

REPORT TO: Executive Board

DATE: 23rd September 2010

REPORTING OFFICER: Strategic Director Environment and Economy

SUBJECT: Household Waste Recycling Centres - Vehicle Permit Scheme and Access Policy

WARD(S): Borough-wide

1. PURPOSE OF REPORT

To seek Members approval of an Access Policy and the implementation of a Vehicle Permit Scheme for the Council's two Household Waste Recycling Centres (HWRCs).

2. RECOMMENDED: That:

- (1) Members approve the implementation of a Vehicle Permit Scheme, as outlined in this report, for the two Household Waste Recycling Centres (HWRCs) in Halton;**
- (2) Members approve the Household Waste Recycling Centre Access Policy, attached as Appendix 2, and that;**
- (3) The Strategic Director for Environment and Economy be authorised, in consultation with the Executive Board Member for Environmental Sustainability, to take all steps necessary to implement the Scheme in Halton.**

3. BACKGROUND

- 3.1 In accordance with the requirements of the Environmental Protection Act 1990, the Council has a statutory duty to provide places where residents in its area may deposit their own household waste free of charge. Sites are, however, provided for household waste only and therefore trade waste is not permitted.
- 3.2 The study 'Trade Waste Input to Civic Amenity Sites', undertaken by the Western Partnership for Sustainable Development and Network Recycling, concluded that trade abuse can have a negative impact on HWRC (Civic Amenity Sites) recycling performance. Ultimately, therefore, the Council needs to have in place measures to deter and prevent commercial businesses depositing waste at the Council's HWRCs.

- 3.3 It is therefore proposed to implement a Vehicle Permit Scheme to prevent Commercial or Industrial waste (trade waste) from being deposited at the Council's HWRCs.
- 3.4 Not introducing a Permit Scheme will result in additional waste being deposited to landfill and the Council incurring the costs of waste disposal that should have been met by businesses. It will also have a negative impact upon the Council's landfill diversion and recycling targets.
- 3.5 The proposed scheme accords with Halton's current Municipal Waste Management Strategy which contains a commitment to further improve controls for trade waste at Halton's HWRCs. It will require residents who use certain types of vehicles to apply for a permit to deposit waste at the Council's HWRCs.
- 3.6 Members are advised that under the terms of the Merseyside and Halton Waste Management and Recycling Contract (WMRC) the contractor (Veolia Environmental services) is required to comply with and implement the Scheme. As part of contractual negotiations for the contract it was agreed that a permit scheme would be introduced to all sites operated under the WMRC.
- 3.7 Evidence suggests that traders from outside of Halton have attempted to access Halton's HWRCs after having been refused entry at HWRCs in other local authority areas where permit schemes are in operation.

4. SUPPORTING INFORMATION

Pilot Permit Scheme

- 4.1 A pilot Permit Scheme was carried out at HWRCs in the Wirral. The pilot scheme resulted in a 6.86% reduction in waste throughput across all sites. Rubble at the sites fell by 26.31% across all of the pilot sites. The Pilot did not cause any additional levels of fly tipping on the Wirral (in fact a decrease of total tonnage was experienced). Also, levels of complaints received from the public were very low. Further details of the pilot are contained in Appendix 1 to this report.
- 4.2 As a result of the success of the pilot scheme, members of the Merseyside Waste Disposal Authority (MWDA), at their meeting of 16th April 2010, approved the roll out of the Vehicle Permit Scheme to all of its HWRC sites across Merseyside.

How the Permit Scheme Will Work

- 4.3 The Scheme will work by providing residents, who use certain types of vehicles, with permits to allow them access to deposit waste at the Council's HWRCs. In the main, vehicles requiring permits will be vans or those towing trailers.

