

ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS

1.	Meeting:	Cabinet Member and Advisers for Waste and Emergency Planning
2.	Date:	Monday 22 April 2013
3.	Title:	2013/14 Budget – Review of Household Waste Recycling Centres
4.	Programme Area:	Environment and Development Services

5. Summary

This report reviews the current provision of the Household Waste Recycling Centres (HWRCs) in Rotherham and recommends stricter enforcement and realignment of existing policies to achieve the required budgetary savings for Financial Year 2013/14.

6. Recommendations

6.1 It is recommended that:

- A). **A stricter enforcement of existing policy is applied to curtail the abuse of the discretionary visit system by vehicles otherwise prohibited.**
- B). **The Vehicle Access Permit system be amended to reduce the maximum number of visits allowed per annum from twelve to six.**
- C). **With effect from 1st April 2013 the Council no longer accept used car tyres at its HWRCs**

7. Proposals and Details

7.1 The Council as a Waste Disposal Authority has a statutory obligation under the Environmental Protection Act 1990 for “places to be provided at which persons resident in its area may deposit their household waste and for the disposal of waste so deposited”. There is no duty to receive Commercial Waste at the Household Waste Recycling Centres.

7.2 The current access policy for our Household Waste Recycling Centres is summarised, as follows:

- a) No Commercial Waste is allowed.
- b) Construction or building waste is not allowed which arises from works of improvement, repair or alteration.
- c) No charge is made for any type of Household Waste
- d) Barriers prevent access to the Centres to all vehicles higher than 1.83 metres (6 feet) without a valid permit.
- e) A permit scheme allows Rotherham householders to use their own trailer or van to dispose of their household waste, providing the van is their only means of domestic transport.
- f) Permits are not issued to vehicles either registered to a company or sign written.
- g) No pedestrian access is allowed.
- h) Discretionary visits are allowed for householders to dispose of their waste in hired or borrowed vans.

7.3 The discretionary visit system (item ‘*h*’ above) was originally introduced to provide a solution for householders in exceptional situations such as clearing the house of a deceased relative or moving house. It was intended to cover circumstances in which a van had been hired or borrowed for the specific purpose, and where the vehicle would not normally be allowed a permit.

In practice, the discretionary visit system has proved very difficult to control, often misused by traders masquerading as householders, and illegally disposing of items originating from their business activity. This view is supported by both the number of discretionary visits allowed each year (2,712) and the multiple visits made by certain individuals.

7.4 It is proposed that the discretionary visit system continues to be offered to Rotherham’s householders for exceptional circumstances only (up to 2 occasions per annum). However, the booking system to be strengthened to deter traders.

Householders requesting a “one-off” visit using a hired van will be required to gain prior approval for the visit by contacting the Council’s Waste Management team. On visiting the HWRC they will also be required to show the Site Attendants the following documents:

- Hire Agreement (the hire period must not exceed 3 days)

- **Proof of Rotherham residency – such as a Council Tax statement or recent utility bill**
- **Site Attendants will undertake a visual check to ensure the waste being delivered is from a household.**

Householders requesting a “one-off” visit using a borrowed or a company van or their own van (which does not qualify for a book of permits, but is under the 3,500 GVW limit for the sites) will be required to gain prior approval for the visit by contacting the Council’s Waste Management team. On visiting the HWRC they will also be required to show the Site Attendants the following documents:

- **Letter of authorisation from the van owner (on business headed notepaper if a company van) or, in the case of their own van, the Vehicle Registration Certificate (Form V5C).**
- **Proof of Rotherham residency – such as a council tax statement or recent utility bill**
- **Site Attendants will undertake a visual check to ensure the waste being delivered is from a household.**

7.5 The vehicle access permit system (item ‘e’ above) has generally worked well. The intention of the permit scheme is to allow householders, who have a van for domestic use and don’t own a car, access to our HWRCs. It also allows householders to bring their own domestic waste to site using a car and trailer.

