternative suggestions. Of these 3,736 responses, 7% included positive comments supporting the suggested changes, with respondents recognising the County Council's need to make financial savings.
- 3.4 The most common areas of concern raised in the feedback were:
- That the changes would lead to an increase in fly tipping
 - As they are well-run, popular, convenient and vital local amenities, the Elstree and/or Hoddesdon sites should not be closed
 - Inconvenience to residents in terms of extra travel time and cost
 - That the changes would lead to an overall reduction in recycling
 - Negative impact on sites' ability to cope with increased use if Hoddesdon and Elstree closed and also concerns that weekday closures would lead to greater demand at remaining opening times
 - Negative impact on working people if sites close at 16:00.
- 3.4 With regard to opening hours, 28% of respondents believed that the new suggested opening times were acceptable. Analysis of the free text comments found that the most common suggestion was to shift the opening hours so that sites open and close later e.g. 10:00-18:00.
- 3.5 67% of respondents indicated that they would like to be able to use their local site on any day of the week. However, in the free text comments, only a small proportion of respondents raised concerns over midweek closures. There was no clear pattern in the alternative suggestions concerning the days sites should open, with the exception of a strong preference for maximum accessibility at weekends.
- 3.6 A large proportion of the suggestions and comments concerned the suggested closure of the Elstree and Hoddesdon sites. A common suggestion made in relation to both sites was to keep them open albeit with a five day week and with reduced hours of operation. Of all the responses received, 56% felt that closing

two sites was unreasonable (including responses from users of other sites who felt they would be negatively impacted by the closures).

- 3.7 The consultation was covered by all of Hertfordshire's print media. Coverage reflected residents' concern at the proposals and the overall tone was critical of the changes being suggested. One significant factual error was reported (later corrected): the WelwynHatfield Times stated that proposals included closing sites at weekends. This may have had an impact on some of the responses. The majority of coverage included information from the County Council, for example, explaining why AmeyCespa had been asked to put forward suggestions for savings and reminders encouraging residents to have their say, with links to the consultation.

4. Recommendations

- 4.1 That the Panel considers the information in the Panel Information Note dated 22 August 2014, the contents of this report and the response to the public consultation, and comes to a view about AmeyCespa's suggested service changes and makes recommendations to Cabinet accordingly.
- 4.2 That the Panel carefully considers the Equalities Impact Assessment (EqIA) in Appendix L before reaching a decision and making a recommendation on the proposals.

5. Background

- 5.1 As part of the Council for the Future discussions, a transformation plan was presented to the July 2011 Waste Management Cabinet Panel showing how a reduction of 25% (in operating costs) could be achieved and incorporated into the procurement of a countywide contract.
- 5.2 Following extensive input and consultation with the Waste Management Cabinet Panel during 2011 and 2012 officers embarked on an outcome-based procurement process using competitive dialogue.
- 5.3 This process required bidders to put forward a tender that met the key outcomes recommended by the Waste Management Cabinet Panel, one of which was to demonstrate how they would be able to achieve financial savings of at least £750,000 per year. The contract was awarded to AmeyCespa in June 2014 as the tender they submitted was the most advantageous in terms of quality and price.
- 5.4 An Information Note dated 22 August 2014 has been circulated to the Panel to explain the reasoning behind AmeyCespa's proposals and provide a range of relevant background information.
- 5.5 The public consultation exercise focused in particular on the following proposed service changes:
- The permanent closure of the Hoddesdon and Elstree sites. This would reduce the number of sites in the County from 17 to 15.

- Reduction of the current seven day a week service to a five day a week service with weekday closures (with the exception of Buntingford which would retain its existing pattern of opening)
- Reduction and standardisation of opening hours with a proposed 08.00-16.00 day (excepting Buntingford, which would retain its existing hours).

6. Consultation Process

- 6.1 The consultation process ran for seven weeks from 16 June 2014 to 3 August 2014. The consultation consisted mainly of a short questionnaire including questions about current usage of sites and the impact of the suggested changes. Respondents were given the opportunity at the end of the form to provide any comments they wished to make on the proposals. A supporting document setting out the suggested service changes and why they had been proposed was also widely available.
- 6.2 In addition to residents, a range of stakeholders including district and parish councils were given the opportunity to respond. The hard copy questionnaire was available in large print and easy read formats. Hard-copy consultation packs could be requested through the customer service centre and were available in libraries. Freepost envelopes were provided to encourage returns.
- 6.3 Two focus groups were used to gather feedback: one in an area that would be most affected by one of the proposed significant service changes (Hoddesdon) and one in another area of the County (Letchworth). After consultation with local councillors, a focus group in Elstree was not considered necessary. Focus groups provided the opportunity for more detailed feedback.
- 6.4 The following methods of promotion were used to raise awareness of the consultation to ensure that all residents and stakeholders had the opportunity to give their feedback.
- Press releases, at the beginning of the consultation and in the last week, reminding residents to have their say
 - A letter from Cllr Terry Douris was also sent to all print media encouraging residents to have their say and confirming that no decisions had yet been taken
 - Article in July edition of *Horizons*, delivered to every household in Herts
 - Promotion and engagement at all 17 HWRCs: large signs were displayed advertising the consultation; following feedback, additional posters were displayed part way through the consultation to increase awareness. Officers attended all sites to distribute flyers and raise awareness throughout the consultation process and site operators were also asked to promote the consultation
 - Briefings/emails to all County Councillors, the Hertfordshire Waste Partnership, town/parish councils and representative groups
 - Questionnaires were sent to the Hertfordshire Citizens' Panel, a demographically representative group of 1,500 residents
 - Articles were posted on the Herts Direct and WasteAware websites
 - Social media: Twitter (17,900 followers) and Facebook (2,000)
 - Posters and leaflets were distributed to libraries, district/borough councils and a selection of other community venues

- Electronic copies of the poster/leaflet were emailed to parish councils
- District/borough councils were asked to display posters at their community centres as well as their receptions
- Internally, articles about the consultation appeared on Compass and in Environment eNews and posters were added to notice boards in County Hall (as one of the county's biggest employers 'internal' promotion was an effective way of reaching a large number of people).

7. Consultation Responses

7.1 Consultation questionnaires

A total of 5,064 questionnaires were received:

- 4,596 online forms
- 468 paper copies

7.2 Petitions

At the time of writing, the Council is aware of 8 petitions regarding the suggested service changes, with a total of 3,802 signatures:

Petition and Principal Petitioner(s)	Number of signatures	Closing date
Stop the closure of ELSTREE Recycling Centre [online] Cllr Harvey Cohen, Cllr Morris Bright	2,047	17/8/14
Stop the closure of the ELSTREE site [paper] Elstree & Borehamwood Green Belt Society	162	n/a
Stop the closure of the HODDESDON site [paper] Julia Davies, Stanstead Abbots Parish Council	153	n/a
Keep the WATERDALE site open as it is now [online] Cllr Stephen Giles-Medhurst	663	9/9/14
Keep ST ALBANS & WATERDALE open as they are now [online] Cllr Sandy Walkington	690	Not stated
Keep HEMEL HEMPSTEAD open seven days a week [online] Hemel Hempstead Liberal Democrats	87	Not stated
Save COLE GREEN tip [online] Welwyn Hatfield Liberal Democrats	Data not available	Not stated
Keep the BERKHAMSTED tip open 7 days a week [online] Cllr Nick Hollinghurst, West Herts Liberal Democrats	Data not available	Not stated

7.3 Stakeholder responses

A total of 34 formal stakeholder responses were received, primarily from district, borough, town and parish councils. The most commonly raised concerns/ suggestions were as follows:

- Increased fly tipping and associated clear up costs
- Increased pressure from population growth
- The impact on the remaining sites if closures go ahead – in particular, increased queuing and congestion
- Increased journey times
- Well-run, efficient, convenient local amenities should not be closed
- Impact on the environment, primarily CO₂ emissions
- The impact on the kerbside collection service
- Overall recycling would reduce
- A preference for sites to open and close later (generally 10:00 -18:00)

- Keep seasonal opening hours
- Open sites longer at weekends
- When Watford HWRC was closed, one of the justifications given was that Elstree provided a suitable and accessible alternative. Shutting Elstree would be renegeing on this earlier 'promise'.

A more detailed summary of these responses can be found in Appendix B.

7.4 Individual letters/emails

A total of 69 letters/emails were received from individuals, including members of the public and county, district and parish councillors. The majority objected to the suggested closure of the Elstree site and raised similar concerns to those raised by residents who responded via the online questionnaire. These are summarised in Section 9 of this report.

7.5 Demographic breakdown of respondents

A breakdown of consultation respondents by personal characteristics (age, gender, etc) can be found in Appendix C. These questions were not compulsory and were not all answered by all respondents.

7.6 Feedback on the consultation process

A small proportion of respondents raised concerns about the consultation process itself, including that it was a 'done deal' as decisions had already been taken to implement the service changes; that the consultation was poorly timed (and the consultation period itself should be longer than 7 weeks) as it should have been carried out before any changes were suggested; that it was not publicised well enough and did not include public meetings and/or direct mail to areas affected; that it was biased, misleading and restrictive; that it was flawed; and that more detailed and/or up-to-date information should have been included as part of the process. There was one formal complaint about the consultation process from the Elstree & Borehamwood Residents Association.

Although it is accepted that certain aspects of the consultation could have been clearer, the level and content of responses received has given a clear indication of the strength of resident and stakeholder opinion and the impact they consider the suggested changes would have. It does not appear that people have been misled or not given the opportunity to add their own comments or views: in the main, the feedback received was clear and focused, indicating that people had understood the consultation and the suggested service changes. The large number of feedback questionnaires submitted was also in excess of similar consultations in other areas of the Country (for example, Kent and Cumbria).

8. Consultation Results: Quantative Analysis

8.1 Profile and usage pattern of respondents

- 8.1.1 Of the responses received, 33% cited Elstree as the site they normally use, followed by 10% using Hoddesdon, 10% St Albans and 7% Harpenden. Appendix D shows the breakdown of respondents by the site they normally use.
- 8.1.2 In total 76% of respondents use the sites monthly or every few months (43% monthly, 33% every few months) with 17% making weekly visits. Appendix D

illustrates the frequency that respondents visit the HWRCs. Respondents who use sites on a weekly or monthly basis primarily use sites to dispose of cardboard, garden waste and plastics which can not be recycled at the kerbside. Appendix E shows the breakdown of materials taken to sites by the respondents.

- 8.1.3 Out of all respondents, 67% currently use sites between 10:00–16:00. 15% visit sites before 10:00 and 19% after 16:00. Appendix F shows a breakdown of usage by hours and days. The weekend is the most popular time to visit sites: 41% of respondents said they visit at weekends.

8.2 Opening days and hours

- 8.2.1 When asked about the suggested changes to opening times (8:00–16:00):

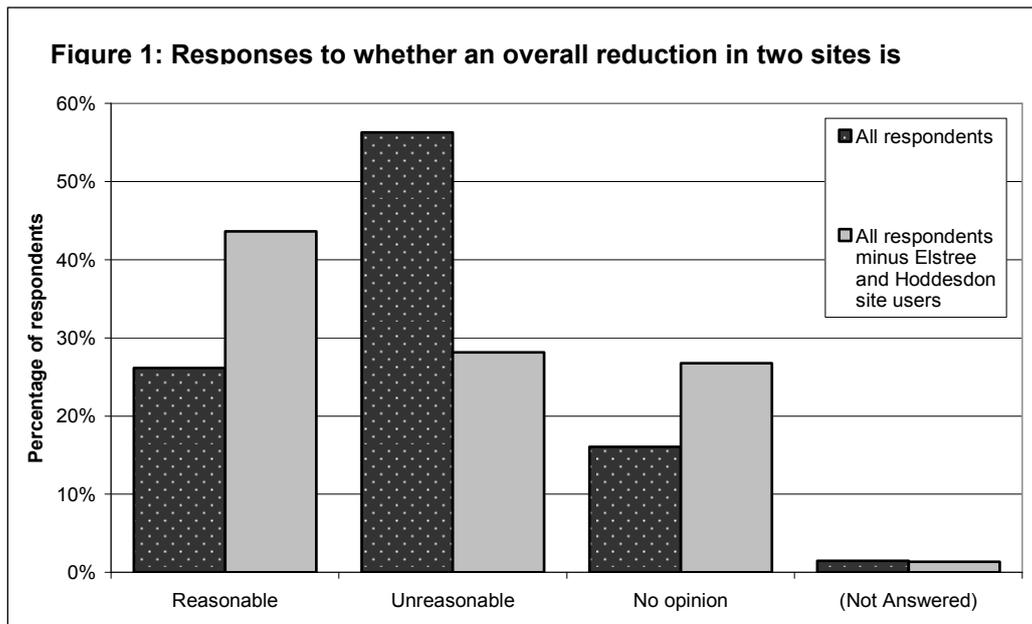
- 28% believed that the proposed opening times were acceptable for the weekend and 27% for weekdays
- 34% would prefer the centres to stay open later in the day during the weekend and 32% during week days
- 39% would not mind if centres opened later (e.g. 10:00) at weekends and 41% would not mind if centres opened later during the week

- 8.2.2 24% of respondents believed that the suggested changes to opening days would have no impact on them and 67% wanted to be able to use a centre on any day of the week. Appendix G provides a full analysis of the responses to the proposed opening days and hours.

