

Report subject	HWRC Policies Alignment
Meeting date	16 December 2020
Status	Public Report
Executive summary	<p>Since the formation of BCP Council in April 2019 it has been known that within waste services, there are some Household Waste Recycling Centre (HWRC) operating policies that need to be aligned between the three legacy Councils.</p> <p>All three HWRC sites can be used by any BCP resident (and businesses at Millhams Lane & Nuffield Road), so it is important to have common policies in place to avoid misunderstandings which can lead to complaints and confrontation at the sites.</p> <p>The policies contained in this paper are only those where a difference exists currently and, alignment is required.</p>
Recommendations	<p>It is RECOMMENDED that:</p> <p>Cabinet approves the following policy amendments:</p> <p>a) Charity waste acceptance policy</p> <p>Extension of the Charity Permit Scheme currently in operation in Poole (Nuffield) to:</p> <ol style="list-style-type: none"> I. Bournemouth charities and allow them to tip at either Millhams or Nuffield; and II. Christchurch charities and allow them to tip at either Millhams or Nuffield (as Wilverley Road has no weighbridge), <p>provided always that permits would only be issued to charities if they meet one of the following criteria:</p> <ul style="list-style-type: none"> ○ they have a retail presence in the BCP area, when only one permit per town may be issued (irrespective of the number of shops they have in each town) i.e. maximum of 3 permits; or ○ they are a local charity with a registered office that is in the BCP area and can prove their waste

	<p>is donated household waste.</p> <p>b) Van permit scheme</p> <ul style="list-style-type: none"> I. Bringing Wilverley Road in line with Millhams/Nuffield by restricting householders whose only vehicle is a van, to 6 visits per annum with a minimum renewal period of 12 months. II. Bringing Millhams/Nuffield in line with Wilverley Road by offering a Limited Entry permit that allows a householder up to 3 visits using their van, where they also own a car with a minimum renewal period of 12 months. III. Allowing permit holders to use Wilverley Road at weekends and Bank Holidays. IV. Using the Wilverley Road criteria for Dual Cab pick-ups which classify them as a car (currently classed as van for Millhams/Nuffield) and to continue to class Single Cab pick-ups as vans. V. Using the Wilverley Road description of vehicles excluded from the scheme as this includes agricultural vehicles and tippers. <p>c) Opening hours</p> <ul style="list-style-type: none"> I. Retaining the current opening hours. <p>d) Chargeable waste</p> <ul style="list-style-type: none"> I. Extending the charge made at Wilverley Road for window/door glass, shower screen/panel and greenhouse glass to Millhams/Nuffield II. Delegating authority to agree annual price reviews for chargeable waste to the Service Director in consultation with the Portfolio Holder. <p>e) Pedestrian access</p> <ul style="list-style-type: none"> I. wording (as set out in 6.b) to be added to webpages to explain pedestrian access to the HWRCs.
Reason for recommendations	To align HWRC policies between the three legacy council areas.

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Wards	Council-wide
Classification	For Recommendation and Decision

1. HWRC Policy background

Since the formation of BCP Council in April 2019 it has been known that within waste services, there are some Household Waste Recycling Centre (HWRC) operating policies that need to be aligned between the three legacy Councils.

The Council operates three HWRCs: Millhams Lane (Bournemouth), Wilverley Road (Christchurch) and Nuffield Road (Poole). Millhams Lane and Nuffield Road sites have weighbridges which enable a Commercial Waste service to operate. (This service runs in a separate area of the site to where residents access the site to tip their waste.) Wilverley Road does not have a weighbridge and therefore, is only open for residents to dispose of their waste.

All three HWRC sites can be used by any BCP resident (and businesses at Millhams Lane & Nuffield Road), so it is important to have common policies in place to avoid misunderstandings which can lead to complaints and confrontation at the sites.

The policies contained in this paper are only those where a difference exists currently, and alignment is required.

2. HWRC Charity waste acceptance policy

a. Background

The Controlled Waste (England and Wales) Regulations 2012 set out the classification for charity waste. The regulations state that; a) waste from 'A charity shop selling donated goods originating from domestic property' is classed as 'household waste' and b) waste from 'Premises occupied by a charity and wholly or mainly used for charitable purposes' is classed as commercial waste'.

