

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member - Environment
<b>Date:</b>	7 September 2010
<b>Title:</b>	Project Appraisal: Redevelopment of Casbrook Household Waste Recycling Centre
<b>Reference:</b>	1858
<b>Report From:</b>	Director of Environment

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### 1. Executive Summary

1.1. The purpose of this paper is to gain approval to proceed with the redevelopment of the existing Casbrook Household Waste Recycling Centre (HWRC) on Bunny Lane, Timsbury. The proposal is to redevelop the existing Casbrook HWRC to remove the health and safety issue of conflict between vehicles and pedestrians, as raised by the Health and Safety Executive in spring 2007. This will be achieved by an expansion to the operational area of the site to provide more manoeuvring space and improved traffic management. There will be dedicated customer entrance and exit lanes into and out of the site and provision of a pedestrian crossing zone as well as an increase in capacity for car parking spaces and the number of waste containers on the site.

1.2. This paper seeks to:

- (i) provide a background to the existing Casbrook HWRC;
- (ii) consider the benefits of the redevelopment of the existing site;
- (iii) present the finances for the project and the impact on the HWRC capital budget; and
- (iv) highlight the potential benefits the redevelopment will have on the performance of both the site and the HWRC service overall.

HAMPSHIRE COUNTY COUNCIL

EXECUTIVE MEMBER - ENVIRONMENT

PROJECT  
APPRAISAL

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7 SEPTEMBER 2010

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PROJECT: REDEVELOPMENT OF CASBROOK HOUSEHOLD WASTE  
RECYCLING CENTRE

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COMMENCEMENT DATE: FEBRUARY 2011  
COMPLETION DATE: MARCH/APRIL 2011

PLANNED YEAR OF START IN ACCORDANCE WITH CAPITAL  
PROGRAMME: 2010/11

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1. FINANCE (Client Department, Director of Property, Business and Regulatory Services [Estates Practice] and County Treasurer)

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<u>Capital Expenditure</u>	Current Estimate (at 2010 prices) £'000	Capital Programme (at 2010 prices) £'000
Land to be purchased		
Construction Costs	133	133
Other costs and fees	62	62
	<hr/>	<hr/>
	195	195
Less developers/ other contributions	0	0
	<hr/>	<hr/>
	195	195
	<hr/>	<hr/>

Financial provision for total scheme

	<u>Total Cost</u>
1. From Capital Programme	
(a) Capital programme (as above)	195
(b) Other	
	<hr/>
2. From other resources	n/a
(a)	
(b)	
(c)	
	<hr/>
	TOTAL
	<hr/>
	195
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Value of land for this project in HCC ownership £

Variations from capital programme

<u>Revenue implications</u>	£'000	% variation to Committee's budget
Net current expenditure	Nil	Nil
Capital charges	Nil	Nil
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TOTAL net expenditure	Nil	Nil
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- 1.1 The cost of this project will be met from the HWRC capital budget which has a current balance of £3 million. This capital programme provides funds for the redevelopment and relocation of the 24 HWRCs located in Hampshire for which the County Council is responsible. At present there are a number of other HWRC improvement schemes being assessed, and it will be necessary to prioritise future investment to those projects likely to bring about the biggest service improvement, as the cost of other proposed schemes currently being assessed far outweighs the available funding. A major review of the HWRC service is currently underway with the aim of setting its future direction for the medium to long term and the associated implications.
- 1.2 The current cost estimate for the Casbrook HWRC redevelopment project is shown in the table below. The tender process will, in due course, provide more detailed and precise costs.

