

HOUSEHOLD WASTE RECYCLING CENTRES
COMMERCIAL VEHICLE PERMIT SCHEME
WDA/27/09

Recommendation

That:

1. The Authority approves the phased implementation of the Commercial Vehicle Permit Scheme as described in this report

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**HOUSEHOLD WASTE RECYCLING CENTRES COMMERCIAL VEHICLE PERMIT
SCHEME
WDA/27/09**

Report of the Director

1. Purpose of the Report

- 1.1 To seek Members approval for the phased implementation of the proposed Commercial Vehicle Permit Scheme as detailed in this Report

2. Background

- 2.1 The Authority at its meeting held on 13th August 2004 approved the recommendation that a system of waste input control at HWRC's utilising a ban on commercial vehicles and certain trailers together with a permit scheme for residents be introduced (WDA/39/04). It was resolved that the Scheme be developed and that a detailed proposal be the subject of an Executive Decision by the Director of Waste Disposal.
- 2.2 Following development of the Scheme, the proposed system was described within Executive Decision ED 05 07 which was presented to Members for full consultation on 17th April 2007. During the consultation period the Executive Decision was called in for further consideration as a Scrutiny Item at the next full Authority meeting.
- 2.3 The Authority further considered the implementation of the Scheme at its meeting held on 22nd June 2007. This was achieved via consideration of Authority Report WDA/22/07 which presented the Executive Decision ED 05 07 as a Scrutiny Item and also recommended implementation of the Scheme as described within it. It was resolved that the recommendations of the Report not be approved and that the Director prepare a further Executive Decision to consider the options for a trialled or phased introduction of the Scheme.
- 2.4 Pursuant to the Authority's requirement that a system of waste input control at HWRC's be implemented, the Waste Management and

Recycling Contract (WMRC) requires that Veolia comply with and implement the Scheme. Discussions with Veolia have taken place regarding a trialled/phased implementation of the Scheme; the implementation is detailed later in this report.

3. The proposed system

- 3.1 The proposed system for controlling waste inputs at the HWRC's has been presented to Veolia during the WMRC Procurement. The principals of the system have not required modification and Veolia are committed to its introduction in accordance with this report.
- 3.2 The proposed system, namely the Commercial Vehicle Permit Scheme, restricts the use of certain classes of vehicle delivering waste to all Merseyside HWRC's. Briefly, the Scheme provides that those residents delivering household waste in a commercial type vehicle or certain types of trailer must first obtain a free permit in order to gain access to the HWRC's. The aim of the scheme is to prevent Commercial or Industrial Waste (trade waste) from being deposited at the HWRC's, increase safety and reduce congestion at the sites.

Access Policy

The Scheme requires the incorporation of an Access Policy, which determines the requirements to access the HWRC's in order to deliver only household waste. Access will only be allowed when household waste is delivered by:

- a car with or without a trailer (trailer up to 2m long – external box dimensions)
- a van* (with no more than 4 wheels) **WITH A PERMIT**
- a trailer (up to 3m long – external box dimensions) **WITH A PERMIT**
- a pedestrian** **WITH A PERMIT**

*For the purpose of the Permit Scheme a 'van' is deemed to be:

- 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)

**For the purpose of the Permit Scheme a 'pedestrian' is deemed to be a Merseyside resident delivering waste on foot who lives within walking

distance of a nominated HWRC. For information a pedestrian permit is considered necessary to prevent the practice of traders parking outside of a HWRC and walking in to deposit their non household waste.

Vehicles which are above 3.5t gross vehicle weight will not be allowed to access the sites for health and safety reasons.

No trailers greater than 3m long (external dimensions) will be allowed access to the HWRC's for health and safety reasons.

Disclaimer Forms

Any person suspected of depositing trade waste, irrespective of how it is delivered, will be required to complete a disclaimer form. Details submitted on the form will be entered in to the contractor's database for monitoring purposes.

Types of Permit

The Permit Scheme introduces three types of permit:

1. Annual Permit

Annual Permits will be required when delivering frequently arising segregated recyclable household waste including:

Garden waste

Newspapers and magazines

Glass bottles and jars

Plastic bottles

Textiles

Cardboard

Cans

Household Batteries

Lead Acid Batteries (car batteries)

Engine Oil

And any other materials that may be included as recyclable at any given time.