8.3 Site closures

- 8.3.1 In the context of the County Council's need to save money, respondents were asked if, provided the service continued to operate well or better at the remaining sites, they thought an overall reduction in two sites across Hertfordshire was reasonable.

- 8.3.2 Out of all respondents, 56% believed that closing two sites was unreasonable. If the responses from users most likely to be directly affected by site closures (Hoddesdon and Elstree users) are excluded, 71% either felt that a reduction in two sites was reasonable or had no opinion (28% considered it was unreasonable). Figure 1 shows the responses from all respondents and excluding those which the suggested closures would directly impact (Hoddesdon and Elstree site users):



8.3.3 When asked ‘What impact would the closure of the Hoddesdon site have on you?’ 78% of respondents (regardless of the site that they use) believed the closure of Hoddesdon would have no impact on them. 94% of Hoddesdon site users felt that the closure would have a major impact on them.

8.3.4 When the same question was asked regarding the impact of closing Elstree, 61% of all respondents (regardless of the site they use) believed the closure of Elstree would have no impact on them. 97% of Elstree site users felt that the closure would have a major impact on them.

8.3.5 Excluding responses from Elstree and Hoddesdon users, 91% of respondents felt that the closure of Hoddesdon would have no impact on them and 92% of respondents felt that the closure of Elstree would have no impact on them. Appendix H shows, in greater depth, the data from these questions.

8.4 Resulting usage pattern

8.4.1 As a result of the suggested service changes:

- 33% of all respondents said they would recycle less
- 3% of all respondents believed that they would recycle more
- 39% said they would put more waste out for kerbside collection.

8.4.2 26% of respondents used the opportunity to specify alternative changes in their behaviour. Common responses included:

- There will be no change in the way they use the service or recycle
- Changes will greatly inconvenience residents
- Residents will adapt to the changes and use the sites on the days and times that they are open
- Concerns around increased fly tipping and burning of rubbish
- A number of concerns about garden/green waste, including the need to provide households with an additional green bin to deal with the volume of green waste they produce

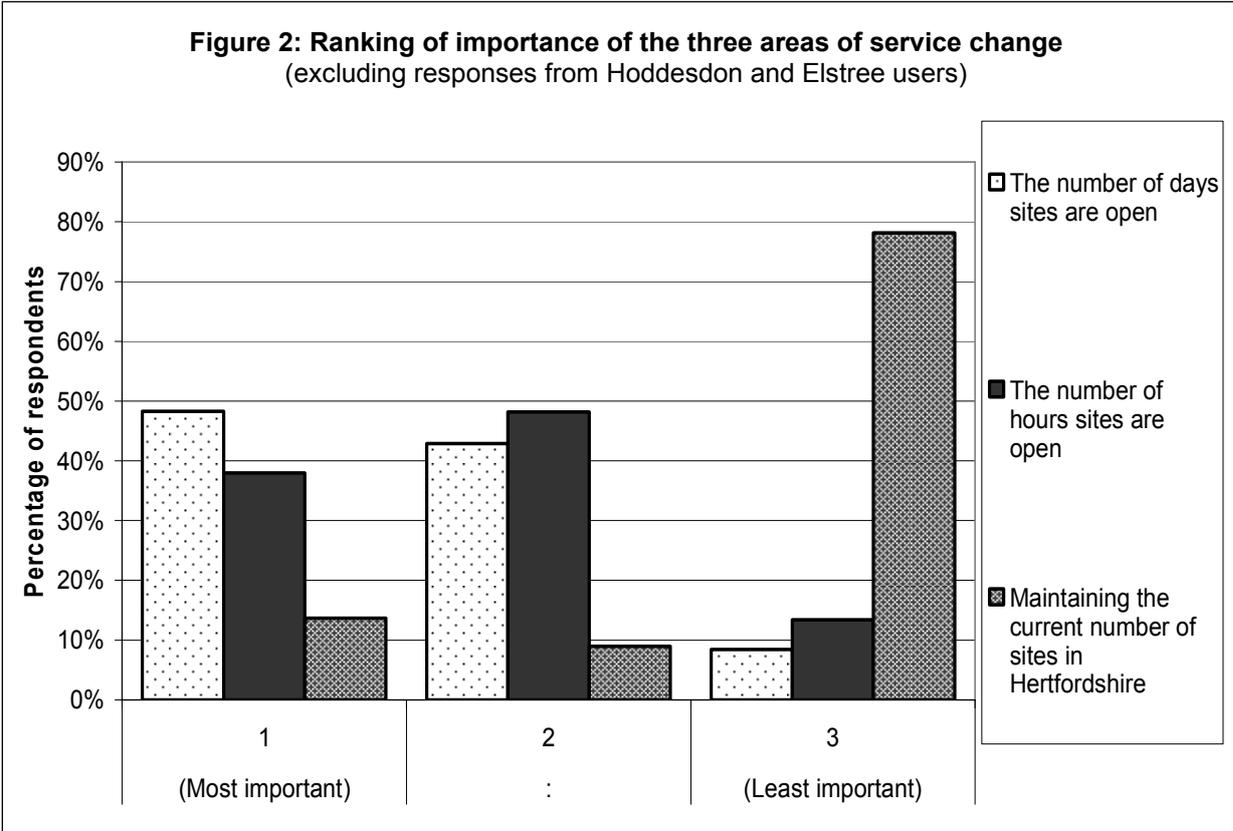
8.5 Service change – residents’ priorities

8.5.1 Respondents to the consultation were asked to rank the three areas of service change in order of importance to them: the number of days sites open; the number of hours they open; and maintaining the current number of sites in Hertfordshire. A ranking system was used with ‘1’ being the most important and ‘3’ the least important.

8.5.2 When considering all responses – including those from Elstree and Hoddesdon users – maintaining the current number of sites was ranked as the most important issue with 46% of respondents ranking this as the most important area. However, 48% of respondents also thought this was the least important issue.

8.5.3 When excluding those residents most likely to be affected by site closures (Hoddesdon and Elstree users), the most important issue identified was the number of days the sites are open (48%) followed by the number of hours sites are open (38%). 78% of respondents felt that maintaining the current number of sites was the least important option.

8.5.4 Figure 2 highlights the results for each of the areas and Appendix I provides further information.



9 Consultation results: Qualitative Analysis

9.1 Overview

- 9.1.1 All respondents had the opportunity to add any comments they wished to make on any of the changes being suggested via a free text box at the end of the questionnaire. Of the 5,064 responses, 74% (3,736) provided additional feedback, which covered a wide range of concerns, impacts and suggestions.
- 9.1.2 All these responses have been read and categorised by the key theme(s) they raised. The following sections provide an overview of the most common points made. All percentages quoted in this section will not add up to 100% as most respondents raised a number of concerns/impacts (all percentages have also been rounded).

A more detailed analysis and breakdown is set out in Appendix J.

9.2 Concerns about / impact of the suggested changes

- 9.2.1 A wide range of concerns and impacts were raised by respondents which, when considered together, demonstrate that the HWRS is a much-valued service that residents appear keen to protect.
- 9.2.2 The specific points most commonly made were as follows:
- That the changes would lead to an increase in fly tipping (39%)
 - As they are well-run, popular, convenient and vital local amenities, the Elstree and/or Hoddesdon sites should not be closed (20%)
 - Inconvenience in terms of extra travel time and cost (17%)
 - Residents will recycle less (16%)
 - Impact on site capacity (their ability to cope with increased demand) (14%)
 - Impact on working people (12%)
- 9.2.3 Respondents were also concerned that the changes were short-sighted given increased population growth (particularly the suggestion to close the “well-run”, “convenient” Elstree and Hoddesdon sites) and cost ‘shifting’; would lead to less recycling, and would increase inconvenience for residents in terms of extra travel time, additional costs and limiting access to sites outside working hours. Table 1 sets out the seven key themes and the percentage of the respondents who made free text comments who raised concerns under each:

Table 1 – Comments by theme

THEME	% of respondents who raised a concern
Changes would damage the environment (flytipping, CO2 emissions)	47%
Changes are short sighted (due to population growth, false economy, etc)	35%
Changes would negatively impact recycling	29%
Changes would increased travel times/cost	17%
Changes would reduce capacity of HWRC sites	14%
Changes would negatively impact working people	12%
Other inconvenience for residents	14%

9.2.4 A more detailed breakdown of comments is set out in Appendix J.

9.2.5 An increase in fly tipping is clearly a major concern for a significant number of respondents. Information on the risks of fly tipping increasing as a result of the suggested changes based on evidence from previous site closures in Hertfordshire and other local authority areas is set out in the Panel Information Note dated 22 August 2014.

9.2.6 It should also be noted that a small number of respondents were under the mistaken impression that closing sites at the weekend had been suggested. This appears to be as a result of assuming that the ‘five day’ service referred to in the consultation documents and press releases would mean a Monday to Friday service but also due to inaccurate media reports. This reinforces the need for any service changes agreed by Cabinet to be supported by a comprehensive communications campaign, which AmeyCespa have anticipated as part of their detailed mobilisation plans.

9.3 Suggestions / changes requested

9.3.1 25% of the respondents who added free text comments (or 19% of overall respondents) made a suggestion to change the proposals or suggested alternative ways to change the HWRS.

9.3.2 The most common suggestions made concerned:

- Changing opening hours so sites open and close later (e.g. 10:00-18:00)
- Keeping Elstree/Hoddesdon open reduced days/hours
- Improving the layout and management of sites
- Improving the kerbside collection service
- Considering a fundamentally different strategy for managing waste as a whole in Hertfordshire and making financial savings. Suggestions for alternative strategies included charging for the service, cutting other services; better coordination with Waste Collection Authorities; bringing the service in-house; investing in new technology; and rewarding high recyclers

Table 2 sets out the suggestions most commonly made, by theme:

Table 2: Most common suggestions made, by theme

THEME	% of respondents who made suggestion
Changes to opening hours	33%
Changes around site closures	17%
Changes to site management/staffing	13%
Adopt a fundamentally different strategy	11%
Improve kerbside collection service	8%
Expand or improve existing site/services	5%
Communications/awareness raising campaign	4%

- 9.3.3 A wide range of alternative opening hours and days were suggested, including seasonal variations, staggered opening times across the County, opening longer at weekends or on one weekday evening and half-day closures. The only consistent theme that emerged was that sites should open later in the morning and close later in the evening (although this was not a universally held view).
- 9.3.4 A number of the suggestions that were made most frequently – for example, improving how sites are managed and laid out and carrying out a communications campaign – have already been recognised by AmeyCespa and are a key part of their plans to deliver a more efficient and effective service.
- 9.3.5 A significant proportion of the remaining suggestions related to matters over which the County Council does not have direct control – for example, improvements to kerbside collection services or community recycling points.
- 9.3.6 A more detailed breakdown of the suggestions made is set out in Appendix K.

9.4 Positive comments

- 9.4.1 There were few positive comments supporting the changes being suggested but around 7% of those respondents who added additional comments (or 5% of all respondents) did provide some form of positive feedback. These comments primarily recognised that the County Council needs to make financial savings and agreed that they would prefer cuts to the HWRS than to other council services. Some respondents also suggested that they could accommodate the small change in their normal routine if it meant achieving financial savings.

10 Consultation results: Feedback from Focus Groups

- 10.1 Two focus groups were commissioned by the County Council and undertaken by Opinion Research Services. One was held in Hoddesdon and one in Letchworth to discuss the suggested service changes to the HWRS. Participants were recruited either via Hertfordshire County Council's Citizens Panel or by telephone recruitment in order to get a broadly representative cross-section of residents from local areas.

- 10.2 The full report from both focus groups is available at:
www.hertsdirect.org/wastechanges
- 10.3 The suggested closure of the Hoddesdon site was discussed at the Hoddesdon focus group. Participants were concerned about the additional travel time to alternative sites and the costly impact that would result from an increase in fly tipping. If Hoddesdon was to close participants were keen to see access and capacity improvements at other sites such as Ware, Turnford and Cole Green so they were better able to manage the displaced traffic. People were concerned that queuing at sites already was not unusual and therefore would worsen if their site or closest centre was permanently closed.
- 10.4 Opening days were discussed at both focus groups. At the Hoddesdon group, participants supported the proposal for a five day a week service 'provided that' one late evening opening is offered. Letchworth participants also supported the suggested change to a five day a week service as a reasonable way to save money. Participants were pleased that the sites would be open on a Monday and considered weekend opening essential.
- 10.5 At both focus groups it was felt that 16:00 closures would be restrictive for those that work and would lead to overcrowding at weekends. It was felt that at least one late night opening should be offered to cater for the needs of working people. The Letchworth group suggested that more convenient opening times would be 10:00 – 18:00 to ensure sufficient access for working people.

11 Legal Implications

11.1 Contract

Bidders were aware during the procurement process that their proposals for making financial savings would be subject to consultation and that Cabinet could decide following consultation not to proceed with some or all of their efficiency savings proposals (suggested service changes). The contract with AmeyCespa has been drafted so as to accommodate any decision on the future operation of the service that Cabinet decides.