- 4.4 Members are advised that the Scheme will have no detrimental impact on residents of the borough who wish to deposit waste and recyclable materials at the Council's HWRCs and that local residents with cars, other than those with very specific modifications as detailed in appendix 2, will not be affected. Nor will the scheme have any impact on commercial businesses who legitimately dispose of their waste at other licensed waste reception and disposal facilities. The permit scheme is intended to ensure that controls are in place to reduce abuse of the HWRCs by unscrupulous commercial operators who illegally deposit waste at the Council's HWRCs, the cost of which is borne by Halton's residents.
- 4.5 The majority of Halton's residents using the HWRCs will be unaffected. Those who own or hire certain types of vehicles will be affected, but only to the extent that they will be required to apply for a permit in advance of accessing the facilities. This is a simple process that, whilst it may cause very minor inconvenience, will have significant overall benefits to the Council and the residents of the borough. Details of the vehicles that will require a permit are detailed in Appendix 2.
- 4.6 The following criteria must be satisfied to allow a permit to be issued:
- the applicant must be resident in Halton
 - the waste must be Household Waste

The application process requires applicants to confirm that they are compliant with the above. Details of the application process are set out in paragraphs 4.8 – 4.10.

Types of Permit

- 4.7 There are two types of Permit available as detailed below;

Annual Permit

- 4.7.1 Annual permits are available to residents of the borough who **own** one of the vehicles/trailers as described in Appendix 2 and who wish to deposit rubbish or segregated household waste items, such as garden waste, newspapers and magazines, glass bottles and jars, textiles, cardboard, cans, batteries, engine oil and any other recyclable materials that are frequently generated. These permits are valid for one calendar year and allow unlimited visits. Only vehicle 'owners' may be issued with an Annual Permit, which is retained by the vehicle owner and which will expire 12 months after issue.

Temporary Permit

4.7.2 Temporary permits are available to;

- Residents of the borough, who **own** one of the vehicles/trailers as described in Appendix 2 and who wish to deposit materials other than those described in paragraph 4.7.1, and
- Residents of the borough who **are hiring or borrowing** one of the vehicles/trailers as described in Appendix 2 and who wish to deposit any materials at the HWRCs.

4.7.3 A household can be issued with an allowance of up to 12 permits in a rolling 12 months period. Each permit allows 1 visit to the site. A householder who owns (not hires or borrows) a vehicle requiring a permit and envisages several visits to a HWRC in the year ahead may be issued at the time of application with a Temporary Permit which allows up to 12 visits to the site over the next year, thereby removing the necessity for the householder to repeatedly apply for each visit.

4.7.4 Householders who are borrowing or hiring vehicles/trailers will be issued with the actual number of Temporary Permits requested (not more than 12) to deliver the waste in question at the time of the application. Temporary Permits allow for bulky waste (furniture etc.), rubble and hardcore, scrap metal (white goods etc.), televisions/computer monitors and wood (fences etc) to be delivered to a nominated HWRC. If issued individually, a Temporary Permit will list the items that are to be deposited and will expire 1 month after date of issue. Temporary Permits allowing only 1 visit are retained by site operatives at the time of visit. Temporary Permits allowing up to 12 visits are marked during each visit and retained by site staff when all allowed visits are complete. A Temporary Permit allowing 12 visits expires 12 months after date of issue.

4.7.5 A householder who owns (not borrows or hires) a vehicle/trailer requiring a permit may apply and be issued with both the Annual and Temporary Permits at the same time, thus allowing the individual to visit sites as often as required to deposit frequently arising recyclable waste and additionally visit up to 12 times per annum to deposit bulkier items of waste.

Administration of the Scheme

4.8 Applications for both types of Permit will be made directly to the Council and are free of charge to householders. Applications can be made via the Council's Halton Direct Link shops, by telephone, fax, e-mail and the Council's web site.