#### **Casbrook HWRC: estimated cost**

Item	Cost (£)
Construction Works Cost	133,000
Contribution to maintenance of Bunny Lane	10,000
Detailed Design Fees	15,000
Site Supervision	15,000
Statutory Undertakers' Diversions/Supplies/Fees	2,000
Planning and Environmental Permit Fees	5,000
Landscaping (already incl. in Construction works)	NIL
Geotechnical Investigation	1,000
New Site Furniture	10,000
Miscellaneous items <sup>1</sup>	4,000
<b>Total Estimated Cost</b>	<b>195,000</b>

<sup>1</sup> Includes other County Council Fees, external Consultants' Fees and Supplementary Work Orders (eg Site testing/services Trial Holes/Safety Audit/Transport Assessment)

- 1.3 There will be no increase in the management fees for the redeveloped Casbrook HWRC as it is not anticipated that an increase in material will be delivered to the site as a result of the improvement works. However, the new design and layout of the site should result in an increase in the recycling rate, resulting in greater landfill diversion and consequential disposal cost savings.

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2. EXECUTIVE SUMMARY

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2.1 The purpose of this Project Appraisal is to redevelop the existing Casbrook Household Waste Recycling Centre (HWRC) on Bunny Lane, Timsbury to remove the health and safety issue of conflict between vehicles and pedestrians, as raised by the Health and Safety Executive in spring 2007.

3. Contextual Information

3.1 The Casbrook HWRC is a small 'single level' site located adjacent to the, now closed, Casbrook Common landfill site. The Casbrook HWRC has been in its present location for around 30 years and the land is in the freehold ownership of the County Council.

3.2 The HWRC only has the benefit of temporary planning permission until 31 December 2015 due to the site being located on land which is designated as 'Countryside' in planning terms. As it is an established public facility it is anticipated that the Planning Authority will extend the temporary planning permission in the future but the HWRC is unlikely to obtain permanent planning permission due to its location. It is provided by the County Council and operated by Hopkins Recycling Limited, an appointed private contractor.

3.3 In 2009/10 Casbrook HWRC was the 22nd busiest site of the 26 HWRCs in Hampshire. It received 4,916 tonnes of household waste of which 70% was recycled.

3.4 The site has capacity for five waste containers, car parking spaces for six vehicles and stacking capacity for approximately 14 vehicles along the HWRC access road before traffic meets the public highway at Bunny Lane.

3.5 The site has a significant on-site health and safety issue in relation to customers and vehicles operating in the same area. The Health and Safety Executive (HSE) visited the Casbrook HWRC in Spring 2007 and identified a conflict between vehicles and pedestrians as a significant hazard. As a result the site must be modified to remove this hazard or the County Council runs the risk that, if the site is subject to a further inspection and no remedial work is seen to have been carried out or in the event of an accident, the site would be shut down by the HSE.

- 3.6 The HWRC gets very busy during peak periods, typically weekends during the summer months, causing congestion and inconvenience to site users. As the HWRC is a single level site it requires the whole operational area to be temporarily closed during container servicing for health and safety reasons. Customers have to queue outside the site for up to 20 minutes whilst the container is changed and, at peak periods of use, this causes queues to form on the public highway at Bunny Lane resulting in a hazard to other road users.
- 3.7 In autumn 2006 a decision was made by the Executive Member for Policy and Resources to abandon the proposed relocation scheme and investigate options for redevelopment of the existing site.
- 3.8 A number of options to enlarge the existing Casbrook HWRC have been investigated in detail but, due to potential costs associated with expanding into the adjacent former landfill site, and associated planning issues, these options have been abandoned as impracticable. The current proposal, to extend the existing site outside the existing site boundary but not encroach into the former landfill site, is the County Council's preferred option.
- 3.9 This paper proposes redeveloping the existing Casbrook HWRC to provide new customer entrance and exit lanes, a modest increase to the operational site area and more manoeuvring room for the public within the site, which will help to reduce conflict between customers and vehicles. There will also be a modest increase in available customer parking spaces and the number of waste containers at the HWRC to improve site efficiency.
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4. STATEMENT OF NEED/JUSTIFICATION FOR PROJECT  
(Client Department)

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- 4.1 The County Council, as Waste Disposal Authority, has a legal obligation to make arrangements for 'places to be provided at which persons in its area may deposit their household waste and for the disposal of waste so deposited' (Environmental Protection Act 1990 Section 51 (1) (b)).
- 4.2 In Hampshire this responsibility is delivered through the provision of 26 Household Waste Recycling Centres (HWRCs). Of these, 24 sites are provided by the County Council, and the two unitary authorities of Southampton City Council and Portsmouth City Council provide one each.