11.2 Consultation

In deciding whether to agree the service changes suggested by AmeyCespa, Cabinet must conscientiously take into account the responses to the consultation, in addition to considering all the contents of this report including the financial implications.

12 Alternative Service Change Suggestions

- 12.1 In light of the feedback received during the consultation, the following is a summary of some of the alternative service change suggestions that the Panel may wish to consider (subject to the financial implications set out in section 13 of the report):
- 12.2 **Alternative suggestion 1:** Introduce the service changes as set out in the public consultation, except for opening times, which could be shifted so that sites open and close later but still operate eight hour days, as set out in Appendix A. The

suggestion in Appendix A is one possible suggestion: the Panel should note that, subject to maintaining an eight hour day and any planning restrictions, actual opening and closing times are flexible.

- 12.3 **Alternative suggestion 2:** To retain the sites at Hoddesdon and Elstree, with all 17 sites reduced to a 40 hour, five-day week service with midweek closures. Opening times could also be shifted as set out in 12.2 above.
- 12.4 **Alternative option 3:** It is open to Panel to consider if the number of operational hours should increase or whether working patterns should be changed. However, this would mean that a key outcome of the procurement process of achieving savings of at least £750,000 could not be delivered, as outlined in Section 13 below.
- 12.5 In considering wider service delivery options the Panel must be aware that any options that do not broadly reflect what was already consulted on or that would negatively impact on the current level of service provision would require another consultation exercise to be completed.

13 Financial Implications

- 13.1 One of the key outcomes of the procurement process, as agreed by Members, was to achieve a saving of “at least £750,000” on current operating costs.
- 13.2 The suggested changes put forward by AmeyCespa, if all approved and implemented, will result in savings of c.£1,080,000 per year (averaged over the life of the contract). If the suggestions put forward by AmeyCespa are not approved and alternative suggestions are recommended this will impact the level of savings achievable from the service.
- 13.3 The only exception is shifting opening hours – e.g. from 08:00-16:00 to 10:00-18:00 – which would not reduce the level of financial savings that could be delivered, provided that an eight hour day at each site is maintained and subject to planning constraints.
- 13.4 Even before the consultation was launched officers had asked AmeyCespa to calculate the cost of keeping Hoddesdon and Elstree open on a five day per week basis in line with the other sites if the suggested service changes related to hours and days were implemented. This was done as it was clear from the closure of previous sites (Tring and Watford) that closing sites was controversial and unpopular.
- 13.5 Given the feedback received and the alternative options in Section 12 above, Members can recommend amendments to the suggested service changes. Retaining both Hoddesdon and Elstree in line with the service being suggested for the rest of the network would reduce the financial savings that could be achieved if AmeyCespa’s proposals were implemented in full by c.£331,000 per annum (taking the average annual saving over the life of the contract from c.£1,080,000 to c.£749,000).
- 13.6 However, this figure does not take into account the additional waste and recycling containers that AmeyCespa would require in order to deliver an

improved service to Hertfordshire residents. As part of their bid, AmeyCespa proposed redeploying the spare containers created by the closure of Hoddesdon and Elstree to the rest of the network to improve site capacity and customer satisfaction (reducing the need for temporary site closures to empty containers, greater flexibility to deploy containers at peak times, etc). The cost of obtaining these additional containers so that these improvements can still take place would be c.£80,000 (on average a new container costs in the region of £5,000). In order to avoid a further reduction in the financial savings that AmeyCespa can achieve, the County Council would need to make a one-off capital investment.

- 13.7 All the current containers across the HWRS network are owned by the County Council. The Authority retains ownership throughout the length of the contract and operates a programme of replacements and maintenance as required. Therefore, any new containers that are purchased would benefit the service, allowing AmeyCespa to implement service improvements, as well as adding to the council 'asset'. Containers are retained by the Council as they are a significant asset and need to be in place and available at the end of a contract to allow the service to continue to operate. The routine maintenance of the Council's containers is included in the current operating cost proposals from the contractor.
- 13.8 The purchase of additional containers can be funded from existing capital budgets due to contingencies in other 14/15 capital programme areas not being required.
- 13.9 Should the service changes suggested by AmeyCespa not be approved by Cabinet, the Council will need to agree the cost with AmeyCespa for running the service.
- 13.10 During the consultation process many options were put forward to officers to ask AmeyCespa to price and explore. Beyond the options described above none were taken forward due to the complexity of changing the pricing model, the many varied suggestions received and the need for AmeyCespa to focus on mobilisation of the contract. It should also be noted that while there is a contract in place with AmeyCespa they will receive no payment for work undertaken until they take over the HWRS in October 2014.
- 13.11 Further agreed options can be explored and priced but these will impact on the savings achievable. Apart from the closure of sites the biggest area of saving is achieved by a reduction in hours and days to a 40 hour week allowing a single work shift and straightforward compliance with European Working Time Directive.
- 13.12 If Cabinet decides that the Elstree and Hoddesdon sites should remain open on a five day week, eight hour day basis a saving of c.£749,000 is deliverable (a key outcome from the start of the procurement process was to achieve savings of at least £750,000). Any further changes e.g. longer opening hours, changes to working patterns/practices, etc will result in reductions to the saving of £749,000.

14 Equalities Implications

- 14.1 When considering proposals that will lead to service changes, it is important that Members are fully aware of, and have themselves rigorously considered, the County Council's statutory obligations in relation to equalities. Rigorous consideration will ensure that proper appreciation of any potential impact of that

decision on the County Council's statutory obligations under the Public Sector Equality Duty. As a minimum this requires decision makers to read and carefully consider the content of any Equalities Impact Assessments (EqIAs)

- 14.2 The Equality Act 2010 requires the County Council when exercising its functions to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and other conduct prohibited under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The protected characteristics under the Equality Act 2010 are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief, sex and sexual orientation.
- 14.3 An Equalities Impact Assessment (EqIA) was carried out at the start of the procurement process identifying any potential impacts that may arise from suggestions put forward by bidders. Throughout the procurement process potential service providers were required to undertake EqIAs which formed part of the evaluation process.
- 14.4 An EqIA was carried out before the start of the public consultation to ensure the design of the consultation enabled all protected groups the opportunity to take part. The consultation documents were available in alternative formats and promoted by a number of methods to increase participation.
- 14.5 The EqIA on the suggested service changes is included in Appendix L. This takes into consideration the potential impact the suggested proposals will have on residents. Some potential negative or differential impacts have been identified for some protected characteristics, in particular, older people, people with disabilities and carers. However, measures have been proposed to mitigate the potential impacts, including plans to monitor and review the service changes in order to assess their impact; and a comprehensive and inclusive communications campaign.

Background Information

Waste Management Cabinet Panel:	Date
Information Note 14/09: Household Waste Recycling Centres – Procurement of a New Service	22.08.2014
Household Waste Recycling Centres – Procurement of a New Service	08.07.2014
Household Waste Recycling Centres – Procurement of a Service	18.03.2014
Household Waste Recycling Centres – Procurement of a New Service	06.11.2012
Household Waste Recycling Centres – Procurement of a New Service	05.07.2012
The Right Level Of Publicly Financed Services (Household Waste Recycling Centres)	01.03.2012
Council For The Future - The Right Level Of Publicly Financed Services	16.11.2011
The Right Level Of Publicly Financed Services (Household Waste Recycling Centres)	06.07.2011
Council For The Future - The Right Level Of Publicly Financed Services: Waste Management	16.11.2010

APPENDIX A – ALTERNATIVE HWRC OPENING TIMES

	Group Paired	CALENDAR OF OPENING DAYS							Current Hours	Suggested Hours	Alternative Hours	Comments
		M	T	W	T	F	S	S				
Berkhamsted	A								All Year 08.30 - 16.30	All Year 08.00 - 16.00	All Year 08.30 - 16.30	Opening earlier than 08.30 or closing later than 16.30 would require changes to the planning permission. Closing later than 16.30 would also require lighting improvements for the winter months
Hemel Hempstead									Summer 08.00 - 18.00 Winter 08.00 - 16.00	All Year 08.00 - 16.00	All Year 10.00 - 18.00	Closing later than 16.00 would require lighting improvements for the winter months
Rickmansworth	B								All Year 08.00 - 18.00	All Year 08.00 - 16.00	All Year 10.00 - 18.00	Opening at 10.00 compared with 08.00 at present. No change in closing time.
Waterdale									All Year 08.00 - 18.00	All Year 08.00 - 16.00 *	All Year 10.00 - 18.00	Opening at 10.00 compared with 08.00 at present. No change in closing time.
St. Albans	C								Summer 08.00 - 18.00 Winter 08.00 - 16.00	All Year 08.00 - 16.00	All Year 10.00 - 18.00	Opening at 10.00 compared with 08.00 at present. Closing later in winter months with the summer closing time remaining the same.
Harpenden									All Year 10.00 - 18.00	All Year 08.00 - 16.00	All Year 10.00 - 18.00	No change
Turnford	D								All Year 08.00 - 18.00	All Year 08.00 - 16.00	All Year 10.00 - 18.00	Opening at 10.00 compared with 08.00 at present. No change in closing time.
Hoddesdon									All Year 08.00 - 18.00	Site suggested for closure	All Year 10.00 - 18.00	Opening at 10.00 compared with 08.00 at present. No change in closing time.

Ware	E							Summer 08.00 - 18.00 Winter 08.00 - 16.00	All Year 08.00 - 16.00 *	Summer 10.00 - 18.00 Winter 08.00 - 16.00	Summer - Opening at 10.00 compared with 08.00 at present, but no change in closing time. Winter - No change. Closing later than 16.00 would require lighting improvements.
Bishop's Stortford								All Year 08.00 - 16.00	All Year 08.00 - 16.00	All Year 08.00 - 16.00	No change. Closing later than 16.00 would require changes to the planning permission.
Royston	F							All Year 08.00 - 16.00	All Year 08.00 - 16.00	All Year 08.00 - 16.00	No change. Closing later than 16.00 would require changes to the planning permission.
Letchworth								All Year 10.00 - 18.00	All Year 08.00 - 16.00	All Year 10.00 - 18.00	No change
Stevenage	G							All Year 08.00 - 18.00	All Year 08.00 - 16.00	All Year 10.00 - 18.00	Opening at 10.00 compared with 08.00 at present. No change in closing time.
Cole Green								Summer 08.00 - 18.00 Winter 08.00 - 16.00	All Year 08.00 - 16.00	Summer 10.00 - 18.00 Winter 08.00 - 16.00	Summer - Opening at 10.00 compared with 8.00 at present, but no change in closing time. Winter - No change. Closing later than 16.00 would require lighting improvements.
Elstree	H							Mon - Fri 08.00 - 16.00 Sat - Sun 09.00 - 16.00	<i>Site suggested for closure</i>	Mon - Fri 08.00 - 16.00 Sat - Sun 09.00 - 16.00	No change - Closing later than 16.00 would require changes to the planning permission and would also require lighting improvements for the winter months.
Potters Bar								Summer 08.00 - 18.00 Winter 08.00 - 16.00	All Year 08.00 - 16.00	Summer 10.00 - 18.00 Winter 08.00 - 16.00	Summer - Opening at 10.00 compared with 08.00 at present, but no change in closing time. Winter - No change. Closing later than 16.00 would also require lighting improvements.
Buntingford	E, F, G							Mon - Fri 17.00 - 20.00 Sat - Sun 10.00 - 13.00	Mon - Fri 17.00 - 20.00 Sat - Sun 10.00 - 13.00	Mon - Fri 17.00 - 20.00 Sat - Sun 10.00 - 13.00	No change

Key:



Days closed

Days Open

AmeyCespa's suggested Hours

Notes:

*1. Under AmeyCespa's proposals the Waterdale and Ware HWRCs would open until 6pm on Wednesdays between April - October.

2. Planning Permission changes are not guaranteed, due to potential objections from local residents.

3. Elstree and Royston HWRCs have houses nearby that may make any planning changes difficult.

4. Bishops Stortford HWRC's planning permission was determined following a Secretary of State decision, which could be difficult to change.

