



MERSEYSIDE WASTE DISPOSAL AUTHORITY

Proposal for an Executive Decision

ISSUE TO BE DECIDED	
To approve the proposed Commercial Vehicle Permit Scheme in order to restrict the use of certain classes of vehicle delivering waste to Merseyside Household Waste Recycling Centres (HWRC's) with the aim of reducing congestion, increasing safety and prevention of Commercial or Industrial (trade waste) being deposited at the HWRC's.	
REF NUMBER	DATE GENERATED
ED 05 07	27 th March 2007
PORTFOLIO AREA	Service Delivery
PORTFOLIO HOLDER	Chairman
REPORTING OFFICER	Jeff Sears
IS THE REPORT PRIVATE	NO
IF YES, STATE RELEVANT PARAGRAPH UNDER SECTIONS 100 AND 100A TO 100K OF THE LOCAL GOVERNMENT ACT 1972	
SUPPORTING FACTS UPON WHICH THE PROPOSED DECISION IS BASED	
<p><u>Background</u></p> <p>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). The Report required that following discussions with Mersey Waste Holdings Limited (MWHL), the details of the proposed system be the subject of an Executive Decision by the Director of Waste Disposal.</p> <p>Discussions with MWHL have now been concluded and the details of the proposed system are finalised.</p> <p><u>The proposed system</u></p> <p>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 Commercial Vehicle Permit 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 reduce congestion, increase safety and prevent Commercial or Industrial Waste (trade waste) from being deposited at the HWRC's.</p> <p><u>Access Policy</u></p> <p>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:</p>	

- 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.

No vehicles with more than 4 wheels, as the very great majority of such are categorised above 3.5t gross vehicle weight and for information cannot be driven on a standard UK driving licence, will be allowed access to the HWRC's 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 two 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. Some authorities have reported an increase in this type of waste being delivered to HWRC's following the introduction of alternate weekly collections by district councils. Bin-bag 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 calendar year, allowing 1 permit to be issued per calendar month, with a maximum of 3 permits to be issued at a time. A resident that requires more than one visit at the time of application may be issued with permits for future months (eg. resident undertaking a garage clearance during April which requires 3 visits may receive permits for April, May and June, providing that the maximum of 12 permits per annum is not exceeded). Only those items of household waste specified at the time of application and 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.

Administration of Scheme

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

Permit Application Procedures

The Annual and Temporary Permit will be free of charge. Applications will be made to the Authority by either 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 at 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).

****Exceptional Circumstances examples could include:

- Bereavement – family/friends arriving at a site in a commercial type vehicle to deposit items following a 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.

Site operations

The 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 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.

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. The communications programme will run for approximately 3 months prior to commencing the Scheme and utilise local newspapers and radio, on site posters and the distribution of leaflets at the Centres.

Implementation of the Scheme

The Scheme will be rolled out in two phases following tailored communications for each.

Phase 1 shall introduce the Scheme at all three Wirral sites on Monday 6th August 2007. 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 vehicles that are unaware of the scheme that would otherwise have required a permit to be allowed access to the centres.

Phase 2 shall introduce the Scheme at all of the remaining 11 sites across Merseyside on Monday 3rd September 2007. As above, all aspects of the Scheme will be introduced with a 1-month amnesty for unaware drivers.

LEGISLATIVE REQUIREMENTS

The Authority is required by the Environmental Protection Act 1990 to provide places where persons resident in its area may dispose of their household waste free of charge. The Commercial Vehicle Permit Scheme introduces a system to ensure the correct waste types are accepted at the HWRC's and is not detrimental to this statutory duty.

SPECIFY ANY AUTHORITY POLICY RELATING TO THE ISSUE

In the HWRC Contract, for the operation of the service, the Authority specifies that the Contractor shall use reasonable endeavours to ensure that only Household Waste delivered by persons resident within the administrative area of the Authority is deposited at the sites, and that the Contractor shall use reasonable endeavours to prevent the deposition of Commercial and Industrial Waste at the sites.