- 4.3 The existing Casbrook HWRC is a small single level site located off Bunny Lane, Timsbury some 2.8 miles to the north of Romsey town centre. The site has been at this location for over 30 years and occupies an area of 0.19 acres. The site is well-screened with established trees and is not located in or near a residential area.
- 4.4 Hampshire County Council is the freehold owner of the land where the HWRC is located and the site has temporary planning consent due to being situated on land designated as 'countryside'.
- 4.5 There is a serious on-site health and safety issue in relation to customers and vehicles operating in the same area and no separately identified customer entrance and exit lanes. This has been identified as a 'significant hazard' following a site visit by the Health and Safety Executive in spring 2007. A letter was subsequently written to the County Council in April 2007 warning that if there were no modifications to the site to remove this hazard then it would be closed by the HSE if there was ever a serious accident. The removal of this hazard is the main aim of the redevelopment works and the proposed solution is to provide a dedicated customer entrance and exit lanes, a larger operational area and extra parking spaces.
- 4.6 Steps have already been taken to improve the site within its existing boundary by reorganising the site layout, however these limited measures are not sufficient to resolve the health and safety issue to the satisfaction of the HSE.
- 4.7 Considering the risk to both members of the public and site staff caused by the health and safety issue, if redevelopment is not given approval then steps will have to be taken to close the site as soon as possible to prevent an incident from occurring. In order to do this it will be necessary to undertake a considerable communications campaign, at significant cost, to inform the local public of the closure and the nearest alternative site.
- 4.8 Targets and Outcomes
- (i) improve traffic management by constructing separate customer entrance and exit lanes;
  - (ii) provide a pedestrian crossing zone to lessen the conflict between customers and vehicles;
  - (iii) increase the on-site car parking spaces from 6 to 11, including a disabled parking bay;
  - (iv) increase the number of waste containers from 5 to 7, including one variable spare bin bay to reduce the container servicing time by 50%; and
  - (v) help increase the annual recycling rate at the site from the current 70% towards a target 75%.

- 4.9 The overall benefits of the redeveloped HWRC will result in a much improved public service for local residents.
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5. IMPROVEMENT PROPOSAL (Client Department)

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Details of Scheme and Design Standards

- 5.1 The existing site was opened in the late 1970s and presently comprises five waste containers with metal access platform steps. The site is small and suffers from traffic congestion at busy periods as the site has to be temporarily closed whilst the bins are serviced. The improvement scheme will provide room for an additional two waste containers, so the site will have a total of seven. One of the spaces will be a 'variable spare bin bay', which will reduce the time it takes to service a container by up to 50%, as the empty container can be placed in the variable bin bay and the full one removed without the need for shunting bins around.
- 5.2 The site design has increased the provision of customer parking bays from 6 to 11, including one disabled driver parking bay. There will also be the creation of a separate customer entrance and exit lane, all helping to improve customer safety, throughput and traffic congestion at the site.
- 5.3 During the redevelopment works the site will have to be temporarily closed for approximately 6-8 weeks. This will mean that a temporary site will have to be created if the County Council decides to continue to offer the HWRC service but in a reduced format. For health and safety reasons it will not be possible to offer a reduced service at the existing site. There are effectively three options:

**Option 1:** Provide no temporary alternative site for the duration of the site improvement works and instead advise local residents to use the next nearest site:

Eastleigh HWRC: 12 miles  
Winchester HWRC: 18 miles  
Andover HWRC: 18 miles

Advantages: No additional capital cost to the HWRC improvement scheme.