5. The cost of installing additional lighting is in the region of £20,000 per site.

6. Later opening hours may result in increased electricity costs due to additional lighting.

APPENDIX B – SUMMARY OF STAKEHOLDER RESPONSES

12 responses were received from County Councillors. The following is a summary of these responses:

- Opposition from local Members to the closure of Hoddesdon and Elstree
- Concern about the Harpenden site opening earlier in the morning
- Opposition to reducing opening days and changing opening hours at Members' local sites
- A general preference for later closing (e.g. 18.00 instead of 16.00)
- If permanent closure are to happen, improvements to alternative sites should happen first

34 responses were received from external stakeholders:

Districts / Borough Councils (9)

Broxbourne BC	North Herts DC	Three Rivers DC
Dacorum BC	St Albans & City DC	Watford BC & The Mayor of Watford
Hertsmere BC	Stevenage BC	WelwynHatfield BC

Town / Parish Councils (19)

Abbotts Langley PC	Elstree & Borehamwood TC	Sandridge PC	Wigginton PC
Aldenham PC	Hertford TC	St Stephens PC	
Anstey PC	Ickleford PC	Stanstead Abbots PC	
Berkhamsted TC	London Colney PC	Tewin PC	
Buckland & Chipping PC	North Mymms PC	Ware TC	
Datchworth PC	Preston PC	Welwyn PC	

Other (6)

Elstree & Borehamwood Green Belt Society	North Mymms District Green Belt Society
Elstree & Borehamwood Residents Association	Oxley Hall Residents Association
Herts Waste Partnership (verbal submission)	Radlett Society and Green Belt Association

The following were the points, issues and concerns most commonly raised in stakeholder responses:

- Increased fly tipping and associated clear up costs
- That well-run, efficient, convenient local amenities should not be closed
- Increasing pressure from population growth
- Impact on the remaining sites if closures go ahead – in particular, on queuing & congestion
- Increased journey times and CO2 emissions
- The impact on the kerbside collection service and a reduction in overall recycling
- A preference for sites to open and close later (e.g. 10.00 -18.00)
- A preference for sites to open longer at weekends; and a preference for seasonal hours

A summary of the key points raised by each stakeholder is set out below:

Broxbourne Borough Council

- Object to closure of Hoddesdon as it is site is a valued, well-used local amenity
- Concerned at capacity of alternative centres and that queuing and congestion would increase
- Concerned that fly tipping – especially at neighbourhood recycling facilities – would increase
- Discourages local residents from recycling
- Alternative sites need to be improved before they can accommodate 'Hoddesdon' users

Dacorum Borough Council

- Concerned that fly-tipping and associated clear up costs would increase
- Concerned at extra pressure on the kerbside collection service and associated costs

Hertsmere Borough Council

- Opposed to closure of Elstree site and emphasised its high recycling rate
- Concerned that fly-tipping and associated costs would increase
- Concerned at extra pressure on kerbside collection service and costs of increased use
- Concerned at impact on CO2 emissions and on the capacity of alternative sites

North Herts District Council

- Concerned at increased travel time and distance for some residents
- Suggested weekend opening hours be extended
- Concerned that residents may get confused by midweek closures and fly tip as a result

St Albans City & District Council

- Concerned at reduction in service and that fly tipping will increase
- Opposed to midweek closures and concerned they would lead to increased CO2 emissions
- Welcomed plans to pilot commercial waste service and suggested sites open longer at weekends

Stevenage Borough Council

- Concerned that flytipping would increase and at the impact on the kerbside collection service
- Consider that 16.00 closures in the summer is unreasonable (18.00 preferred)
- Concerned at impact on satisfaction levels at district/borough level

Three Rivers District Council

- Unhappy with consultation process and feel potential impacts have not been properly considered
- Noted that Elstree was given as an alternative facility to Watford when that site closed
- Concerned that changes will increase congestion and delays at remaining sites
- Concerned that residents will not get used to the midweek closures and may fly tip as a result
- Concerned that changes will impact on satisfaction levels at district/borough level
- Concerned that flytipping and associated clear up costs would increase
- Concerned at the impact on the kerbside collection service and the costs of reduced recycling

Watford Borough Council / The Watford Mayor

- Noted that Elstree and Waterdale were given as alternatives for Watford residents when Watford closed; concerned at extra impact closure / service reduction of these sites will have
- Concerned at increase in waiting times for residents and council vehicles at Waterdale
- Concerned extra costs would be created by more fly tipping and increased use of the kerbside service
- Consider closing sites at 16.00 is unreasonable

Welwyn Hatfield Borough Council

- Concerned that the changes would increase flytipping
 - Requested Cole Green and Stevenage close on different days if sites have to close midweek
-

Abbots Langley Parish Council

- Opposed to reducing opening hours of a well-run, popular facility (Waterdale site)
- Concerned that fly tipping would increase and that cutting the service sends out wrong message

Aldenham Parish Council

- Concerned that fly tipping and associated clear up costs would increase
- Concerned at longer journey times for residents if Elstree closes

Anstey Parish Council

- Concerned at impact on Buntingford and requests it increases its hours

Berkhamsted Town Council

- Concerned at potential temporary closures on Mondays and a preference
- A preference for later opening times (9.00-17.00) and seasonal opening hours

Buckland and Chipping Parish Council

- A preference for sites to open into the evening and concerned at extra pressure on Buntingford

Datchworth Parish Council

- Concerned that residents would not remember which days sites were open
- Concerned that flytipping would increase; and would prefer opening hours of 10.00-18.00

Elstree and Borehamwood Town Council

- Concerned at impact of increased development in the area
- Concerned at the lack of a nearby alternative to Elstree and increased travel times
- Concerned that flytipping would increase and recycling decrease, which would create extra costs

Hertford Town Council

- Opposed to site closures; keen to keep sites open longer at weekends
- Consider increase in flats (who don't get same kerbside facility) will make HWRCs more vital

Ickleford Parish Council

- Concerned that flytipping and associated clear up costs would increase
- Preference for sites to open later in to the evening

London Colney Parish Council

- Opposed to closure of Elstree but would accept reduced opening hours if it stays open
- Concerned at increased travel time for residents

North Mymms Parish Council

- Opposed to any cuts in opening hours; concerned that reduction would increase fly tipping

Preston Parish Council: Would prefer sites to open and close later - e.g. 10.00 – 18.00

St Stephens Parish Council: Concerned that flytipping and queuing at remaining sites would increase

Sandridge Parish Council: Would prefer opening hours of 10.00-18.00; concerned about increased fly tipping

Stanstead Abbots Parish Council

- Object to the closure of Elstree as it is a well-run, convenient and efficient site
- Concerned that fly tipping and associated clear-up costs would increase

Tewin Parish Council: Concerned that flytipping and associated clear up costs would increase

Ware Town Council

- Concerned that fly tipping and queuing and congestion at sites would increase
- Concerned about impact on the Ware site if Hoddesdon is closed

Welwyn Parish Council

- Concerned that flytipping and queuing would increase; and about the impact on working people
- Would like Cole Green and Stevenage to be closed on different days

Wigginton Parish Council: Opposed to any service cuts; concerned that flytipping would increase

Elstree and Borehamwood Green Belt Society

- Strongly oppose closure of Elstree, which they consider a vital, well-used amenity
- Concerned that closure would lead to an increase in fly tipping

Elstree and Borehamwood Residents Association

- Unhappy with consultation process: not well publicised, insufficient information given and biased
- Consider the site to be a very valuable local amenity
- Concerned at additional travel time (and associated costs) to alternative sites
- Concerned that fly tipping, burning of rubbish and the associated clear up costs would increase
- Concerned that recycling would decrease and landfill costs increase
- Concerned at the impact on residents who do not drive

Herts Waste Partnership (verbal feedback at Member meeting)

- Consider that fly tipping would increase
- Concerned at increase in residual waste left at the kerbside for collection
- Sites should open and close later (especially Harpenden to avoid congestion at the local school)
- Concerned at capacity of the network, particularly the alternative sites for Hoddesdon and Elstree

North Mymms District Green Belt Society

- Concerned that flytipping would increase and changes would cause confusion for residents

Oxley Hall Residents Association

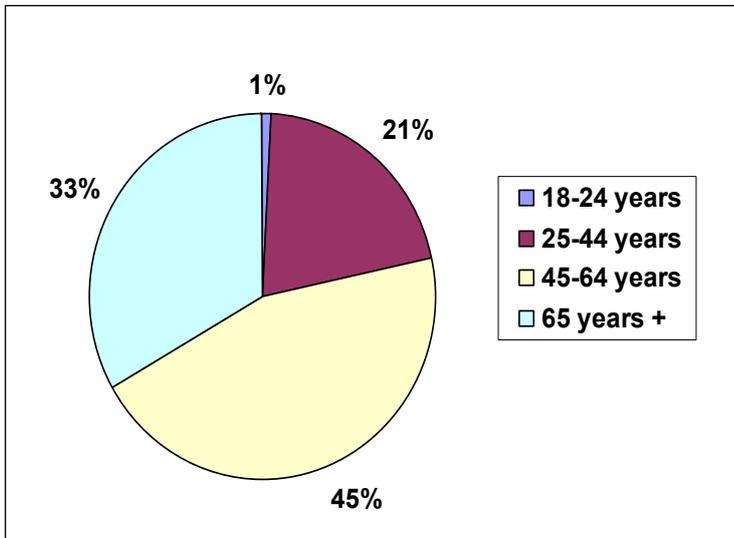
- Concerned that fly tipping would increase and unhappy at added impact following closure of the Watford site
- Would prefer later opening and closing times – e.g. 11.00-18.00

Radlett Society and Green Belt Association

- Opposed to closure of Elstree and concerned about impact on travel time, cost to residents and the environment
- Also concerned that changes would lead to an increase in fly tipping

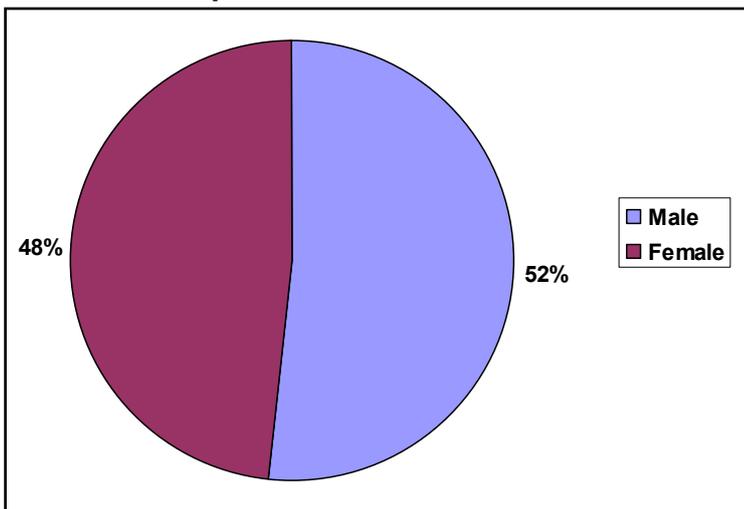
APPENDIX C - BREAKDOWN OF CONSULTATION RESPONDENTS

Age of respondents



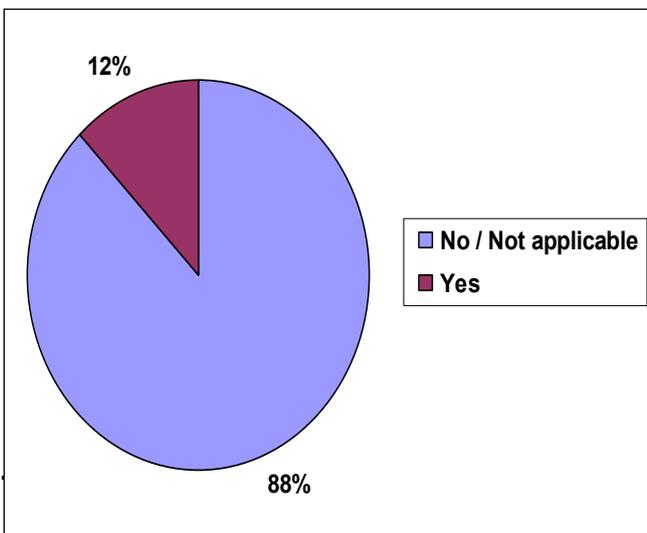
AGE	Number of respondents
18-24 years	28
25-44 years	703
45-64 years	1534
65 years +	1128
Total respondents	3393
<i>Non respondents</i>	<i>1671</i>

Gender of respondents



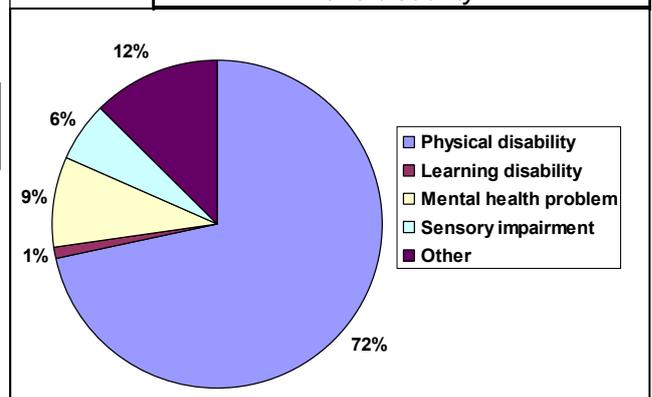
GENDER	Number of respondents
Male	1698
Female	1583
Total respondents	3281
<i>Non respondents</i>	<i>1783</i>

Respondents who have a disability

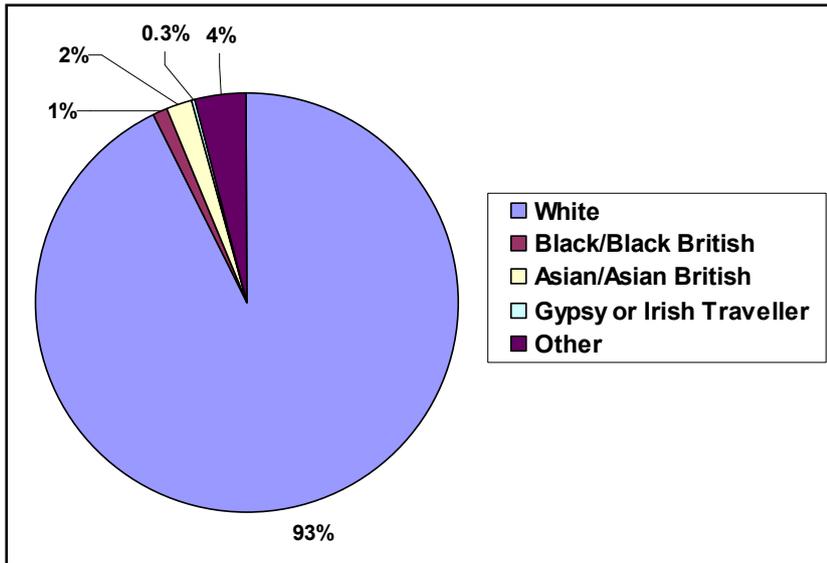


DISABILITY	Number of respondents
No / Not applicable	2839
Yes*	396
Physical disability	299
Learning disability	5
Mental health problem	37
Sensory impairment	25
Other	52
Total respondents	3235
<i>Non respondents</i>	<i>1829</i>