7.6 An analysis of the use of the permit system shows that, on average, a book of twelve permits has been lasting a householder two years. Only 40% of Permit Book holders apply for a renewal at the earliest opportunity after one year.

7.7 Although the Vehicle Access System is closely monitored, no system is infallible and some trade abuse will be occurring. Based on the requirements of the average household, the number of permits visits allowed in a year may be reduced without inconveniencing the genuine householder who drives a van in lieu of a car or uses a trailer with a car. The reduced number of visits will help to limit trade abuse of our sites.

The proposal is to reduce the maximum number of permit visits allowed for any authorised vehicle from twelve to six per annum.

7.8 Used car tyres have previously been accepted at all of our HWRCs, albeit restricted to two tyres per visit. Tyres are generally removed and disposed of by commercial garages, vehicle repair centres and vehicle dismantlers. Very few tyres originate from the “do-it-yourself” motorist. Therefore, it is suspected that many of the used tyres appearing on our HWRCs are originating from commercial activity.

7.9 **Tyres are not classified as Household Waste and it is proposed that we no longer accept them on our HWRCs.**

8. Finance

8.1 The estimated savings are anticipated from the displacement of Commercial Waste delivered illegally to the HWRCs.

Discretionary Visits Allowed per annum (based upon August 2011 to July 2012)		2,712		
Less Fly Tipping team		-40		
Sub Total		2,672		
Estimated average load per visit (tonnes)		1,000		
Total weight (tonnes)		2,672		
Saving from tighter enforcement of controls (tonnes)	33%	882	tonnes	
			<i>Rate/tonne (2013/14 level)</i>	<i>Cost per annum</i>
Of which, Residual (tonnes)	30%	265	£ 97.45	£ 25,778
Of which, Recycling (tonnes)	70%	617	£ 45.00	£ 27,775
Residual Haulage		882		£ 3,386
Estimated Saving from displaced Commercial Waste				£ 56,940

Number of Permit Visits made during the period August 2011 to July 2012					2,000
			<i>Rate/tonne (2013/14 level)</i>		
Estimated average load weight per visit	0.500	1,000			
		tonnes			
Residual	30%	300	£ 97.45	cost per tonne	
Recycling	70%	700	£ 45.00	cost per tonne	
		<u>1,000</u>			
Cost per annum					
Residual		£ 29,235			
Recycling		£ 31,500			
Residual Haulage		£ 3,840			
		<u>£ 64,575</u>			
Percentage of Permit Books Renewed Annually	40%				
Reduction in Number of Permits per Book	50% (12 to 6)				
Overall Percentage Saving	<u>20%</u>				
Estimated Saving from displaced Commercial Waste					£ 12,915
Tonnes of Used Car Tyres received at our HWRC,s during the Financial Year 2011/12					
		100			
Cost of treatment per tonne		£ 45.00			
Estimated Saving from displaced Commercial Waste					£ 4,500
Total Estimated Saving from displaced Commercial Waste					£ 74,355

9. Risks and Uncertainties

- 9.1** The stricter enforcement and realignment of our existing vehicle access systems will raise some customer complaints, which will need to be handled sensitively. Albeit a major proportion of these complaints may originate from local businesses who have become accustomed to circumventing the “no trade rule” to acquire free waste disposal at the expense of Rotherham’s Council Tax payers.
- 9.2** There is a risk that incidents of fly tipping may increase.
- 9.3** The level of saving is dependant upon the displaced Commercial Waste being prevented from entering our HWRCs by other means, for example, in cars or permitted vans. It is also not possible to estimate precisely the proportion of waste in previous discretionary visits which originated from genuine householders. Some of this waste will also continue to enter our HWRCs legitimately in cars and correctly permitted vans. An allowance for these unknown factors has been made by marking down the estimated savings.
- 9.4** If the proposals are not accepted, there would be a £75k (unfunded) pressure on the Waste Management account.