Disadvantages: It would require a very comprehensive publicity campaign to explain this decision to local residents. Risk of customer complaints.

Estimated cost: Nil.

**Option 2:** Provision of waste collection vehicles for mixed bulky household waste (no recycling) at a designated location on specified days at specified times (weekends only from 9am-4pm for example).

Advantages: Provision of a very basic, restricted service may be more acceptable than no service at all.

Disadvantages: This would be a disposal service only, with no recycling, and only available at weekends.

Estimated cost : £10,000.

**Option 3:** Provision of a temporary alternative facility to accept both recyclable and non recyclable waste comprising a hard standing area with secure perimeter fencing.

Advantages: Likely to be the most acceptable option to local residents as a continuous but reduced service is provided.

Disadvantages: Will require the provision of a suitable plot of land and possibly the provision of an environmental permit from the Environment Agency. Is subject to successful negotiations with a landowner to secure availability of temporary site. Most expensive option.

Estimated cost : £30,000.

5.4 The estimated total cost of the scheme (excluding the provision of a temporary alternative site) is £195,000. If a temporary alternative site is to be provided the estimated total cost of the scheme would rise by approximately:

£0 for Option 1  
£10,000 for Option 2  
£30,000 for Option 3.

5.5 The scheme will be funded from the capital programme allocation of £3 million for major HWRC redevelopment and relocation schemes.

5.6 All specifications within the design for the proposed redeveloped HWRC will be in accordance with Hampshire County Council standards and policy documents, as well as being in accordance with British Standards.

- 5.7 A location plan of the Casbrook HWRC is attached and a layout drawing of the existing site and the proposed redevelopment scheme will be displayed at the meeting.

#### Environmental Impact

- 5.8 The material collected at all the HWRCs in Hampshire represents 25% of the total household waste collected across the county but they contribute over 40% of all the household waste recycled in Hampshire. The sites play a vital role in helping the County Council to minimise landfill of household waste.
- 5.9 The proposed redevelopment site is considered to meet planning policies in terms of its environmental impact.

#### Land Requirements

- 5.10 Hampshire County Council is the freehold owner of the Casbrook HWRC land and the surrounding Casbrook Common closed landfill and leachate treatment plant, therefore the small amount of extra land needed for this scheme is already in County Council ownership.

#### Statutory Procedures

- 5.11 The proposed redevelopment of the Casbrook HWRC will require a new planning consent. The planning application will be submitted to Hampshire County Council, as Waste Planning Authority, and considered by the Regulatory Committee.
- 5.12 Before the redeveloped site can become operational it will need the current Environmental Permit to be modified by the EA to incorporate the additional land.

#### Public Consultation

- 5.13 A comprehensive communications campaign will be developed to keep local residents informed about the progress of the proposed Casbrook HWRC redevelopment scheme. This will be particularly important during the construction phase when the site is operating at a temporary alternative location or is temporarily closed.
- 5.14 This campaign will consist of producing leaflets to hand out on-site prior to the redevelopment work starting, issuing a press release before, during and after construction and publishing up-to-date information on the relevant County Council websites. There will also be information signs displayed at the site prior to the construction period.

Local Member's View

- 5.15 The local Member, Councillor Gibson, supports the scheme which will eliminate the health and safety issue on the site.

Maintenance Implications

- 5.16 The management contractor Hopkins Recycling Limited has been appointed to operate all 26 HWRCs in Hampshire on behalf of the County Council and has a contractual duty to:

'Keep the whole HWRC area clean and tidy, including regular sweeping of the compound area and the collection of any wind-blown material either in or around the site; and check regularly all the site furniture, including waste containers, fencing and entrance gates, and report any damage or vandalism to the County Council'.

- 5.17 Hopkins Recycling Limited is continuously monitored under various mechanisms through the HWRC management contract, with site audits and inspections on a regular basis, to ensure compliance with the contract terms.