**some respondents stated more than one disability*

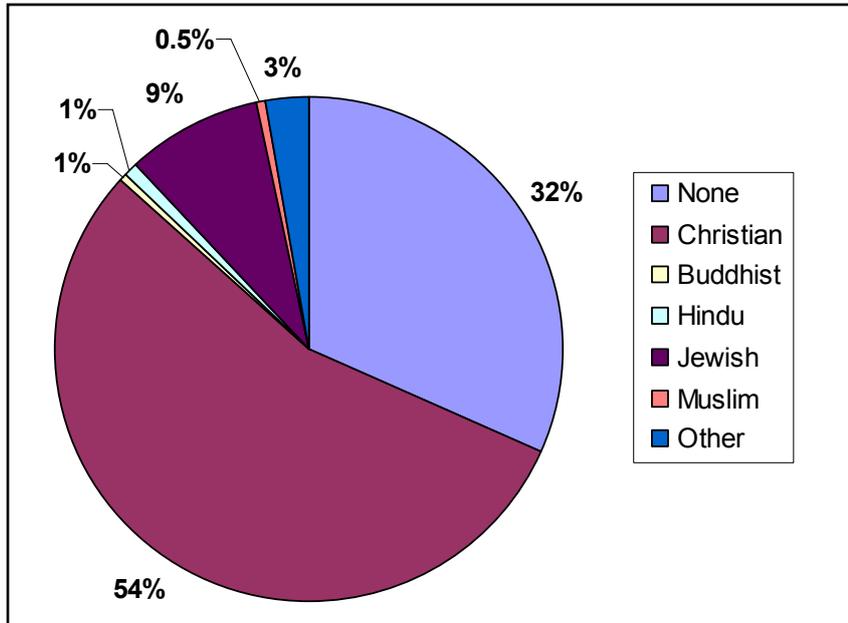


Ethnic group of respondents



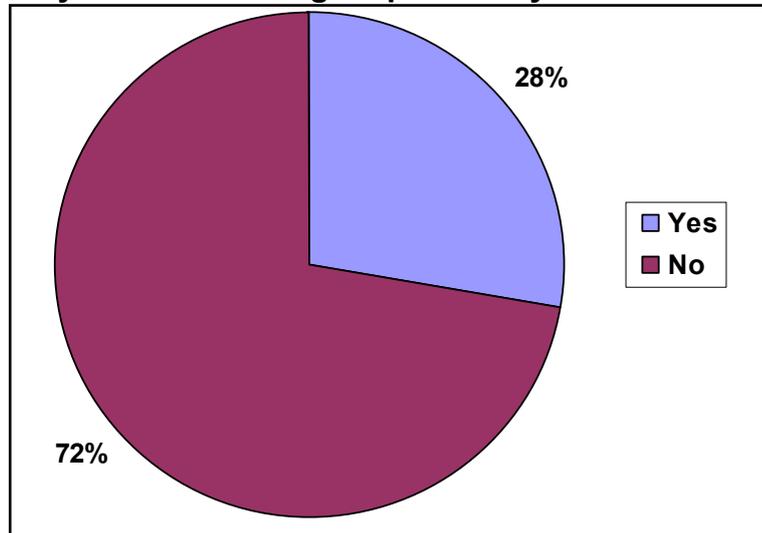
ETHNIC GROUP	Number of respondents
White	2969
Black/Black British	32
Asian/Asian British	65
Gypsy or Irish Traveller	8
Other	122
Total respondents	3196
<i>Non respondents</i>	<i>1868</i>

Religion/belief of respondents



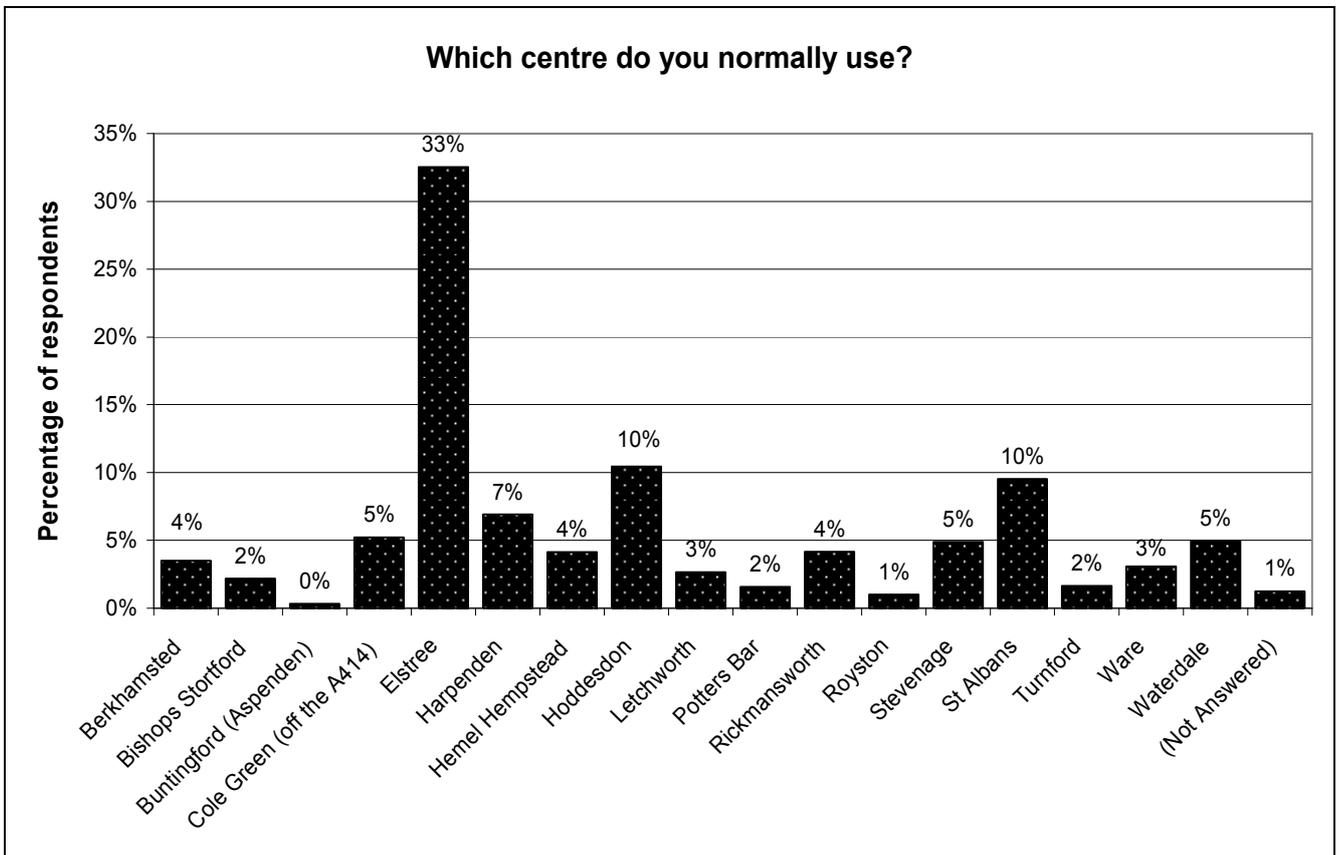
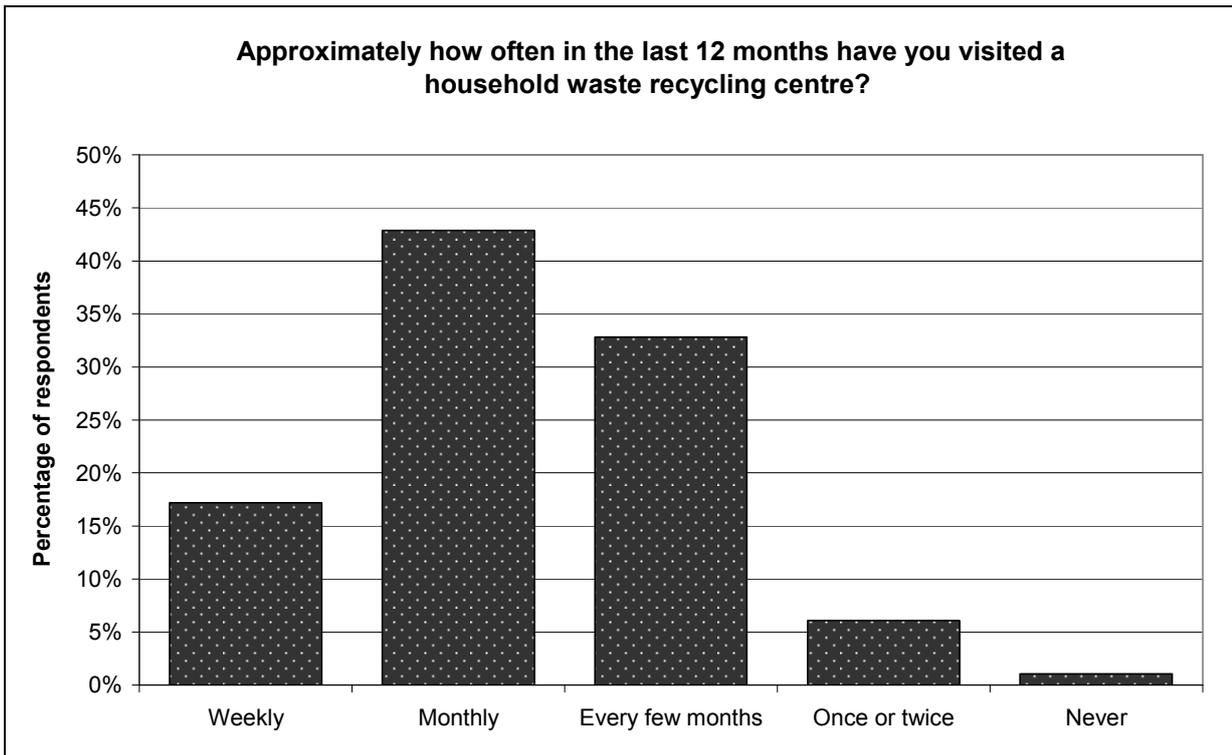
RELIGION/BELIEF	Number of respondents
None	982
Christian	1697
Buddhist	22
Hindu	20
Jewish	272
Muslim	15
Other	84
Total respondents	3092
<i>Non respondents</i>	<i>1972</i>

Do you have a caring responsibility?

