

Household Waste Recycling Centres – Controls and Permits

Summary

1. The purpose of this report is to ask Members to consider introducing a permits scheme to help control trailers and the size of vehicles using the Council's Household Waste Recycling Centres. This consideration is to reduce the level of illegal trade waste disposal and limit the amount of construction and demolition waste that can be disposed of at the sites. Other than for demolition waste there will be no consideration of restricting the use by family –type cars.

Background

2. As a Waste Disposal Authority, the City of York Council has a duty under the Environmental Protection Act 1990 (Part II Section 51 (1)(b)) to arrange for places to be provided at which persons resident in its area may deposit their household waste. This duty is discharged by the provision of household waste recycling centres (HWRCs) at Hazel Court, Beckfield Lane and Towthorpe.
3. City of York Council has to achieve statutory waste management targets for the recycling and composting of household waste, and for diverting biodegradable municipal waste from landfill. More than 27% of the total municipal waste dealt with by the local authority is handled at the HWRCs and these facilities therefore have a very significant role in helping to meet these targets.
4. In 2007/08 the total amount of waste delivered to the York sites was approximately 30,000 tonnes. An average recycling and composting rate of 69.3% was achieved at the 3 sites. The increase in recycling and composting rates at the sites has been due to a number of factors including the opening of a new site at Hazel Court site in April 2006, improvement work carried out at the other 2 HWRCs and a new sites management contract which started in 2006.

5. At Hazel Court HWRC traders are also allowed to deliver small quantities of commercial waste. This is a chargeable service and traders need to have the correct documentation from the Environment Agency to be able to use the disposal facilities at the site. Traders are encouraged to recycle and compost as much of their waste as possible and to maximise this there is a differential charging system in place where it is cheaper to recycle waste than sending it to landfill.
6. In recent years the amount of people using vans, pick-up trucks, commercial vehicles and trailers to deliver large quantities of waste to the sites has significantly increased. The use of such vehicles and trailers often pose health and safety risks to other site users through congestion with customers suffering delays and inconvenience.
7. In addition, it is considered that a significant proportion of waste being delivered in such vehicles is commercial/trade waste being disposed of illegally under the guise of household waste.
8. Each of the sites provides a facility for householders to dispose of construction and demolition waste from small DIY jobs. Increasingly large amounts of this waste are being brought into the sites. Much of this waste is thought to be coming from large building improvement repair and alteration projects (including commercial sources) where it would be more appropriate to hire skips. As this is classed as industrial waste there is no legal responsibility for this waste to be accepted at sites.
9. Many Waste Disposal Authorities (WDAs) have introduced policies to deal with these sort of issues. Most recently North Yorkshire County Council (NYCC) implemented a range of measures to restrict the size of vehicles using their HWRCs and to combat the illegal disposal of trade waste. It is anticipated that there will be a adverse knock on effect in York as some former NYCC customers seek to use York's HWRCs.
10. Site staff time is wasted dealing with all of these issues and this reduces the standard of customer service being provided. There is also a negative impact on recycling and composting performance. It is important that these negative aspects of service delivery are addressed.
11. The Waste Management Strategy 2007/2008 - 2013/2014 report that was approved in October 2007, set out the reasoning for looking at 'specific policies for acceptance of waste from non York residents at household waste recycling centres, limiting the amount of waste taken to household waste recycling centres by residents (permits system) and developing an integrated enforcement policy'. It was resolved at this meeting that officers would provide further reports on these items.
12. This report deals with introducing a permits scheme to help control the size of vehicles using sites, reduce the level of illegal trade waste disposal and limit the amount of construction and demolition waste that can be disposed of at sites.

Consultation

13. Regular meetings with Yorwaste, the contractor responsible for the day to day running of the sites, has identified a number of issues impacting on the performance and smooth running of the HWRCs. These issues include the increasing size of vehicles and trailers using the sites, growth in illegal disposal of trade waste and increasing amounts of construction and demolition waste being brought into sites.

Options

The options for Members to consider are:

14. **Option 1 - Permit scheme for vehicles and trailers**

This option place restrictions on the size of vehicles and trailers using HWRCs. Full details of this proposal are included in Annex 1 but the key elements are shown below.

Vehicles

Customers using family cars, 4x4s, estate cars or people carriers without a trailer or pick up will not need to apply for permits to use the HWRCs, and there will be no restriction in their use, other than for demolition type waste (see option 2 below).

Larger vehicles will however be subject to the permits scheme and will include:

- 4x4s with a pick up
- Family Cars with trailer up to 1.8m x 1.2m
- Small van with or without a trailer
- Transit-type van without a trailer
- Mini bus without a trailer
- Camper vans without a trailer

As there are height barriers in use at Beckfield Lane and Towthorpe the size of some of these vehicles means that they will only be able to gain access to Hazel Court via the trade waste lane.

Vehicles larger than those specified above, such as Luton vans, pick ups (excluding 4x4 type) will only be able to use Hazel Court HWRC on weekdays between 15.00 and closing time.