Sustainability

- 5.18 The design and construction of the redevelopment of the Casbrook HWRC will aim to maximise the opportunity to incorporate the principles of sustainable development.
- 5.19 The tenderers for the construction contract will be asked to submit prices for using recycled materials where these are available, and where they meet the British Standards specification.
- 5.20 The redeveloped HWRC will be specifically designed to enable additional recycling facilities to be provided.

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6. IMPROVEMENT - ALTERNATIVES CONSIDERED  
(Client Department)

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- 6.1 In the light of the current financial climate and the significant existing health and safety issue, an option is to permanently close the Casbrook HWRC with immediate effect. This would have a major impact on the provision of the HWRC service in Romsey and the surrounding area. As a consequence of closing the site the average round trip journey for local residents to the nearest alternative HWRC would be approximately 24 miles. This extended journey will adversely impact on carbon emissions, recycling rates and increased pressure on other HWRCs.

- 6.2 A number of options to enlarge the existing site to provide a significantly bigger 'single level' site or a small 'split-level' site have been investigated in detail but due to potential costs associated with expanding into the adjacent landfill and associated planning issues these options have been dropped as impracticable and cost prohibitive.
- 6.3 The option to relocate the Casbrook HWRC to provide a new purpose built 'split level' facility is the long term aim for this site. However there is currently no land available that is suitable in planning terms for an HWRC site in the surrounding area.
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## **7. Recommendations**

- 7.1. That the Project Appraisal to carry out works to expand and improve the existing Household Waste Recycling Centre in Bunny Lane, Timsbury, for health and safety reasons, at an estimated cost of £195,000, subject to the granting of a satisfactory planning permission, be approved.
- 7.2. That, based on the options regarding the provision of a temporary alternative site, as set out in paragraph 5.3 of the report, the recommendation to follow Option1, to provide no temporary alternative service for the duration of the site improvement works, be supported.

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

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
<b>Direct links to specific legislation or Government Directives</b>		
<u>Title</u>		<u>Date</u>
Environmental Protection Act 1990 (Section 51 (1) (b))		1990

**Section 100 D - Local Government Act 1972 - background documents**

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

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

- 1.1. The proposed redevelopment of Casbrook HWRC has 11 allocated parking spaces, one of which is designated for disabled drivers. This space is located close to, and within sight of, the site staff hut to ensure that if help is requested it can easily be provided.
- 1.2. An 'Accessibility Audit' was undertaken across the HWRC network in 2004 and a variety of issues were raised with the aim of improving access to sites for the benefit of all customers. The design of the redeveloped Casbrook HWRC has taken these findings into account with the aim of safeguarding the health and safety of all customers using the site.
- 1.3. Assessment of the Race Relations (Amendment) Act has been considered in the development of this proposal. No adverse impact has been identified in terms of race, creed or gender.

### **2. Impact on Crime and Disorder:**

- 2.1. The site will be fully staffed during opening hours and the entrance gates will be locked when the site is closed.
- 2.2. There is an information sign at the entrance to the site giving details of an emergency contact telephone number in the event of vandalism or any similar event needing to be reported.
- 2.3. Automatic Number Plate Recognition (ANPR) is in operation at the site. ANPR supports trade waste controls by identifying unusually frequent site users who are likely to be traders illegally attempting to enter the site by using non-commercial vehicles such as cars.

### **3. Climate Change:**

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

The Waste and Resources Action Programme estimated that current UK recycling saves between 10-15 million tonnes of CO<sub>2</sub> equivalent greenhouse gases a year. This is equivalent to taking 3.5 million cars off the road.

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

The redevelopment of the Casbrook HWRC will help increase the annual recycling rate at the site from the current 70% towards a target 75%. Increased recycling will help Hampshire by reducing the amount of waste that goes to landfill, cutting down on energy use and combating climate change.