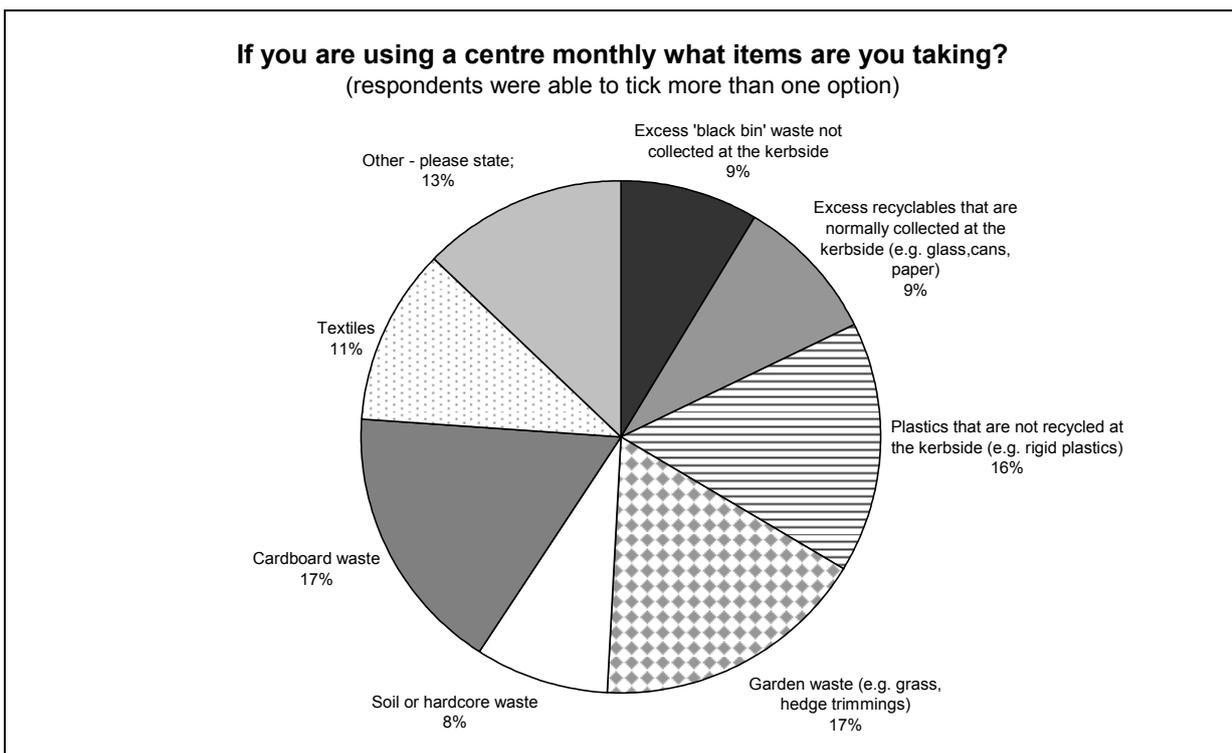
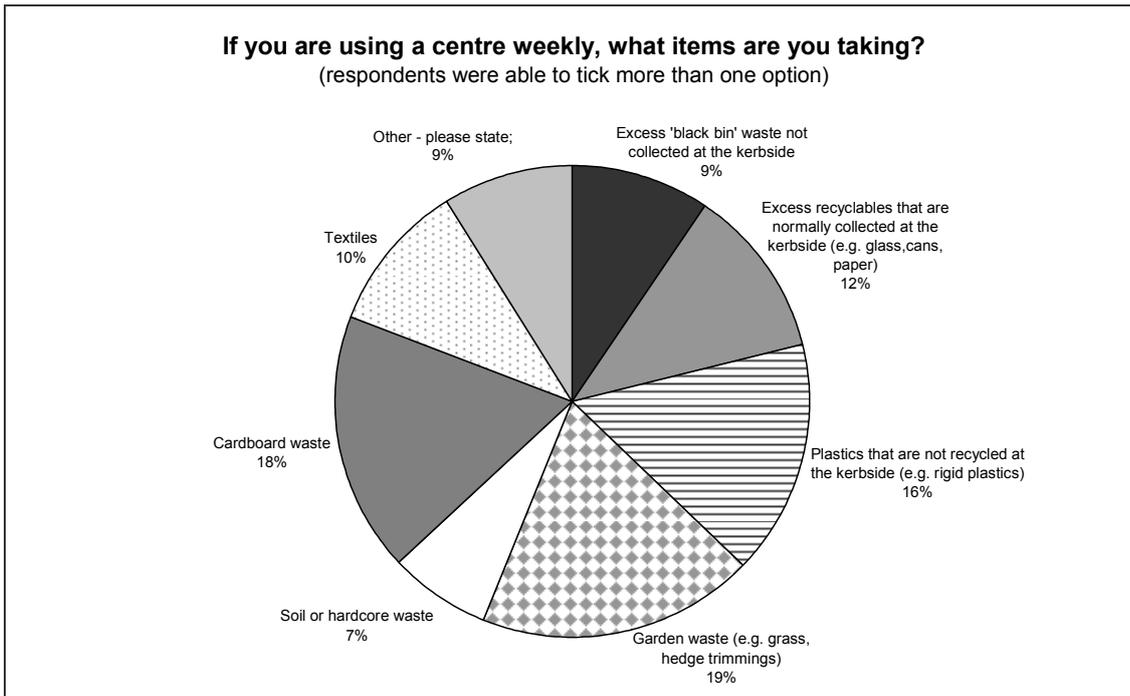


CARING RESPONSIBILITY	Number of respondents
Yes	918
No	2374
Total respondents	3292
<i>Non respondents</i>	<i>1772</i>

APPENDIX D – FREQUENCY OF USAGE AND SITE USED



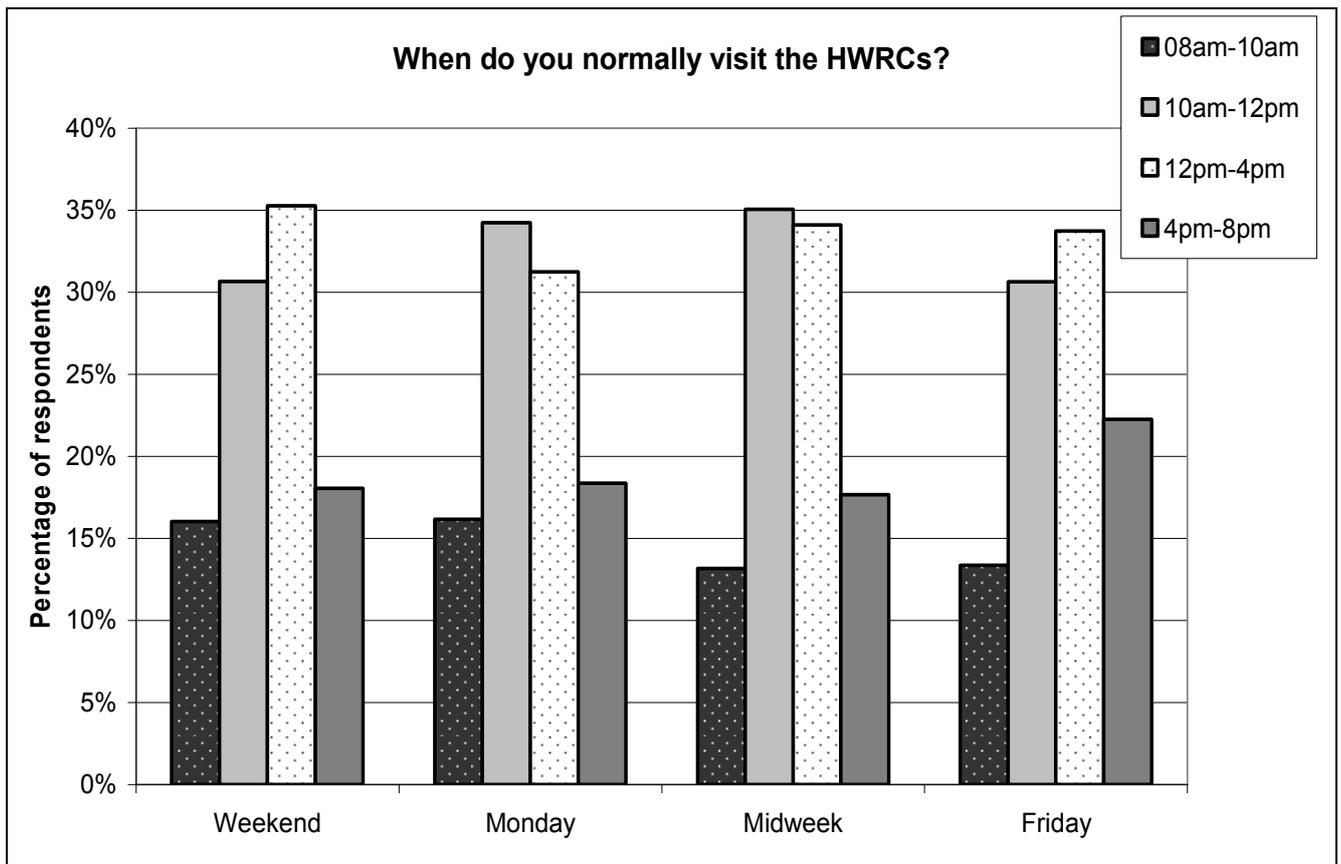
APPENDIX E – REASONS FOR VISITING HWRCs



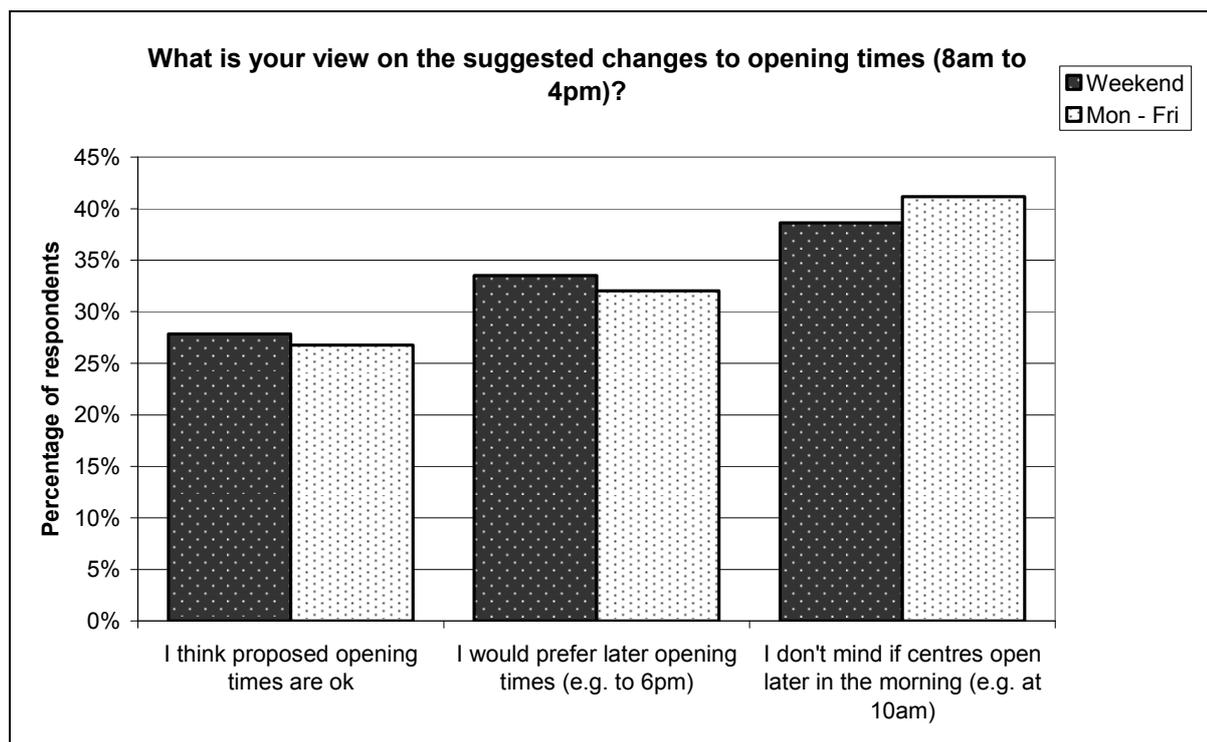
The consultation allowed free text comments for respondents to enter in 'other' types of waste that they take to the HWRCs. Items entered in the 'other' category included:

Appliances, Batteries, Broken items, Bulbs, Bulky items, Carpets, Cartridges, Cat litter, Clothes, Computers, Decorating, DIY, Electrical, Electronic, Food, Fridge, Furniture, Hedges, Household waste, Large items, Metal, Misc, Oil, Tetrapacks, Paint, Plasterboard, Recycling, Scrap, Shoes, Timber, Toys, Trees, TVs, White goods, Wood.

APPENDIX F – WHEN USERS VISIT SITES

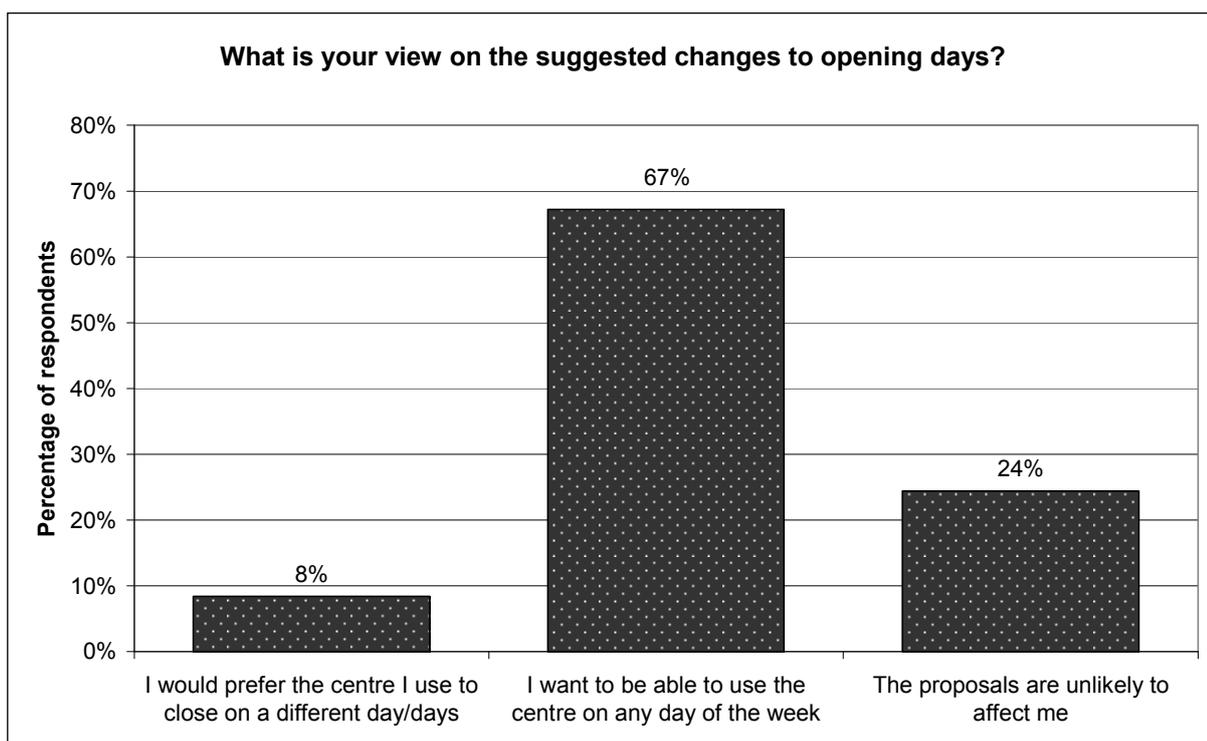


APPENDIX G – VIEWS ON OPENING TIMES / DAYS



What is your view on the suggested changes to opening times (8am to 4pm)? (All respondents)