Vehicles with a Gross Vehicle weight (GVW) of more than 3.5 tonnes, horse boxes and trailers larger than 3m x 1.8m will not be allowed access to any site.

Trailers

Customers using any trailer up to 1.8m x 1.2m will need to apply for permits.

Vehicles using trailers larger than 1.8m x 1.2m up to a maximum size of 3m x 1.8m will only be able to use Hazel Court HWRC on weekdays between 15.00 and closing time.

Permits

A maximum of 12 permits per calendar year will be available to successful applicants. It will be possible to apply for additional permits once the initial allocation of 12 permits has been used but this process will be strictly controlled.

Concessionary Visits

It is recognised that customers might occasionally need to use a site with a van, eg. clearing a house following the death of a relative. On such occasions it is proposed that a one off concessionary visit will be available. These instances will be assessed on a case by case basis and recorded.

Implementation Timetable

Proposed timetable for implementation is detailed below:

Month	Work
September 2008	Report to Members
October 2008	Staff training, York Customer Centre and Site Staff
November 2008 to January 2009	Communication and Publicity of new scheme
Week Commencing: <u>9 February 2009</u>	Implementation of permits scheme at all HWRCs.

15. **Option 2 – Limiting quantity of construction and demolition waste**

This option places restrictions on the amount of construction and demolition waste that householders can bring to HWRCs. Full details of the proposal are included in Annex 2.

Customers will not be allowed to bring more than the equivalent of 2 full car boot loads of rubble each month. This is consistent with North Yorkshire County Councils policy on Construction and Demolition Waste.

There will be no restrictions on the amount of soil brought into the sites.

The proposed timetable for implementation is the same as that detailed for Option 1.

16. **Option 3 - Do nothing**

This option would mean that no changes are made to the current methods of operating the HWRCs.

Analysis

17. **Option 1 - Permit scheme for vehicles and trailers**

Implementation of the permit scheme will have the following advantages:

- Improve health and safety on sites by reducing congestion and delays for customers.
- Reduce the illegal disposal of trade waste.
- Improve standard of customer care by reducing amount of staff time wasted dealing with vehicle issues.
- Improve recycling and composting performance on sites.
- Reduce the amount of residual waste being delivered to sites by 5% (920 tonnes)

18. **Option 2 - Limiting quantity of construction and demolition waste**

Implementation of restrictions limiting quantity of construction and demolition waste will have the following advantages:

- Improve health and safety on sites by reducing congestion and delays for customers.
- Reduce the illegal disposal of trade waste.
- Improve standard of customer care by reducing amount of staff time wasted dealing with vehicle issues.
- Improve recycling and composting performance on sites.
- Reduce the amount of construction and demolition waste being delivered to sites by up to 10% (590 tonnes)

19. **Option 3 – Do nothing**

The consequences of not implementing Options 1 and 2 will be:

- Further deterioration in health and safety on sites by increasing levels of congestion and delays for customers.
- Illegal disposal of trade waste will increase as waste disposal costs continue to rise.
- Decreasing standards of customer care.
- Difficulty in improving recycling and composting performance.

Corporate Priorities

20. The approval of these policies will contribute to the Council's corporate priority:
 - Decrease the tonnage of biodegradable waste and recyclable products going to landfill

Implications

The implications of the proposals are detailed below:

21. **Financial** - Option 1 includes the establishment of a full time administrative post to help operate the permits scheme. This can be funded from savings made through reducing the illegal disposal of trade waste.
22. **Human Resources (HR)** - Option 1 includes the establishment of a full time administrative post to help operate the permits scheme.
23. **Equalities** - An Equality Impact Assessment has been carried out for these policies.
24. **Legal** - There are no legal implications.
25. **Crime and Disorder** - There are no crime and disorder implications.
26. **Information Technology (IT)** - There will be a need to purchase a database to be able to administrate the permit system.
27. **Property** - There are no implications for property in this report.
28. **Other** - Implications for harm to the environment through flytipping have been discussed with the Environment and Enforcement Manager.

Risk Management

29. Experience elsewhere suggests that introduction of permit schemes such as detailed in this report requires good communication in order to minimise any adverse impact on users. There is some risk of increased fly tipping, however, good advance promotion of the scheme coupled with active enforcement will minimise this potential impact.

Recommendations

30. Members are asked to approve Options 1 and 2

1) **Option 1 - Approve the Household Waste Recycling Centres - Vehicles and Trailers Permit Scheme Policy**

Reason: To allow the implementation of the permit scheme at all HWRCs within York

2) **Option 2 - Approve the Household Waste Recycling Centres Construction and Demolition Waste Policy**

Reason: To allow the implementation of restrictions on the amount of construction and demolition waste entering all 3 HWRCs in York.

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Report Approved **Date** 10/9/08

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Specialist Implications Officer(s) *List information for all*

Rachel Buxton, Waste Strategy Officer

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

- Waste Management Strategy 2007/2008 - 2013/2014 Executive Report.
- Waste Management Strategy 2008/2014 - Refresh

Annexes

Annex 1 - Permit Scheme for Vehicles and Trailers

Annex 2 - Limiting Quantities of Construction and Demolition Waste