

Detailed Report of the Director of Director of Environment

Preliminary Executive Board

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Household Waste Recycling Centres Policy Report

Head of Service & Designation. Ainsley Williams Head of Waste and Environmental Services	Directorate Environment	Telephone No. 01267 224500
Author & Designation Daniel John Environmental Services Manager	Directorate Environment	Telephone No 01267 225131

DETAILED REPORT.

1. Introduction & Background

Carmarthenshire County Council provides waste services to approximately 89,000 households and offers a fortnightly residual black waste collection and co-mingled kerbside recycling service as well as a weekly food collection. Kerbside bulky and garden waste are also offered as chargeable services. In addition to the kerbside collection service, the Council provide four Household Waste Recycling Centres located at Whitland, Wernddu, Nanycaws and Trostre. A fifth site, located in Llangadog closed in March 2017. The future provision potential for a fifth site will be covered in a separate report.

In 2016-17 Carmarthenshire County Council was exceeding the Welsh Government 2019/20 recycling target of 64% with an overall recycling rate of 66%. However, due to changes in our disposal arrangements for our residual waste, reclassification of some wood recycling, and increased residual waste deposited at Household Waste Recycling Centres (HWRC) this performance has now dropped to 61% in the first two quarters of 2018-19.

This means at present there is a significant risk of not meeting the statutory recycling target of 64% in 2019/20 and therefore being potentially exposed to significant financial penalties from Welsh Government.

In the absence of any other developments, major changes to the way the service operates will be required to meet the targets of 64% in 2019-20 and 70% by 2024-25, with officials from Welsh Government already proposing the introduction of more challenging targets beyond this timescale.

In order to address this challenge a Household Waste Recycling Centre review has been undertaken to assess options available to the Authority for achieving both cost savings and improved recycling performance.

2. Site Performance

At present the overall recycling rate for our facilities is on average 68%. The total waste received per household through the HWRCs in Carmarthenshire is amongst the highest across Wales. This means the recycling performance of our HWRC's has a greater effect on our overall recycling rate than many other Welsh authorities. Therefore, ensuring high performing sites is essential to increasing our overall recycling rate.

From analysis it can be seen that:

- From 2015/16 onwards significant increases in waste arisings are being experienced across the network.
- Total residual (non-recyclable) waste deposited at HWRCs has increased by over 5,000 tonnes since 2014/15 an increase of 126%.
- HWRC Recycling performance has decreased from 76.6% in 2015/16 to 68.25% 2018/19.

There are three main factors relating to the type and quantity of waste disposed of at the HWRCs

that in turn affects our overall recycling performance:

- Commercial waste.
- Waste from neighbouring counties.
- Recyclable waste not being segregated and simply deposited in black bags.

3. Site Performance Factors

3.1 Commercial Waste

It has been identified that a number of commercial vehicles, thought to be depositing waste of commercial origin were observed using the facilities, with up to 30 commercial vehicles per hour using the Trostre facility witnessed. With this level of usage, commercial waste has significant contribution to the overall HWRC arisings.

Carmarthenshire's HWRC facilities are for the purpose of residents in the County to dispose of household waste. At present commercial waste enters the site unchecked and the following problems arise:

- Congestion on site, which may deter householders and create safety concerns;
- additional site demand and increased service vehicles being required on site incurring additional cost;
- costs of additional disposal;
- effects on the morale of site staff when they know it is difficult to manage the situation and they have great difficulty in taking preventative action.
- Commercial waste not being segregated into different recyclable streams, thereby affecting the recycling rate of the site.

All of these factors mean that commercial waste should be controlled. If commercial waste remains unchecked, other measures to improve the efficiency of the site are likely to be less effective.

These controls will take the form of an assessment of waste within vehicles entering the site by personnel together with controls on the type of vehicle entering the facility.

3.2 Waste from neighbouring counties

Current legislation stipulates local authorities will provide 'free access for local residents to household waste recycling centres to deposit household waste and recycling'. However, following the introduction of tighter restrictions across Swansea's HWRC network during 2016. In which residual waste was prohibited from a number of sites and residual waste sorting implemented at another, Carmarthenshire has experienced significant increases in wastes deposited at CCC HWRC facilities.

As a result of their restrictions Swansea have witnessed an 8,700t overall annual reduction of residual waste deposited at their HWRCs. A decrease of similar magnitude to the increase in material seen at Carmarthenshire's HWRC network over the same period.

Whilst it is impossible to say with any certainty that the increase in Carmarthenshire is a direct result of material being displaced from the Swansea region it is believed that there is partial correlation.

Analysis undertaken suggests approximately 18,000 households and wider neighbouring Authorities have a Carmarthenshire facility as their nearest HWRC. It can be assumed that

these neighbouring household users may present up to 1,600t of residual waste at our facilities per year at a cost for disposal in the region of £190k.