SPECIFY ANY RELEVANT NATIONAL OR REGIONAL GUIDANCE

None

OPTIONS AVAILABLE

Network Recycling, an independent waste management consultancy, carried out an assessment and report on all Merseyside HWRC's during 2004. The report, entitled "Assessment of Merseyside Waste Disposal Authority's Household Waste Recycling Centres" concludes that the level of Commercial or Industrial Waste (trade waste) inputs to some Merseyside HWRC's has become an issue, and that the existing system utilised at the sites no longer reflected best practice. The report also refers to a previous national study carried out by Western Partnership for Sustainable Development and Network Recycling, which established a national trend of considerable increases of trade waste entering civic amenity sites.

The study also reported that trade abuse can be expected to have a negative impact on HWRC recycling performance, not least making affected sites more difficult to manage due to the increased throughput of waste.

Similar schemes have been implemented by other authorities in the North West and a summary of the effectiveness of those schemes is attached at Appendix 1.

It can therefore be seen from the above that the introduction of the scheme is required to ensure that only household waste is accepted at the HWRC's, and that the scheme will reduce the negative affects that trade waste entering the sites has on recycling performance. It is therefore considered appropriate to introduce the scheme in accordance with the proposed timescales.

RESOURCE IMPLICATIONS

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
- Review the scheme

The Scheme will require recruitment by the Authority of two full-time officers, who will be based within the Corporate Services section of the Authority and be dedicated to undertake all 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

The contractor has stated that resources already provided within the HWRC Contract will be applied to the tasks that the contractor is required to undertake within the Scheme, including;

- 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
- Site staff training

FINANCIAL IMPLICATIONS

The provision of the Scheme in accordance with the proposed timescales requires that the following set-up and annual running costs be considered.

Set-up costs

Description	Total
Including: <ul style="list-style-type: none"> • 3 month Public Relations and Communications Programme incorporating local newspaper and radio campaign • Staff recruitment • Office equipment & consumables 	£50,000

Budget provision for the total sum required to set up the Scheme has been made within the approved Household Waste Recycling Contract Budget 2006/07. This sum of £50,000 is now identified as being unspent and it is proposed that the total sum be transferred to year end balances.

Annual running costs 2007/08

Description	Total
Including: <ul style="list-style-type: none"> • Employment of 2 persons dedicated to process and approve permit applications, and all other administrative duties • Permit costs including printing and postage • Office costs and consumables 	£70,000

The annual budget sum to meet the running costs is estimated at £70,000 but as a result of the slippage in set-up costs, the sum required in 2007/2008 is £120,000. £70,000 of that sum is included in the approved budget for 2007/08 and it is proposed that the balance of £50,000 is provided from the Authority's balances (see above).

Potential pay-back

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. At this time, should the Scheme be implemented during the 2007/08 financial year, these potential savings are demonstrated as:

- Saving in disposal to landfill within the HWRC Contract, at the 2007/08 Landfill Tax rate of £24 per tonne
- Saving in disposal to landfill within the Landfill Allowance Trading Scheme (LATS), HWRC waste 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 complying with LATS, which is currently at the rate of £26 per tonne (and therefore provides a saving against these costs of £17.68 per tonne).

Considering the above potential savings and comparing them to the annual running costs for 2007/08, the annual running costs could be seen as being recovered in the event that approximately 1,680 tonnes of trade waste were to be diverted away from the HWRC's.

RISK ASSESSMENT

Risk	Likelihood	Consequence	Value	Mitigation
That Commercial and Industrial wastes are illegally delivered to the HWRC's with detriment to congestion, health and safety, and recycling performance	5	4	20	Implementation of the Commercial Vehicle Permit Scheme as described.
That the standard of service at the HWRC's on Merseyside is reduced due to the illegal deposition of non household waste	3	3	9	MWHL will be able to reassign existing resources towards the control of waste inputs at the HWRC's.
That complaints are received due to the requirement that permits must be obtained prior to the delivery of waste in a commercial type vehicle (particularly at the time the Scheme is introduced)	5	3	15	Delivery of Public Relations and Communications Programme as described.
That there will be an increase in fly tipping as a result of the implementation of the Commercial Vehicle Permit Scheme	3	4	4	Delivery of Public Relations and Communications Programme as described. Liaison with Merseyside District Councils and enforcement agencies.