- 4.9 Permit applications are processed and permits issued accordingly. Records will be maintained in an existing database to allow checks that addresses are within the Halton area and to store all necessary information.
- 4.10 Permits will normally be issued by post or in person at Halton's Direct Link shops (HDL). However, they may be issued via a reference number provided by the Council directly to the HWRC site operatives. Also, HWRC site operatives may issue Temporary Permits in exceptional circumstances, such as bereavement and other local emergencies, such as flooding. Circumstances allowing permits to be issued other than by post or at HDL, will be strictly restricted to the following:
- 4.10.1 A resident in a vehicle requiring a permit who arrives at the HWRC during normal office opening hours and is in possession of vehicle hire documentation – in these circumstances the Council may, at its discretion, issue a permit reference number to the site which allows the vehicle to enter the site. If the permit (reference) issued is a temporary permit, this visit will be deducted from the 12 visits allowed per annum that the householder is allowed.
- 4.10.2 A resident in a vehicle requiring a permit who arrives at a HWRC outside of normal office opening hours and is in possession of vehicle hire documentation – in these circumstances the site operatives at their discretion may issue a temporary permit. This visit will also be deducted from the 12 visits allowed per annum that the householder is allowed.
- 4.10.3 A resident in a vehicle requiring a permit who arrives at a site either during or outside the Council's normal office opening hours and is visiting the site under Exceptional Circumstances (examples include depositing family/friends waste following a bereavement, emergency matters including health and safety, say flooding) may be issued with a temporary permit by either the Council via issue of a reference number to the site or by site operatives if outside office opening hours. Again, the visit will also be from the 12 visits allowed per annum.

Site Controls

- 4.11 A draft policy regarding access to the Council's HWRCs is attached as Appendix 2.
- 4.12 The HWRC operational contractor, Veolia, is required to only accept waste from vehicles requiring a permit in accordance with the Scheme (and the Council's Access Policy) and are required to refuse entry to any vehicle (as defined in the Access Policy) not accompanied by an appropriate and valid permit. Where applicable, site operatives are required to check and ensure that only waste described on the permit is deposited at the site.

- 4.13 Site operatives are required to mark off (via punch-hole or similar method) visits allowed on a temporary permit and retain them when they become invalid for return to the Council.

Advice to Residents/Traders

- 4.14 A comprehensive communication programme will be delivered prior to and during the implementation of the Scheme to ensure that those residents affected fully understood the new arrangements for accessing the HWRCs.
- 4.15 The following advice in respect of alternative facilities that accept trade waste will be provided to traders and persons that do not qualify for a permit:
- 4.15.1 Redirection to the Environment Agency for reference to their approved list of licensed Waste Management Premises that accept waste for disposal and recycling in the local area.
- 4.15.2 Redirection to other sources of information, such as Envirolink Northwest's 'Recycling and Waste Supply Chain Directory', which gives details of facilities, services and technologies available throughout the region.

Implementation of the Permit Scheme

- 4.16 It is proposed that the Permit Scheme, and the application of the Council's Access Policy for the HWRCs, will commence in February 2011, however, there will be an amnesty in place throughout February where residents who have vehicles that require Permits, but do not have them, will be allowed access. This is to ensure that residents are fully aware of the Scheme and the Access Policy.
- 4.17 Members are asked to consider and approve the Council's Permit Scheme and HWRC Access Policy and that the Strategic Director for Environment and Economy, in consultation with the Executive Board Member for Environmental Sustainability, be authorised to take all steps necessary to implement the Scheme.

5. FINANCIAL IMPLICATIONS

- 5.1 It is envisaged that the Scheme, pursuant will divert sufficient waste from the sites to be self financing. The Cost of implementing the Scheme into Halton will therefore be met from within existing budgets.

6. POLICY IMPLICATIONS

- 6.1 There are no policy implications as a result of this report.

7. OTHER IMPLICATIONS

- 7.1 There are no other implications arising from this report.

8. IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

8.1 Children and Young People in Halton

No direct impact

8.2 Employment, Learning and Skills in Halton

No direct impact

8.3 A Healthy Halton

No direct impact

8.4 A Safer Halton

No direct impact

8.5 Halton's Urban Renewal

No direct impact

9.0 RISK ANALYSIS

There are significant risks that,

- 9.1 Failure to restrict trade waste from entering HWRCs will leave the authority vulnerable to significant additional disposal costs.
- 9.2 Commercial and Industrial Wastes will be illegally deposited at the HWRCs. This will lead to potential breaches of environmental permit (licensing) conditions on the part of the contractor as operator of the site, and the Council as a Waste Disposal Authority.
- 9.3 Failure to implement the permit scheme will expose the Council to contractual claims under the WMRC.
- 9.4 There is a perceived risk that fly-tipping would increase as a result of the introduction of the permit scheme, however, results from the pilot carried out in the Wirral showed that the permit scheme did not cause any additional levels of fly tipping.