The Annual Permit will be valid for one calendar year and allow unlimited visits to not more than two nominated HWRC's. Only the recyclable waste

listed may be deposited, subject to the availability of facilities at the HWRC. The Annual Permit allows frequent visits to be made to a HWRC with recyclable waste that arises on a daily basis. A Temporary Permit(s), see below, must be obtained for the delivery of other less frequently arising household waste.

From discussions with local authorities outside of the Merseyside area it is apparent that the scheme needs to consider the acceptance of non-recyclable/'bin-bag' waste. This type of waste will therefore be accepted at the sites if delivered at the same time as recyclable waste with the necessary Annual Permit.

2. Temporary Permit

Temporary Permits will be required when delivering all other types of waste including:

- Bulky household items (furniture etc.)
- Rubble and hardcore
- Scrap metal (washing machines etc.)
- Televisions/monitors
- Wood (fences etc.)

A maximum of 12 Temporary Permits may be issued during a rolling 12 month period, with a maximum of 3 permits to be issued at a time (eg. resident undertaking a garage clearance during April which requires 3 visits may receive up to 3 permits). Only those items of household waste specified at the time of application and subsequently detailed on the permit may be deposited at the nominated HWRC. The permit must be presented to a Recycling Assistant, who will retain it at the time of visit.

The Temporary Permit allows access for the delivery of less frequently arising household waste, and may be obtained in addition to the Annual Permit.

3. Pedestrian Permit

The Pedestrian Permit will be valid for one calendar year and allow unlimited visits to one nominated local HWRC. This Permit shall only be issued to a Merseyside resident residing within walking distance of the nominated HWRC and allow for materials listed on the permit to be deposited.

3.3 Administration of Scheme

The Authority will be responsible for administering the scheme and shall issue permits to qualifying applicants;

Permit Application Procedures

The Annual, Temporary and Pedestrian Permits will be free of charge. Applications may be made to the Authority by telephone, fax, e-mail and the internet (and on site under ***exceptional circumstances).

Applicants will be required to provide their name, address, telephone number, vehicle details including registration (hire vehicle registration numbers must be provided once known and hire documentation produced upon arrival at the site). Applicants will be allowed to nominate their chosen HWRC with issue subject to the Authority's discretion.

Permits will be posted to home addresses, unless under exceptional circumstances or if time constraints dictate they may be collected at the HWRC at the time of visiting. It is also the intention to explore the option of internet printing, the issuing of permits electronically and development towards reference number only permits.

***Exceptional Circumstances examples could include:

- Bereavement – family/friends arriving at a site in a commercial type vehicle to deposit items following bereavement
- In cases of emergency eg. matters of health and safety

Each case of exceptional circumstances would be judged on its merits.

All application details would be entered in to a database for issue and monitoring purposes.

3.4 Site operations

Veolia, as HWRC operational contractor, will be responsible for enforcing the scheme at the sites. This will require the contractor to only allow access to the sites in accordance with the Access Policy and ensure that only waste described on the relevant permit is deposited at the sites.

The contractor will be responsible for ensuring sufficient on-site resources are available to undertake the contractor's obligations under the scheme.

The contractor will issue permits on site as necessary, and collect and as required by the Authority return to the Authority all permits utilised at the sites.

The contractor will be responsible for ensuring all site staff are suitably trained to carry out the contractors obligations under the scheme.

3.5 Implementation/trialling of the Scheme

The Scheme will be rolled out in three phases following tailored communications for each. Details of communications are provided later in this report.

Phase 1

Phase 1 shall introduce the Scheme at all three Wirral sites (Bidston, Clatterbridge and West Kirby) from Thursday 1st October 2009. These sites are selected on the basis of their locality and neighbouring Cheshire Sites already having a similar scheme in place. All aspects of the Scheme will be introduced, although a 1-month amnesty (not advertised) shall be allowed at the sites to allow drivers of commercial vehicles that are unaware of the scheme to be allowed access to the centres.

The Scheme (Phase 1) shall be reviewed during February 2010 by the Director of Waste Disposal.