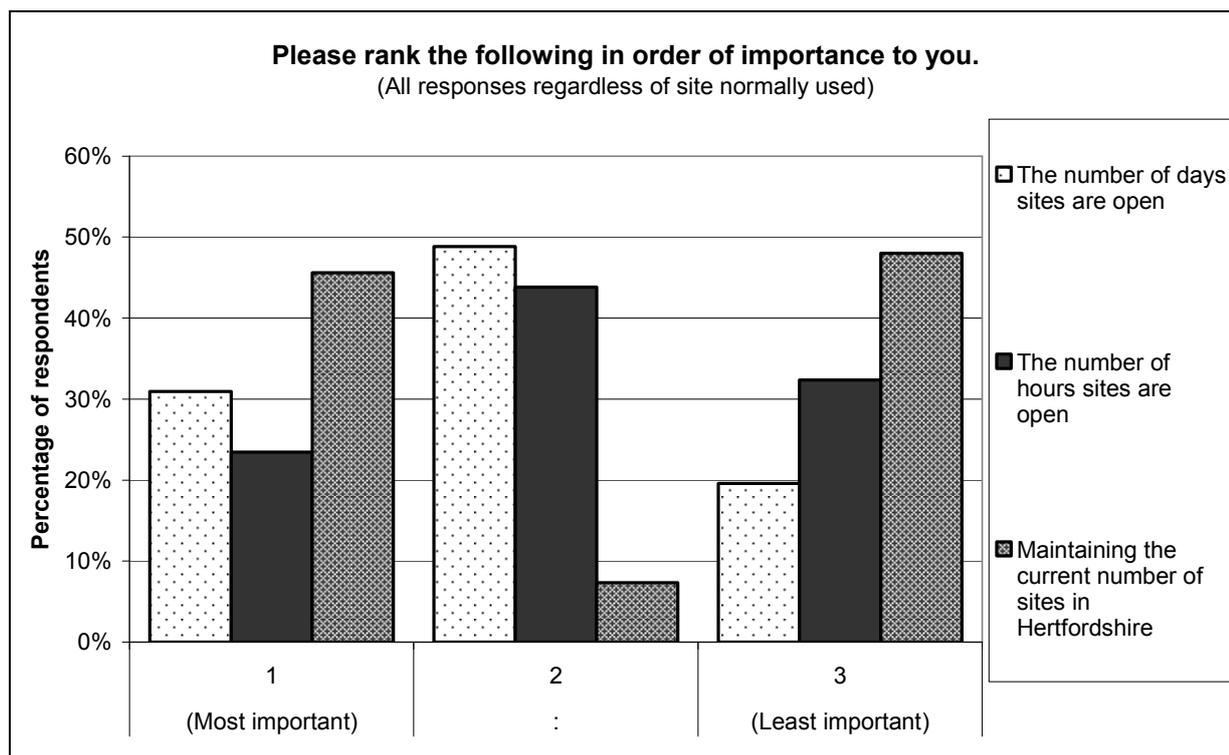
	Weekend	Mon - Fri
I think proposed opening times are ok	28%	27%
I would prefer later opening times (e.g. to 18.00)	34%	32%
I don't mind if centres open later in the morning (e.g. at 10.00)	39%	41%
Total	100%	100%



APPENDIX H – IMPACT OF SITE CLOSURES

What impact would the closure of the Hoddesdon site have on you?	<i>All respondents</i>	<i>Hoddesdon site users only</i>	<i>Elstree site users only</i>	<i>All respondents minus Elstree and Hoddesdon site users</i>
No impact - I do not use this site	76.0%	0.0%	78.4%	88.6%
No impact - I am able to use an alternative site	2.2%	0.6%	1.7%	2.7%
Minor impact - but I understand the need for closures	1.7%	4.3%	0.8%	1.7%
Major impact - I strongly disagree with the suggested closure	16.8%	94.1%	11.9%	5.5%
(Not Answered)	3.3%	0.9%	7.2%	1.5%
	100.0%	100.0%	100.0%	100.0%
What impact would the closure of the Elstree site have on you?	<i>All respondents</i>	<i>Hoddesdon site users only</i>	<i>Elstree site users only</i>	<i>All respondents minus Elstree and Hoddesdon site users</i>
No impact - I do not use this site	60.3%	88.8%	0.1%	89.4%
No impact - I am able to use an alternative site	1.4%	0.4%	0.5%	2.1%
Minor impact - but I understand the need for closures	1.6%	0.8%	1.9%	1.6%
Major impact - I strongly disagree with the suggested closure	34.8%	2.5%	97.1%	5.2%
(Not Answered)	1.9%	7.6%	0.4%	1.7%
	100.0%	100.0%	100.0%	100.0%

APPENDIX I – RELATIVE IMPORTANCE OF PROPOSED CHANGES



Please rank the following in order of importance to you (1 most important, 3 least important)			
<i>All respondents</i>	1	2	3
The number of days sites are open	31%	49%	20%
The number of hours sites are open	23%	44%	32%
Maintaining the current number of sites in Hertfordshire	46%	7%	48%
<i>All respondents minus Hoddesdon and Elstree</i>	1	2	3
The number of days sites are open	48%	43%	8%
The number of hours sites are open	38%	48%	13%
Maintaining the current number of sites in Hertfordshire	14%	9%	78%

APPENDIX J – ANALYSIS OF CONSULTATION RESPONSES: FREE TEXT COMMENTS

This section provides a breakdown of the free text consultation responses by key theme. It contains seven main themes and the most common responses under each theme, together with numbers and percentages.

Of the 5,064 consultation responses, 3,736 (74%) included free text comments. The percentages below have been worked out by dividing the number of responses under each theme/category by the number of responses that included free text comments, rather than the total number of responses to the consultation.

The points most commonly raised were as follows:

	Number	% of responses
Changes would lead to an increase in fly tipping	1,470	39%
As they are well-run, popular, convenient and vital local amenities, the Elstree and/or Hoddesdon sites should not be closed	743	20%
Inconvenience in terms of extra travel time and cost	649	17%
Residents will recycle less	590	16%
Impact on capacity of sites	505	14%
Impact on working people	430	12%

The following tables provide a more detailed breakdown, together with representative quotes under each area:

	Number	%
1. Damage to the environment	1,756	47%

Common responses included:

Changes would lead to an increase flytipping	1,470	39%
Changes would lead to an increase in CO2 emissions	184	5%
Other environmental impact	102	3%

	Number	%
2. Changes are short sighted	1,319	35%

Common responses included:

Do not close a well-run, popular, convenient, vital local amenity	743	20%
False economy: costs will be shifted to residents and/or other councils	296	8%
Population growth will increase demand for sites and add extra pressure	230	6%
Sites/the service needs to be expanded, not reduced	50	1%

	Number	%
3. Impact on recycling	1,091	29%

Common responses included:

Residents will recycle less and dispose of more in their household bin	590	16%
Increased pressure on kerbside collection service (particularly in relation to garden/green waste)	251	7%
Sends out the wrong message on recycling to residents	250	7%

	Number	%
4. Increased travel time / cost for residents	649	17%
<i>Common responses included</i>		
Unacceptable travel time to alternative site		
Additional costs for residents of travelling to alternative sites		
Journey to alternative site will take longer than claimed		

	Number	%
5. Impact on capacity of sites	505	14%

Common responses included:

Permanent closures will increase queuing/congestion at remaining sites	277	7%
Reduced days/hours will intensify use and increase delays at sites	228	6%

	Number	%
6. Other inconvenience for residents	516	14%

Common responses included:

Unhappy at restricting opening at weekends	238	6%
Would get less value from my council tax	173	5%
Midweek closures would confuse residents	57	2%
Will compound inconvenience of previous site closures	34	1%
Cannot afford local council's bulky collection service	14	-

	Number	%
7. Impact on working people	430	12%
<i>Almost all responses in this category said that 4pm closures were too early</i>		

Other notable responses
<ul style="list-style-type: none"> • Less recycling would increase landfill costs and negate any savings • Effect on workers at sites • Suggestions appear to be based on insufficient data • Should consider impact on residents who do not drive • Concerns over what sites would be used for if closed (e.g. housing)*
<p><i>*The land on which both sites sit is owned by the relevant district and borough council, not the county council. It will therefore be for them to decide what the land is used for if the sites are closed.</i></p>

APPENDIX K – ANALYSIS OF CONSULTATION RESPONSES: ALTERNATIVE SUGGESTIONS MADE

This section provides a breakdown of the alternative suggestions made by respondents. These involved either:

- amending the proposals put forward by AmeyCespa (e.g. suggesting different opening hours); or
- suggesting alternative ways the HWRS should change to improve it and/or achieve financial savings.

It contains 10 main themes and a breakdown of the specific suggestions made under each theme, together with numbers and percentages.

Of the 3,736 consultation responses that included free text comments, 939 (25%) included a suggestion or alternative proposal. The percentages below have been worked out by dividing the number of responses under each theme/category by the number of responses that included a suggestion, rather than the total number of free text comments.

The points most commonly raised were as follows:

- Open and close later (e.g. 10-6) (22%)
- Keep Hoddesdon/Elstree open reduced hours/days (14%)
- Improve site management/layout/ service (12%)
- Flexibility around opening hours - e.g. open longer at weekends (10%)
- Improve kerbside collection service (9%)
- Expand existing sites/service (5%)
- Communications/awareness raising (4%)
- Exchange containers outside opening hours (4%)
- Charge for service (4%)

	Number	%
1. Opening hours	313	33%

Common responses included:

Open and close later (most common suggestion: 10am – 6pm)	202	22%
Have flexible opening hours	95	10%
Open longer at weekends	30	3%
Seasonal hours – e.g. stay open later in summer	26	3%
Stay open later one evening in the week	21	2%
Reduce opening hours at all sites so they can stay open every day	16	2%
Stagger opening hours in areas / across the county	5	-
Close in the quietest period each day	1	-

	Number	%
2. Site closures	161	17%

Common responses included:

Keep Elstree/Hoddesdon open reduced hours/days	133	14%
Reduce opening hours across the county to keep all sites open	16	2%
Close a different site (common suggestions Cole Green, Ware)	10	1%
Increase opening hours to make up for site closures	2	-

	Number	%
3. Site management/staffing	113	12%

Common responses included:

Exchange containers outside opening hours	37	4%
Improve layout/signage	25	3%
Reduce staffing levels	24	3%
Improve customer service	19	2%
Clampdown on fly tipping (e.g. install CCTV)	3	-
All sites to offer the same level of service (e.g. materials recycled)	2	-
More flexible staffing patterns – e.g. employ more staff at weekends	2	-
Introduce booking system at sites	1	-

	Number	%
4. Adopt a different overall strategy/approach	100	11%

Common responses included:

Charge for service/increase council tax	33	4%
Cut other services	26	3%
Develop a new, overarching waste management strategy	14	1%
Invest in new technology	11	1%
Bring back service in house	4	-
Make decisions based on better data	4	-
Create a network of fewer, larger sites that open longer	4	-
Use commercial companies more and generate more profit from recyclables	2	-
Hertfordshire residents more	2	-

	Number	%
5. Improve kerbside collections (e.g. increase capacity, weekly collection, collect more items)	83	9%

	Number	%
6. Expand or improve existing sites/services <i>Common responses included:</i> Increase reuse of materials Increase the range of materials recycled Increase capacity before making changes Increase overall opening hours Make sites larger to improve their capacity	50	5%

	Number	%
7. Communications / Awareness raising campaign <i>Common responses included:</i> Publicise any agreed changes comprehensively Encourage/educate more people to recycle Remind residents of other recycling options	37	4%

	Number	%
8. Opening days	34	4%

Common responses included:

Split closure days so they are not consecutive	7	-
Change closure days suggested for particular sites	6	-
Close sites for one day midweek instead of two	6	-
Close all sites on the same weekday (e.g. Wednesday as furthest from weekend; Monday to empty weekend waste)	4	-
Reduce number of days sites open so they can open longer on remaining days	4	-
Change some site groupings (e.g. pair Stevenage and Cole Green)	4	-
Create new sites / re-open sites closed previously	3	-

	Number	%
9. Other	28	3%
<i>Common responses included:</i>		
Cut council staff wages/allowances		
Improve community recycling points		
Influence retailers to reduce packaging		

	Number	%
10. Additional services requested	26	3%

Common responses included:

Make the bulky collection service cheaper or free	14	1%
Communal collection days (e.g. a large skip in a communal area for one week per month for residents to use)	7	-
Mobile collection service for Hoddesdon and Elstree	4	-
Webcams so residents can see how busy sites are before visiting	1	-