10.0 EQUALITY AND DIVERSITY ISSUES

- 10.1 There are no equality and diversity issues as a result of this report.

**11.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE
LOCAL GOVERNMENT ACT 1972**

11.1 There are no background papers within the meaning of the Act

Appendix 1

DESCRIPTION AND IMPACTS OF THE PILOT VEHICLE PERMIT SCHEME DELIVERED IN THE WIRRAL.

Requirements of the Pilot

The pilot scheme required that those residents delivering household waste in a commercial vehicle (or trailer between 2 – 3m long) first obtain a free permit from MWDA and present this permit to HWRC staff in order to gain access to facilities at the HWRC.

The Scheme operates in accordance with the Access Policy described in **Appendix 2** of this Report.

Location and duration of the Pilot

The pilot phase of the Scheme was implemented at the three HWRC's located on the Wirral, namely Bidston, Clatterbridge and West Kirby. The Scheme was introduced on 1st October 2009 and remains in place. The pilot is being considered from introduction on 1st October 2009 to 28th February 2010, therefore, the evaluation covers a period of 5 months.

The three Wirral HWRC's were selected for the pilot on the basis of their location. The neighbouring Cheshire HWRC's are already covered by both a commercial vehicle permit scheme and a local residents only permit scheme. Cheshire's schemes therefore prevent trade vehicles from entering their sites, including those that are refused entry to the Wirral sites. This means that unscrupulous traders determined to attempt to illegally deposit waste in a HWRC would have to travel through the tunnels in order to attempt access at other Merseyside sites (South Sefton and Otterspool being the nearest).

Implementation of the Pilot

The Pilot was implemented in accordance with the following implementation programme headings.

- The Authority's own PR and Communications Programme – commenced June 2009.
- Veolia internal staff training and awareness programme – commenced July 2009.
- Applications for Permits accepted by MWDA from 1st September 2009.

- Scheme implemented at sites from 1st October 2009 but with one month amnesty period allowing commercial vehicles to access facilities without a permit.
- Full implementation of Scheme at sites from Monday 2nd November 2009 to date. Only commercial vehicles with a Permit allowed to access the facilities.

PR & Communications

To raise awareness of the Scheme prior to its implementation a significant communications programme was undertaken by the Authority which included radio and newspaper adverts along with an on-site awareness programme including posters and distribution of leaflets at the Wirral HWRC's. Additionally posters were placed in numerous local van hire premises. The Authority's web site was also developed to promote the scheme. Authority officers also undertook awareness raising exercises with various stakeholders including District Council Officers and Members and external Agencies and organisations.

The PR programme commenced in June 2009.

Permits Issued

During the period 1st September to 28th February, 8,226 permits were issued as follows:

Annual Permits	Temporary Permits	Total Permits	Total Households in receipt of either or both permits
3,445	4,781	8,226	4,858

Permits were issued on a site specific basis as follows:

HWRC	Annual Permits	Temporary Permits	Total Permits
Bidston	2,525	3,456	5,981
Clatterbridge	560	896	1,456
West Kirby	360	429	789

Impacts against tonnage and waste streams at the during the Pilot phase

To establish the impact of the Pilot against tonnage and individual waste streams, comparisons have been made to waste arisings at the three Wirral HWRC's incorporated in the Pilot during its term and the waste arisings at the same sites over the same period (October to February) a year ago. In addition to this, arisings at the remaining eleven HWRC's on Merseyside are also considered, in order to compare the effects of the Pilot and identify waste trends that should also be considered in order to accurately determine the effects of the Pilot.