In order to reduce costs and increase recycling performance targets it is proposed that the use of CCC HWRCs by 'non-local' residents is prohibited.

3.3 Recyclable waste

As previously indicated it can be seen that the total residual waste deposited at sites has increased significantly over recent years.

Whilst controls on commercial use and non-resident use would almost certainly result in a reduction to residual waste, further action to address the amount of residual waste entering the site is necessary.

The 2017 compositional analysis of CCC's HWRC residual waste suggests that more than 60% of residual waste material currently disposed is potentially recyclable, with nearly 42% being recyclable via facilities currently available at HWRC.

If it is assumed that half of the potentially recyclable materials within the remaining residual waste legitimately entering the site were diverted, an additional 1,960 tonnes could be recycled, which represents an increase to the HWRC recycling rate of around 6% and an increase to the overall recycling rate for the authority of around 2%. The estimated savings of a 50% increased recycling capture would be in the region of £200,000 per year.

4. Opening Times

The HWRC's currently operate spring/summer and autumn/winter opening times.

April – September: 8.30am – 7.00pm.

October – March: 8.30am – 5.00pm.

Site user numbers were monitored from July 18 – October 18 to establish level of site usage and vehicle throughput.

Month/Time	Average No. Vehicles	Daily Percentage
July (Summer Hours)		
8.30 – 9.30am	86	11.3%
5 – 6pm	33	4.3%
6 – 7pm	24	3.1%
August (Summer Hours)		
8.30 – 9.30am	60	7.2%
5 – 6pm	51	5.7%
6 – 7pm	42	4.7%
September (Summer Hours)		
8.30 – 9.30am	64	8.2%
5 – 6pm	56	8.0%
6 – 7pm	39	5.2%
October (Winter Hours)		
8.30 – 9.30am	74	10.00%
4 – 5pm	65	8.7%

Due to the significantly reduced site usage between 6 -7pm in summer and 4-5pm in winter it is proposed to reduce the spring/summer opening times to 8.30am – 6.00pm (1-hour reduction) and autumn/winter opening times to 8.30am – 4.00pm (1-hour reduction).

In undertaking this 1-hour reduction over a 12-month period would result in cost savings in the region of £40,000.

5. Recommendations including Savings and impact

Given the extent of increased waste, particularly residual waste, as a result of suspected commercial activity, use non-Carmarthenshire residents and a reluctance to recycle in general terms, the high level recommendations are as follows:

Intervention	Planned date	Additional Cost	Potential Savings	Potential Net Savings
Reduction in site opening times by one hour per day	April 2019	-	£40,000	£40,000
Ban commercial waste and divert via CWM Environmental Ltd.'s commercial route at Nantycaws	April 2019	£190,000 (additional staffing personnel across the sites)	£300,000	£110,000
Residency checks are conducted at HWRCs to ensure only Carmarthenshire residents use the sites.	From April 2019			
Introduce a permit system whereby some private vans can use the HWRCs for domestic purposes through a permit scheme (12 permits a year is recommended).	June 2019			

*Vehicle Permit Proposal in Appendix 1				
Controls on residual waste is implemented through restrictions and checks on what is brought in to site. Provide areas for residents to segregate black bag waste into appropriate receptacles for recyclable materials.	From Oct 2019	£75,000	£200,000	£125,000
TOTAL	-	£265,000	£540,000	£275,000

Through the implementation of proposed policies it has been modelled that the impact on Carmarthenshire's recycling rates are likely to lead to a 4.1 percentage point increase. Financial benefit is likely to be realised through savings in the region of £110,000 per year from reducing trade and cross border use. In addition, a further £125,000 per year could be achieved from increased diversion and recycling of residual waste by sorting on site and a £40,000 saving from reduced operating times.

6. Summary

It is recommended that the following proposals are implemented as set out:

- Reduce opening hours by 1 hour each day – 1st April 2019.
- Ban on commercial waste at HWRC's – 1st April 2019.
- Residency checks – phased from 1st April 2019.
- Permit system – June 2019 (see Appendix A relating to vehicle types).
- Black Bag sorting – phased from 1st October 2019.

If the proposed policies are adopted this could lead to a 4.1% increase in our overall recycling rate and a potential net saving to the waste budget of approximately £275k for reinvestment into other initiatives to further increase recycling.

1. FEEDBACK FROM CONSULTATIONS UNDERTAKEN

1. SCRUTINY COMMITTEE – to be consulted:
Environmental and Public Protection Scrutiny Committee, 22/2/2019
2. LOCAL MEMBER (S) - N/A
3. COMMUNITY TOWN COUNCIL (S) - N/A
4. RELEVANT PARTNERS – CWM Environmental Ltd.

2. LIST OF BACKGROUND PAPERS USED IN THE PREPARATION OF THE REPORT

Title of Document	File Ref No.	Where available for public inspection