In our experience, if charities had uncontrolled access to the HWRC we would not just receive waste that had originated from a domestic property. The waste tipped would include, for example, waste from office/shop refurbishments. Therefore, we believe it is vital to have a policy that recognises the good work that charity shops do in preventing waste from going to landfill but also offers a check on the waste that is tipped for free.

a. Current status

The current status by site, is as follows:

Site	Current policy	Annual number of free tips
Millhams Lane	Manual charity permits are issued on request by charities, based on historical criteria provided and they have a retail presence in Bournemouth.	Up to 2 tips per month, every 3 months. Up to 24 free tips per year.
Wilverley Road	No charities are allowed onto site, as there is no weighbridge to weigh the waste.	N/A
Nuffield Road	System generated charity permit (policy was introduced in January 2017) issued to charities for donated household waste and who have a retail presence in Poole.	Up to 6 free tips per year.

NB. For any charity waste tipped at Millhams Lane/Nuffield Road after the free tips have been used, is charged at the tipping rate charged to the Council to dispose of waste. There is no financial surplus generated by this scheme to the Council.

b. Recommendation

- Extend the Charity Permit Scheme currently in operation in Poole (Nuffield) to Bournemouth Charities and allow them to tip at either Millhams or Nuffield
- Extend the Charity Permit Scheme currently in operation in Poole (Nuffield) to Christchurch charities. However, as Wilverley Road does not have a weighbridge, Christchurch charities would have to tip at either Millhams or Nuffield
- Permits would only be issued to charities if they meet one of the following criteria:
 - i. If they have a retail presence in the BCP area limited to one permit per town (irrespective of the number of shops they have in each town) i.e. maximum of 3 permits
 - ii. A local charity with a registered office that is in the BCP area and can prove their waste is donated household waste.

2. HWRC Van permit scheme

a. Background

The Council has a statutory duty to provide a disposal facility for householders to dispose of their household waste. Due to cost of disposal, tradespeople will try to 'pass-off' their trade waste as household waste at the HWRCs. The van permit scheme was introduced to allow residents whose only vehicle is a van to have access to HWRCs. There are approx. 2,500 permits issued for use at Millhams/Nuffield compared to 289 permits in use at Wilverley Road.

b. Current position

- Millhams/Nuffield operate the same scheme:
 - i. Permits are issued to householders whose van is their only vehicle (subject to meeting van/size criteria) that allows 6 visits with a minimum period for renewal of 12 months
- Wilverley Road operate a slightly different scheme (introduced when DWP had responsibility for the site)
 - i. Permits (called Sole User) are issued to householders whose van is their only vehicle (subject to meeting van/size criteria) that allows unlimited entry with no renewal required. These permits do not allow holders to access the site at weekend/Bank Holidays
 - ii. Permits (called Limited Entry) if a householder also owns a car. The Limited Entry permit allows up to 3 visits with a minimum period for renewal of 12 months. These permits do not allow holders to access the site at weekend/Bank Holidays

c. Recommendation

- To bring Wilverley Road in line with Millhams/Nuffield and restrict the number of visits to the householders whose only vehicle is a van to 6 with a minimum renewal period of 12 months
- To bring Millhams/Nuffield in line with Wilverley Road and offer a Limited Entry permit that allows up to 3 visits with a minimum renewal period of 12 months where a householder also owns a car
- To allow permit holders to use Wilverley Road at weekends and Bank Holidays
- We recommend using the Wilverley Road criteria for Dual Cab pick-ups which classify them as a car (currently classed as van for Millhams/Nuffield) and to continue to class Single Cab pick-ups as vans (see Appendix 1 for examples of Single and Dual Cab Pick-ups)
- We recommend using the Wilverley Road description of vehicles excluded from the scheme as this includes agricultural vehicles and tippers. (see Appendix 2 for comparison of the two current vehicle exclusions)

3. HWRC Opening hours

a. Current position

There is a slight difference to the opening hours between the sites:

	Millhams/Nuffield	Wilverley Road
Days per week	7	7
Hours - Apr to Sept	09:00 to 17:00	09:00 to 18:00
Hours - Oct to Mar	09:00 to 16:00	10:00 to 16:00

All sites are closed Christmas Day, Boxing Day and New Year's Day.

b. Recommendation

To retain the current opening hours. This allows:

- i. residents who normally use Millhams/Nuffield who want to visit later in Summer to use Wilverley Road.
- ii. residents who normally use Wilverley Road who want to visit earlier in Winter to use Millhams/Nuffield.