Arisings at the Wirral HWRC's have fallen by 2,916 tonnes or 18.71% during the term of the Pilot in comparison to the same period a year ago. But taking in to account that arisings are down by 5,722 tonnes or 11.85% across the remaining 11 HWRC's it appears that the Pilot has achieved 6.86% across all Pilot sites when compared to the remaining 11 HWRC's. The following waste types are highlighted due to their association with trade deposits at sites:

- Rubble down by 30.93% on Pilot sites (rubble down by 1.02% at other 11 sites); effect of Pilot therefore -26.31%
- Timber down by 10.3% on Pilot sites (timber down by 8.23% at other 11 sites); effect of Pilot therefore -2.07%
- *Disposal - no effect across all Pilot sites but there has been a significant net reduction of -6.88% at Bidston which is the site that has had the majority of Permits issued in relation to it.
- Total throughput down by 18.71% on Pilot sites (throughput down by 11.85% at other 11 sites); effect of Pilot therefore -6.86%

Particular attention is paid to quantities of rubble as this material is considered to be the waste stream most contributed to by traders. Timber is also identified as being of high contribution (identified in the National Study and subsequent report entitled 'Trade Waste Inputs to Civic Amenity Sites' by the Western Partnership for Sustainable Development and Network Recycling).

*It should be noted that disposal tonnages (to landfill) will be affected by site recycling and diversion performance on the sites and therefore not solely influenced by the Scheme. Bidston did however demonstrate a reduction in disposal tonnages, this is demonstrated below. Also, the period of the Pilot covered the Christmas period and lengthy periods of adverse weather which severely disrupted District refuse collection services, Veolia have reported their observations that significant additional bin bag waste was delivered to the HWRC's, this may have diminished any reductions in disposal waste achieved by the Pilot.

On an individual site level the following impacts against tonnages have been achieved against the remaining 11 HWRC's on Merseyside:

Site	Rubble	Timber	Disposal	Total throughput
Bidston	-30.20%	-5.93%	-6.88%	-12.59%
Clatterbridge	-19.76%	No effect	No effect	-1.84%
West Kirby	-29.91%	-7.46%	No effect	-4.46%

It should be noted that the above encouraging achievements are made during the Pilot phase (October 2009 to February 2010) and that October was an amnesty period whereby no vehicles were turned away from the sites irrespective of whether they had a permit or not. It is noteworthy also to consider that the Pilot was undertaken during winter months, which reflect a seasonal dip in tonnages, and that during summer months which provide longer working hours it is reasonable to suspect that greater savings in trade waste such as rubble may be achieved.

As the site with the significant majority of permits issued in relation to it, Bidston demonstrates very encouraging reductions in rubble, timber and disposal.

Impacts against recycling and diversion performance at the Wirral HWRC's during the Pilot phase

In order to consider the impacts of the Pilot against recycling and performance, an identical approach has been taken to that for establishing the impact against tonnages at 3.11.2. Therefore performance is established taking into consideration comparisons of performance over the same period a year ago and also at the eleven remaining HWRC's on Merseyside.

The tables demonstrate the following improvements in recycling and diversion performance at the Pilot sites:

The tables demonstrate Recycling and Composting performance at the Pilot's Wirral HWRC's has increased by 3.47% (44.06% achieved) during the term of the Pilot in comparison to the same period a year ago. But taking in to account that Recycling and Composting performance has risen by 3.29% across the remaining 11 HWRC's it appears that the Pilot has achieved an additional 0.18% in this respect.

Diversion (Recycling + Rubble) performance at the Pilot's Wirral HWRC's has increased by 1.62% (53.91% achieved) during the term of the Pilot in comparison to the same period a year ago. But taking in to account that Diversion performance has risen by 3.75% across the remaining 11 HWRC's it appears that the Pilot has reduced Diversion performance by 2.13%, although performance appears to have 'fallen' in this calculation this is to be expected due to the significant reduction in rubble tonnages across the sites; it is therefore encouraging.