10. Policy and Performance Agenda Implications

- 10.1** All businesses have a legal duty of care to dispose of their waste safely and correctly. Our HWRCs are intended for use by householders only. Any Commercial Waste entering those Centres will not be supported by the necessary legal documentation (Controlled Waste Transfer Note) and will not allow the business to comply with their statutory duty.
- 10.2** Preventing Commercial Waste from entering our HWRCs benefits Rotherham Council Tax payers who would otherwise be subsidising the operational costs of irresponsible businesses.
- 10.3** Reducing the number of commercial vehicles allowed on the HWRCs will ease congestion and make the Centres a safer and more convenient place for householders to use.

11. Background Papers and Consultation

- 11.1** This report does not seek to introduce new policies, but does require the stricter enforcement and strengthening of existing ones. To keep expenditure within a reducing level of budget and provide less congested and safer sites for genuine householders.
- 11.2** This report has been checked by the EDS Finance team.
- 11.3** APPENDIX A - Equalities Impact Assessment (EIA)
- 11.4** APPENDIX B – Household Waste Recycling Centres – Summary Access Policy

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Equalities Impact Assessment (EIA)

APPENDIX A

Completed equality analysis	Key findings	Future actions
<p>Directorate: EDS Streetpride</p> <p>Function, policy or proposal name: Household Waste Recycling Centres (HWRC)</p> <p>Function or policy status: Changing</p> <p>Name of lead officer completing the assessment: David Hill</p> <p>Date of assessment:: February 2013</p>	<p>Aim: To achieve the required budgetary savings whilst maintaining the same number of Centres and opening times for use by Rotherham householders.</p> <p>The Council has a statutory duty to provide a place for Rotherham householders to deposit their own domestic waste. There is no duty to receive Commercial Waste at the HWRC's.</p> <p>Key Points:</p> <ul style="list-style-type: none"> - The Vehicle Access Permit System is being adjusted to reduce the maximum number of permit visits per annum from 12 to 6, still making provision for genuine householders whilst helping to prevent Commercial Waste illegally entering the HWRC's - A stricter enforcement of Discretionary Visits to deter illegal disposal of commercial waste. - Car tyres no longer accepted as they are not household waste.. <p>All household user groups will benefit through the continued availability of less congested and safer sites.</p> <p>Site Attendants will continue to provide assistance to anyone having difficulty handling larger items or with signage on site.</p>	<p>Waste Management will continue to provide other services alongside of the HWRC's to provide a comprehensive service for all community groups:</p> <ul style="list-style-type: none"> - Bulky item collections with a discount offered to Rothercard holders - Kerbside collection of recyclable materials - Kerbside green waste collections <p>Recycling bring sites across the borough.</p> <p>The HWRC access policy will be promoted to all user groups through leaflets, roadshows, RMBC website and the Waste Management telephone helpline 01709 823054.</p> <p>Monitoring: A Customer Satisfaction Survey will be undertaken to monitor the impact of the changes to the existing policy on all community groups.</p>

**Household Waste Recycling Centres
Summary – Vehicle Access Permit Policy**

APPENDIX B

Category	Allowed on site	Permit required
Domestic Vehicle (Car & Estate Car)	YES	NO
People Carrier / 4 x 4 (without pick up) with windows and seats in the back	YES	NO
Camper Van with windows and fittings in the back	YES	NO
People Carrier / Camper Van / 4 x 4 with seats/fittings removed from the back	YES	YES
Mini Bus	YES	YES
4 x 4 (with pick up)	YES	YES
Car with Trailer	YES	YES
Small Van / Transit Van	YES	YES
Any Vehicle over 3,500 kg GVW including Box/Luton Van /Pick up / Flat Bed Truck	NO	N/A
Any Sign Written Vehicle	NO	N/A
Any Vehicle Registered to a Business	NO	N/A
Any Agricultural Vehicle (Tractor / Horse Box / Livestock Trailer)	NO	N/A
Any Vehicle carrying Commercial Waste / Building Waste/Used Tyres	NO	N/A
Pedestrian carrying waste on to site	NO	N/A