Phase 2

Phase 2 shall introduce the Scheme from Thursday 1st April 2010 at Southport, Formby, Sefton Meadows, South Sefton and

Otterspool HWRC's. Again, all aspects of the Scheme will be introduced along with a 1-month amnesty.

Phase 3

Phase 3 shall introduce the Scheme from Thursday 1st July 2010 at Kirkby, Huyton, Rainford, Rainhill, Ravenhead and Newton-Le-Willows HWRC's. Again, all aspects of the Scheme will be introduced along with a 1-month amnesty.

3.6 Public Relations and Communications Programme

It is recognised that the Scheme will require a significant communications programme to ensure that stakeholders are adequately informed prior to implementation. It is proposed that the following communications programme will be implemented:

- From 27th June to end August 2009 Stakeholder (excluding the public) briefings to take place.
- Commencing August 2009 Public Awareness Campaign to take place incorporating newspaper and radio adverts, and on-site awareness program including posters and distribution of leaflets to all site users at HWRC's.

Members should note that in order to continue with the roll out of the Scheme in accordance with Phase 2 (from 1st April 2010) it will be necessary to commence the necessary Public Awareness Campaign items for this phase before the conclusion of the trial period at Phase 1. This is necessary to ensure appropriate awareness levels are reached before implementation can take place from 1st April 2010.

4. Risk Implications

4.1 The following risks have been identified.

Identified Risk	Likelihood Rating	Consequence Rating	Risk Value	Mitigation
That Commercial and Industrial wastes are illegally deposited at the HWRC's with detriment to congestion, health and safety and recycling performance	5	4	20	Implementation of the CVPS as described
That the standard of service at the Merseyside HWRC's is reduced due to the illegal deposition of non household waste.	3	3	9	Veolia will be able to assign existing resources towards the control of waste inputs at HWRC's.
That the failure to implement the CVPS will expose the Authority to contractual claims under the WMRC.	4	4	16	Implementation of the CVPS as described
That complaints are received due to the requirement that permits must be obtained prior to delivery in a commercial vehicle	5	3	15	Delivery of Communication and Awareness program as described.
That there will be an increase in fly tipping as a result of the implementation of the CVPS.	3	4	12	Delivery of Communication and Awareness program as described. Liaison with all District Councils and enforcement agencies.

5. HR Implications

- 5.1 Officer time from within the existing Authority establishment will be necessary to;

- Implement and manage the scheme
- Implement the required PR & Communications campaign prior to the introduction of the scheme
- Develop and maintain the dedicated database
- Establish application procedures
- To monitor and evaluate the scheme as required
- Process permit applications
- Review the scheme

Existing officer resources will be utilised during Phase 1 the Scheme. During this time assessments will be made to establish necessary future resource (officer) requirements for all phases of the Scheme. However at this time it is expected that one additional full-time officer (making a total of two full-time officers) will be required. Whilst employed on the Scheme these officers will undertake administration duties required by the scheme including;

- Tasks associated with permit applications
- Tasks associated with permit supply
- Database input and monitoring
- Contractor liaison
- Responding to public queries, comments and complaints

In accordance with the requirements of the WMRC the contractor shall be responsible, utilising existing resources, for the following tasks:

- Control of waste inputs at the HWRC's
- Issuing of permits under exceptional circumstances/short notice at the HWRC's
- Recovery of used/expired permits at the HWRC's and return of such to the Authority as required
- Site staff training

6. Environmental Implications

- 6.1 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 recycling Performance. Ultimately not introducing the Scheme results in additional waste being deposited to landfill and lost to recycling and reuse. A summary of similar Schemes introduced in the North West and their effectiveness is attached as Appendix 1.

7. Financial Implications

- 7.1 Provision of the Scheme in accordance with the proposed timescales requires that the following set-up and running costs are considered.

Period Oct 2009 – March 2010: Total set up costs for Phases 1 and 2 and running costs for Phase 1 only

- Phases 1 and 2 PR & Awareness Campaign (radio, newspapers, leaflets, posters)
- Employment of existing Administration Officer (75% of time)
- Permit costs including printing and postage
- Office Equipment and Consumables

Total £85,000

Budget provision for the total sum required to set up the Scheme and also to meet the running costs during Phase 1 has been made within the approved Waste Management and Recycling Contract Budget 2009/10.