4. HWRC Chargeable waste

a. Current position

Charges were introduced at the HWRCs for waste that is not classified as household waste e.g. DIY waste, gas canisters. The charges in place at all sites are the same except at Wilverley Road, they charge £1.50 per bag/item for window/door glass, shower screen/panel and greenhouse glass.

b. Recommendation

- To extend the charge made at Wilverley Road for window/door glass, shower screen/panel and greenhouse glass to Millhams/Nuffield
- To delegate authority to agree annual price reviews for chargeable waste to the Service Director in consultation with the Portfolio Holder.

5. HWRC Pedestrian access

a. Current position

There is currently no written policy for pedestrian access to the HWRCs i.e. on foot or with a bicycle. Given the location of the sites the number of residents visiting the site not in a motor vehicle is very low. However, recognising the increased use of sustainable travel e.g. bicycles it is necessary to include a statement on the website. There is no safe pedestrian route on the sites and pedestrians need to be accompanied by a member of site staff.

b. Recommendation

To add the following wording to the HWRC webpages:

Pedestrians (on foot or on a bicycle) are allowed to bring waste to the site but must report at the security gate and provide the appropriate evidence of BCP residency. Pedestrians must follow the guidance of site staff at all times. Pedestrians cannot bring waste onto the site that they cannot carry themselves and is no larger than a

bin bag/rucksack. Pedestrian access is not allowed by residents driving to the site, parking outside the site and taking their waste in on foot.

6. Summary of financial implications

The alignment of the HWRC policies is an operational issue and there are no capital or staffing costs being incurred. It is hard to quantify any tangible benefit, although, as there will no longer be a need to print site-specific permits/letters/postcards (as policies are aligned) there may be a small benefit to the Council. In addition, the introduction of a charge in Millhams/Nuffield for disposal of sheet glass will provide a small income benefit but again this is hard to quantify as there is no guarantee of the volumes of sheet glass that will be brought to the sites.

7. Summary of legal implications

Section 51 of the Environmental Protection Act 1990 requires local authorities (as waste disposal authorities) to provide household waste recycling centres where householders can dispose of their household waste freely.

The Council may not charge householders for the deposit of household waste or for entry to a household waste recycling centre pursuant to the The Local Authorities (Prohibition of Charging Residents to Deposit Household Waste) Order 2015 and The Local Government (Prohibition of Charges at Household Waste Recycling Centres) (England) Order 2015. Accordingly, the power to levy discretionary charges pursuant to section 93 of the Local Government Act 2003 is disappplied.

Any amendment to the Council's policies should be reviewed in line with the relevant statutory requirements in each case, any general non-statutory duty to consult and with due regard to the Council's public sector equality duty pursuant to section 149 of the Equality Act 2010. In compliance with that duty, the Council must consider whether the proposals are likely to have any impacts on those who may have relevant protected characteristics

8. Summary of human resources implications

Apart from briefing site staff on the changes to the HWRC policies, there are no human resources implications arising from this report.

9. Summary of sustainability impact

Policies alignment will not introduce new policies, simply align services across HWRC sites. Parity of service should encourage use of HWRCs through consistency of service provision.

The alignment of policies will enable efficiencies of scale with regards to marketing materials, officer time in making website changes etc.

With regard to the van permit policy, alignment of the policy will benefit some HWRC users but may reduce accessibility for a small number of van users. As a result, there will need to be engagement with HWRC users to explain reasoning for policy amendments i.e. parity of service, reduction in illegally tipped commercial waste.

Decision Impact Assessment (DIA) ID: 172

10. Summary of public health implications

There are no public health implications with the recommended alignment of the HWRC policies.

11. Summary of equality implications

Communication of the recommended changes will be key to ensure that all service users understand what is changing and how it affects them.

Therefore, a communications plan will be drawn up to run from February 2021 to April 2021 (date when planned changes commence).

To assist individuals who have a low income meaning little availability for spending on non-essential items such as disposal charges for specific waste materials, we will add a list of alternative local disposal locations and other disposal routes i.e. skips, hippo bags, on the Council website and at HWRC sites. Waste can also be disposed of for a small fee via the commercial weighbridge at Millhams and Nuffield HWRCs.

12. Summary of risk assessment

Failure to align HWRC policies across the three legacy council areas will result in additional costs in providing different levels of service, as well as mixed communications to different areas of BCP Council, resulting in an inefficient service, confusion and frustration for residents.

Background papers

None

Appendices

Appendix 1 - Examples of Single and Dual Cab Pick-ups

Appendix 2 - Comparison of current vehicle restrictions at Wilverley Road and at Millhams Lane/Nuffield Road

Appendix 3 – DIA Report 172