Key to ratings: -

- 1.Insignificant
- 2.Low
- 3.Medium
- 4.High / Serious
- 5.Almost Certain / Critical

IMPLICATIONS IN ANY OTHER AREAS OF THE AUTHORITY'S ACTIVITIES

In accordance with the Landfill Allowance Trading Scheme (LATS), which is controlled by DEFRA and monitored by the Environment Agency, the amount of biodegradable waste the Authority disposes at landfill is limited. Limits are placed upon all Waste Disposal Authorities across the country by way of allowances, which are scheduled to reduce year on year to 2019/20. Depending on circumstances at the time, allowances can be bought, sold or saved in order to meet the requirements of LATS. Since the implementation of LATS targets during 2005/06, the Authority has experienced a shortfall of allowances received against the requirement to landfill and has purchased allowances to meet this shortfall. The desired reduction in HWRC arisings (which are considered within LATS calculations as being 68% biodegradable waste), brought about by way of the Commercial Vehicle Permit Scheme, therefore contribute to the Authority's ongoing actions to reduce biodegradable waste sent to landfill and ultimately result in savings against the purchase of allowances and reduces the risk of incurring fines (currently set at £150 per tonne) for not having sufficient allowances in place to accommodate actual disposal.

PROPOSED DECISION AND SUPPORTED REASONING

It is proposed that the Commercial Vehicle Permit Scheme incorporating a restriction on the use of certain classes of vehicle delivering waste to Merseyside Household Waste Recycling Centres with the purpose to reduce congestion, increase safety and prevent Commercial or Industrial (trade waste) being deposited at the HWRC's is implemented as described above and provided in future years.

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

Subject to the approval of this proposal, a review of the scheme will be reported to Members six months after its implementation.

RECORD OF CONSULTATION		
CONSULTATION UNDERTAKEN PRIOR TO THIS PROPOSAL INCLUDING DETAILS OF VIEWS RECEIVED		
	DATE CONSULTED	DEADLINE DATE
DIRECTOR	27 th March 2007	28 th March 2007
FEEDBACK	Agreed.	
Signature and Date		
PORTFOLIO HOLDER	27 th March 2007	2 nd April 2007
FEEDBACK	Additional information added regarding similar schemes at other authorities and requirement to review the scheme in six months now included.	
Signature and Date	Agreed	17 th April 2007
MWDA MEMBERS AND SENIOR OFFICERS	17 th April 2007	23 rd April 2007
FEEDBACK		
DECISION CALLED IN?	YES (Cllrs Crowther and Tattersall)	
IF YES, DATE OF AUTHORITY MEETING	22 nd June 2007	
DATE DECISION IMPLEMENTED		

Summary of Local Authority Household Waste Recycling Centre Permit Schemes

Local Authority	Description	Start Date	Tonnage/Cost savings & comments
Lancashire County Council	Dual permit (annual & temporary) scheme at 23 no. HWRC's	July 2003	Tonnage delivered to sites fell from 187k tpa to 161k tpa equating to a reduction of 26k tonnes (14%) in the first year. LCC reported a saving of approximately £1m against Landfill Tax expenditure and experienced a 6.2% increase in recycling at the sites during this period.
Wigan MBC	Dual permit (annual & temporary) scheme at 5 no. HWRC's	April 2005	Tonnage delivered to sites fell from 70k tpa to 49k tpa equating to a reduction of 21k tonnes (30%) in the first year. WMBC reported a saving of approximately £800K against contract disposal costs including Landfill Tax
Cheshire County Council	Single permit (temporary) scheme at 16 no. HWRC's	24 th July 2006	Tonnage delivered to the sites was 123k tonnes prior to the implementation of scheme. Recent estimate is that tonnage delivered to sites has reduced by 15-20%. No information is available pertaining to waste management costs due to the recent implementation of the scheme.
Cumbria County Council	Dual permit (annual & temporary) scheme at 13 no. HWRC's	Rolled out from March to October 2006	CCC reported that the level of waste disposed to landfill has fallen approximately 25% (over a full calendar year this would mean tonnage disposed would fall from 72k tpa to 54k tpa equating to a reduction of 18k tonnes). CCC have experienced particular success to the increase in recycling at their HWRC at Flusco near Penrith, which has seen the recycling rate increase from 9% to 50-60% since the implementation of the scheme at the site. No information is available pertaining to waste management costs due to the recent implementation of the scheme.