Period April 2010 to March 2011: Total set up costs Phase 3 and running costs for Phases 1, 2 & 3

- Phases 2 and 3 PR & Awareness Campaign (radio, newspapers, leaflets, posters)
- Employment of Administration Officers (2 persons full time)
- Permit costs including printing and postage
- Office Equipment and Consumables

Total £105,000

It is proposed that budget provision for the total sum required to cover set up costs for Phases 2 and 3 and running costs for Phases 1 to 3 for the period April 2010 to March 2011 can be met via virement of funds from the Authority's established annual provision for Recycling Performance Improvements. Therefore no additional budget provision will be necessary for the period 2010/11.

Total annual running costs (only) for Phases 1 to 3

- Employment of Administration Officers (2 persons full time)
- Permit costs including printing and postage
- Office Equipment and Consumables

Total £80,000

It is proposed that the total annual running cost will be required for the financial year 2011/12 and shall be provided in accordance with the WMRC budget of the same year.

7.2 Potential Payback

Although the Scheme requires the expenditure of costs detailed above, and that budget provision for the annual running costs must be made in all future years, it is recognised that any waste diverted away from the HWRC's in accordance with the Scheme would result in a saving to the Authority. Typically, based on current WMRC rates, Landfill Disposal Contract Gate Fees and Landfill Tax, potential future savings are identified below.

- 7.2.1 Cost savings in respect of disposal to landfill in accordance with landfill gate fees approximately at £14 per tonne.
- 7.2.2 Cost Savings in respect of Landfill Tax at the current rate of £40 per tonne (increasing to £48 from April 2010)
- 7.2.3 Cost savings in respect of transport of residual waste to landfill from HWRC's at approximately £10 per tonne
- 7.2.4 Savings in respect of the Landfill Allowance Trading Scheme (LATS), in that HWRC arisings are counted within LATS as being 68% biodegradable. Therefore all tonnage diverted from landfill count towards present and future LATS targets and generate a 68% saving in the Authority's costs for compliance, which is currently at a rate of £20 per tonne and therefore presents a saving against these costs of £13.60 per tonne.

As stated budget provision for the Scheme is built into the Authority's base budget. However it must be noted that the budget provision of £105k (2010/11) would be saved if only 1,227 tonnes are diverted from landfill. This position becomes even more attractive as Landfill Tax is due to increase by £8 per tonne per year thereby reducing the break even

tonnage level and increasing the savings to be made. The minimum level of landfill diversion (1,227 tonnes) is considered to be achievable at the Merseyside HWRC's, a summary of the benefits reported by other authorities in the North West region is provided within Appendix 1 for Member's consideration.

7.3 Waste Management and Recycling Contract implications

As detailed at 2.4 of this report and in accordance with the Authority's requirements, the WMRC requires that Veolia implement the Scheme and subsequently comply with it. It should be noted that the proposed Scheme is considered by Veolia to be fundamental to achieving contracted Recycling and Diversion targets at the HWRC's and with this in mind it is likely that the Authority would be exposed to contractual claims in the event that Veolia was not allowed to implement the Scheme.

7.4 Halton Council

Pursuant to the requirements of the WMRC Halton Council are also required to implement the Scheme. Halton's officers have advised that they are to present a report to Council Members shortly.

8. Conclusion

- 8.1 It is proposed that the Commercial Vehicle Permit Scheme, introducing restrictions on the use of certain classes of vehicle delivering waste to all of the Merseyside Household Waste Recycling Centres, is introduced on a phased basis including a review period prior to full roll out of the Scheme being achieved.
- 8.2 The Scheme is to be introduced for the purpose of prevent Commercial or Industrial Waste (trade waste) from being deposited at the HWRC's, increasing safety and reducing congestion at the sites.
- 8.3 Costs for implementing and running the Scheme are contained within current budgets. It is envisaged that the Scheme will divert sufficient waste from landfill to be self financing and is likely, based on the experiences of neighbouring local authorities (see Appendix 1) to generate significant savings to the Authority in future years.

- 8.4 This option represents current best practice and is for the benefit of all Merseyside residents.

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The background documents to this report are open to inspection in accordance with Section 100D of The Local Government Act 1972:
Report
Appendix 1