On an individual site basis the Pilot had the following effects on performance year on year:

Bidston HWRC

- Recycling and Composting Performance increased by 0.96% (41.35% achieved)
- Diversion Performance reduced by 1.09% (50.31% achieved)

Clatterbridge HWRC

- Recycling Performance decreased by 0.17% (42.49% achieved)
- Diversion Performance reduced by 2.29% (53.61% achieved)

West Kirby HWRC

- Recycling Performance decreased by 1.24% (50.28% achieved)
- Diversion Performance increased by 4.11% (59.51% achieved)

All 3 HWRC's combined

- Recycling Performance increased by 0.18% (44.06% achieved)
- Diversion Performance decreased by 1.62% (53.91% achieved)

It is noteworthy that the all of the above HWRC's during the Pilot recycled, composted and diverted above the averaged achievement of the remaining 11 HWRC's not covered by the Pilot.

Impact on fly tipping tonnages during the Pilot

Wirral Borough Council when acting as a Waste Collection Authority is responsible for removal of fly-tipped waste in the Borough. This waste is collected and delivered to the Authority's Bidston Transfer Station.

During the period of the Pilot 563 tonnes were delivered to Bidston, over the same period during the previous year 592 tonnes were delivered. This equates to a reduction in fly tipping by 4.9% during the Pilot. There is no apparent correlation between the Pilot and the reduction in fly tipped tonnage and it is reasonable to expect that such reductions are caused outside of the Pilot.

Summary of comments and complaints received during the Pilot

The following comments and complaints were received at the Authority from members of the public:

Quantity	Description
3	Clarification of Access Policy
4	Against principles of the Scheme
2	Technical clarifications
1	Request for more Permits

The above demonstrates that only 10 comments/complaints were received during the period of the Pilot. All were resolved.

Impacts against Waste Management and Recycling Contract costs

Utilising tonnage saved at the Pilot's sites compared against tonnages at the remaining 11 HWRC's the following approximate savings can be demonstrated purely from the Pilot Scheme, in accordance with the Waste Management and Recycling Contract:

- Recyclable Materials £4,048
- Garden Waste £3,250
- Waste Electrical Items £16
- Hazardous Waste £237
- Hardcore/rubble £5,277

The above equates to a total saving of £12,828 during the Pilot Phase.

The above savings, extrapolated across all 14 HWRC's over a 1 year period, equate to a significant saving of approximately £185,400 and would cover the annual costs of providing and running the Scheme. Further details on potential payback and break even tonnage reduction are provided later in this Report.

HALTON BOROUGH COUNCIL - HWRC ACCESS POLICY

1. Access to Halton Borough Council's Household Waste Recycling Centres (HWRCs) will only be allowed when household waste is delivered by:
 - A resident of Halton,
 - A car (other than those requiring a Permit) with or without a trailer up to 2m long (external box dimensions)
 - An individual, in a vehicle that requires a permit, producing an appropriate and valid vehicle permit at the time of the visit.
 - A vehicle with a trailer (over 2m long and not exceeding 3m long – external box dimensions) with an appropriate and valid permit.
2. Halton Borough Council (The Council) shall maintain a Vehicle Permit Scheme which determines the requirements to access the HWRCs in order to deliver only household waste. For the purpose of the Scheme the following vehicles shall require a permit in order to access the HWRCs;
 - any vehicle without side/rear windows
 - any 'flat back' vehicle
 - any 'pickup' vehicle
 - estate/hatchback cars with rear seats permanently removed
 - estate/hatchback cars with blanked out side/rear windows (not tinted)
3. Vehicles which cannot be driven on a standard UK driving licence shall not be allowed to access the HWRCs for health and safety reasons. This will ensure that the great majority of vehicles categorised above 3.5t gross vehicle weight will be refused access.
4. No trailers greater than 3m long (external dimensions) will be allowed access to the HWRCs for health and safety reasons.
5. For vehicles requiring a permit, the practice of walking into a HWRC with waste from such vehicles parked outside the site in an attempt to avoid the permit scheme is not allowed. The site operator will refuse entry to any individual attempting to do so.
6. The site operator will refuse entry to any individual, whether accessing in a vehicle or walking, who is suspected of attempting to deposit commercial waste at the Council's HWRCs.
7. The Council will take enforcement action against any individual caught depositing commercial waste, or committing other waste offences, at the HWRCs.