APPENDIX L – EQUALITIES IMPACT ASSESSMENT (EQIA)

STEP 1: Responsibility and involvement

Title of proposal/ project/strategy/ procurement/policy	Suggested changes to the Household Waste Recycling Service	Head of Service or Business Manager	Simon Aries ext: 25255
Names of those involved in completing the EqIA:	Jo Hawes	Lead officer contact details:	
Date completed:	18/08/2014	Review date:	October 2015

STEP 2: Objectives of proposal and scope of assessment

<p>Proposal objectives: –what you want to achieve –intended outcomes –purpose and need</p>	<p>Following the award of the new contract for the provision of a Household Waste Recycling Service, the successful contractor, AmeyCespa, has suggested changes to the service to meet Member agreed outcomes, which include achieving savings of £750,000 from annual operating costs. Members of the Highways and Waste Management Cabinet Panel will recommend to Cabinet the service changes to be implemented.</p> <p>The outcome of this EQIA is to identify and assess the impact that these suggested changes will have on Hertfordshire residents.</p> <p>The suggested changes fall into three categories:</p> <ol style="list-style-type: none"> 1. Introduction of mid-week closures and a change in site opening hours 2. The closure of the Hoddesdon site 3. The closure of the Elstree site <p>A separate EQIA has already been carried out for the re-procurement of the service and the public consultation that has been carried out. This assessment specifically relates to the suggested service changes put forward by AmeyCespa.</p>
<p>Stakeholders: Who will be affected: the public, partners, staff, service users, local Member etc</p>	<p>Internal: Existing Staff and County Councillors</p> <p>External: Hertfordshire residents / site users, District / Borough Council members, Town and Parish councils; a range of other stakeholder groups – e.g. Residents Associations</p>

STEP 3: Available data and monitoring information

Relevant equality information	What the data tell us about equalities
<p>Customer satisfaction surveys (County Council tracker, 2003 - 2010)</p> <p><i>Based on data from 3,000 interviews</i></p>	<p>Satisfaction with the service is high in all areas (Opening hours, facilities, site cleanliness, helpfulness of staff and user-friendliness of sites). Satisfaction has remained at 74% and above in all of these areas since 2003. Whilst it is not possible to disaggregate this data by protected characteristics, it is possible to identify that the overall levels of satisfaction with the service are high and that any change to the service should ensure satisfaction remains above 70%.</p>

<p>Trip counter data</p>	<p>Between February - May 2011, trip counters were placed at each HWRC (excluding Buntingford due to location) for a full week, during each month, for the purposes of projecting the number of resident visits across the network. Trip counters were placed onsite during the April bank holiday weekends, when the sites are typically at their busiest. The trip counter data allows a site by site analysis of the busiest and quietest times of day. Whilst this data cannot be disaggregated by any of the protected characteristics, it is possible to determine the times and days on which the greatest impact may be experienced for site users overall.</p>
<p>Equality Impact Assessments from Local Authorities which have introduced similar or the same changes to their HWRC services</p>	<p>EqlAs have been gathered from Local Authorities which have closed sites, changed opening hours, introduced charges at their HWRCs and converted some sites to pay as you throw.</p> <p>EqlAs undertaken by the following Local Authorities have been reviewed and have informed this EqlA:</p> <ul style="list-style-type: none"> • The Somerset Waste Partnership (pre and post-changes) • Cumbria County Council • Durham County Council • Lancashire County Council
<p>Census 2011 and Community Profiles</p> <p><i>Specific data for the Hoddesdon and Elstree areas comes from the following Electoral Division profiles:</i></p> <ul style="list-style-type: none"> - Hoddesdon North - Hoddesdon South - Watling (which includes Elstree and the surrounding area) 	<p>We know that the suggested site closures are more likely to affect residents who live in or around the two particular sites, Elstree and Hoddesdon. Demographic information for these areas suggests that:</p> <ul style="list-style-type: none"> • the age range is broadly similar to the Hertfordshire average • % of persons from minority ethnic groups is broadly similar to the county average in the Hoddesdon area; • % of persons from minority ethnic groups is slightly higher in the Elstree area, particularly the 'White: other' and 'Asian or Asian British: Indian' ethnic groups; • The data (and responses to the consultation) also show that there is a significant Jewish population in Elstree • Provision of unpaid care is broadly similar to Hertfordshire averages for both areas <p>For all other protected characteristic groups for which data is available, the profile is broadly similar to that of the county as a whole.</p> <p>Although not protected characteristics, the changes suggested may have a differential impact on residents in the Elstree and Hoddesdon areas who are on lower incomes and who do not have access to a car. The available data shows that:</p> <ul style="list-style-type: none"> • the % of households with no cars or vans in Elstree is significantly lower than the county average • the % of households with no cars or vans in Hoddesdon is slightly lower than the county average • economic wellbeing indicators (e.g. % of people in employment and % claiming out of work benefits) show that Hoddesdon and Elstree are broadly in line with county averages

<p>Consultation on the suggested service changes to the HWRS – June/August 2014</p>	<p>The public consultation was carried out in June – August 2014. Equality data was collected on consultation respondents by some of the protected characteristics (age, gender, disability, ethnic group, religion/belief and caring responsibility). This provides information on those that responded to the consultation and therefore gives an indication of site users.</p> <p>These questions were not compulsory and of the 5064 respondents between 61-67% provided this information.</p> <ul style="list-style-type: none"> • 33% of respondents were aged 65+, with 45% between 45 and 64. • 52% of respondents were Male • 12% of respondents had a disability, 9% stating they had a physical disability • 93% of respondents categorised themselves as white, 4% Asian/Asian British, 2% Black/Black British • 32% of respondents had no religion, 54% Christian, 9% Jewish, 3% Hindu, 0.5% Muslim. • 28% of respondents have a caring responsibility.
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STEP 4: Impact Assessment

Protected characteristic	Potential for differential impact (positive or negative)	What reasonable mitigations can you propose?
<p>Age</p>	<p>There is a potential impact on those older members of the public who may find it difficult to travel further to alternative sites.</p> <p>It is unlikely that older members of the public will be impacted by the change in opening hours as they are likely to be visiting the site during the day.</p> <p>There is a potential impact on the working age population that may not be able to use sites during working hours.</p>	<p>Carry out a review one year post closure with the contractor to assess the impact of closures and change in opening hours and days.</p> <p>Monitor and review the complaints and feedback one year after closure.</p> <p>Ensure clear communication so all members of the public are aware of alternative sites, opening days and times.</p> <p>Ensure that the centres are, and remain, open at the weekend.</p> <p>Consider the possibility of extending or shifting opening hours to maximise the opportunity for those residents that work to visit the centres.</p> <p>Ensure that the staff on site are available to assist all site users once on site.</p>
<p>Disability Including Learning Disability</p>	<p>There is a potential impact on members of the public who have a disability who may find it difficult to travel further to alternative sites.</p>	<p>Carry out a review one year post closure with the contractor to assess the impact of closures and change in opening hours and days.</p>

Protected characteristic	Potential for differential impact (positive or negative)	What reasonable mitigations can you propose?
	There may be an impact on those with learning difficulties understanding the changes to the service.	Monitor and review the complaints and feedback one year after closure. Ensure that staff on site are available to assist all site users once on site. Ensure clear communication so all members of the public are aware of alternative sites, opening days and times; and consider communicating changes in alternative formats including large print and easy read.
Race	People whose first language is not English may find it difficult to understand the changes.	Ensure clear communication so all members of the public are aware of alternative sites, opening days and times. Use the county council's INTRAN service, including Language Line to help people who do not have English as a first language to communicate service changes.
Gender reassignment	No negative impacts currently identified.	Review and monitor
Pregnancy and maternity	No negative impacts currently identified.	Review and monitor
Religion or belief	Potential impact depending on which days sites are closed during the week.	Review and monitor to ensure sites are open on sufficient days throughout the week to take into account religious practices.
Sex	No negative impacts currently identified. The consultation responses indicate a comparable level of usage from each sex.	Review and monitor
Sexual orientation	No negative impacts currently identified.	Review and monitor
Marriage & civil partnership	No negative impacts currently identified.	Review and monitor
Carers (by association with any of the above)	There may be a potential impact on carers who may find it difficult to travel to alternative sites or visit sites in the suggested opening hours.	As above. In addition, consider working with Carers in Hertfordshire to publicise the service changes.

Opportunity to advance equality of opportunity and/or foster good relations (Please refer to the guidance for more information on the public sector duties)
<p>The Household Waste Recycling Service is available to all Hertfordshire's residents. The suggested service changes to opening days and times will impact all residents that use the service.</p> <p>The suggestion to close Hoddesdon and Elstree will impact on residents in these areas that use these two sites and may have a differential impact on certain protected characteristic groups as identified above. The County Council will work with AmeyCespa and the Herts Waste</p>

Partnership to promote and encourage alternative methods of waste disposal to all areas of the community, including greater reuse of materials, which may encourage different groups to work together and develop community relations.

The need for residents to visit a HWRC should be infrequent, especially when taking into consideration the increase in materials collected at the kerbside. Therefore it is anticipated that the impact on residents will be minimal.

Should the suggested changes be recommended by the Highways and Waste Management Cabinet Panel and then approved by Cabinet, a further assessment should be carried out to ensure the changes are fairly and clearly communicated to all groups. Explaining the reasons why the County Council has to make difficult decisions (and that in making proposals that have an impact on services it always seeks to minimise the impact on Hertfordshire residents on the whole) may help to demonstrate a commitment to fairness.

STEP 5: Gaps identified

Gaps identified	Apart from consultation respondents, we do not have detailed data that would enable a breakdown of HWRCs usage by protected characteristic groups. The data available from the consultation only represents a proportion of residents and not all respondents completed the equalities and diversity section. Care should therefore be taken when reviewing the information as this data reflects those that responded to the consultation rather than all users. There is a heavy bias in the data for those that live in Hoddesdon and Elstree.
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STEP 6: Other impacts

The suggested service changes – particularly closures – may have an added impact on residents on low incomes or those without their own transport, who may struggle with the additional cost of travel to get to their next nearest site. Those in rural areas may also be impacted more than those in urban areas as they may need to travel further to alternative sites. However the need to visit sites should be infrequent and alternative sites within reasonable travelling distance are suggested so the overall impact should be minimal. The data available also indicates that Hoddesdon and Elstree residents are broadly in line with the county average in terms of economic wellbeing and higher than the county average for access to a car or van.

STEP 7: Conclusion of your analysis

Select one conclusion of your analysis	Give details
<input type="checkbox"/> No equality impacts identified – No change required to proposal.	
<input checked="" type="checkbox"/> Minimal equality impacts identified – Adverse impacts have been identified, but have been objectively justified (provided you do not unlawfully discriminate). – Ensure decision makers consider the cumulative effect of how a number of decisions impact on equality.	<p>All site users will be impacted by the suggested changes to opening days and hours.</p> <p>The suggested permanent site closures will impact residents in the two identified areas, Hoddesdon and Elstree.</p> <p>The suggested service changes will potentially impact older members of the community and those with disabilities as they may need to travel further to an alternative site.</p>

Select one conclusion of your analysis	Give details
	<p>However, the need to visit HWRCs should be infrequent; measures are in place to ensure that certain groups are not adversely impacted by the proposed service changes and arrangements will be put in place to review the impact.</p> <p>Clear communication will be essential if service changes are implemented. A further EqIA should be drawn up once service changes are known to ensure these are communicated clearly and fairly to all groups.</p>
<input type="checkbox"/> Potential equality impacts identified <ul style="list-style-type: none"> - Take 'mitigating action' to remove barriers or better advance equality. - Complete the action plan in the next section. 	
<input type="checkbox"/> Major equality impacts identified <ul style="list-style-type: none"> - Stop and remove the policy - The adverse effects are not justified, cannot be mitigated or show unlawful discrimination. - Ensure decision makers understand the equality impact. 	

STEP 8: Action plan

Issue or opportunity identified relating to:	Action proposed	Officer Responsible and target date
<ul style="list-style-type: none"> - Mitigation measures - Further research - Consultation proposal - Monitor and review 		
<p>Some people may find it difficult to visit sites if suggested service changes go ahead.</p> <ul style="list-style-type: none"> - Older people - People of working age - Those with disabilities 	<p>Monitor and review the service changes, if implemented, including the feedback from the public to assess the impact that the changes are having.</p>	<p>Contractor and Contract Manager</p> <p>One year from implemented service changes.</p>
<p>There may be some confusion regarding the service changes.</p> <ul style="list-style-type: none"> - Older people - Those with disabilities - Carers 	<p>Carry out a further EqIA with AmeyCespa once service changes have been approved to ensure they are clearly communicated to all stakeholders.</p> <p>Communications to include, but not limited to, large print/easy read/Braille; should also consider working with Carers in Herts to publicise the service changes.</p>	<p>Contractor/Comms/ Contract Delivery team.</p> <p>Once service changes are agreed.</p>
<p>Monitor and Review</p>	<p>Monitor and review the service changes, if implemented, including the feedback from the public to assess the impact that the changes are having.</p>	<p>TBC</p> <p>One year from implemented service changes.</p>