

**Review of Access to and
Provision of Household Waste
Recycling Centres**

**Key Decision Ref: NS/08/11
MTFP Ref: NS13.01**

**Report of Corporate Management Team
Terry Collins, Corporate Director, Neighbourhood Services
Councillor Bob Young, Cabinet Portfolio Holder for Strategic
Environment**

Purpose of the Report

1. To inform Cabinet of the results of the review of Household Waste Recycling Centre (HWRC) provision.
2. To seek approval to commence a process of public consultation on the changes recommended in the review, including a reduction in the number of sites; the introduction of a mobile provision in certain areas and changes to the access policies relating to this provision.

Background

3. Durham County Council has a statutory duty under the Environmental Protection Act 1990 section 51 to provide places for the disposal of household waste that are reasonably accessible and free of charge. Section 51 does not specify the number of facilities required. There are currently 15 HWRCs within the county, contracted to Premier Waste Management Ltd. for their management and maintenance. Premier chooses to sub-contract the management of these sites to ten sub-contractors who individually hold contracts for one or more of the sites. A map depicting the location of these sites can be found in Appendix 2.
4. Many HWRCs are located next to old landfill sites as historically they were provided as public access points for waste disposal associated with the operational landfill of this waste. Many of these HWRCs remain open today while the adjacent landfills are closed and the site has been restored. Some of these have been in existence since the 1980's and are no longer in line with current planning, legal and environmental requirements. Some sites are very small, are "landlocked" (not able to be expanded) and do not meet current environmental and health and safety standards. These need to be assessed for future suitability.

5. With the increasing demands for providing recycling facilities, the sites have had to develop from initially being a couple of open skips to providing a maximised recycling service. This consequently led to increased pressure on the footprint of these sites.

In 2003/4 ten of the existing sites were significantly upgraded utilising Department for Environment Food and Rural Affairs (DEFRA) funding amounting to £1.4 million. Further essential health and safety related upgrades were carried out in 2010/11.

6. The present condition of these sites, the constraints of the Medium Term Financial Plan and the impending procurement exercise provide the opportunity for the council to re-examine current HWRC service provision. These drivers exist nationally, with many authorities conducting similar reviews which have been recently publicised in the media.

Scope of the HWRC Review

7. The review of the HWRC service is presented in two parts. The first part is an infrastructure review, consisting of a technical and strategic analysis of current site provision with recommendations for future provision. The second part is a review of current service policies to ensure they reflect the Council's approach to this provision.

Part 1 – HWRC Infrastructure Review

8. The purpose of this element of the review process was to undertake a technical and strategic analysis of the current 15 sites in order to identify an appropriate level of service provision across the county. A considerable amount of detailed work has taken place to analyse various elements of the current operation and location of this provision. This has enabled conclusions to be drawn about an appropriate level of provision across the county and enabled the service to make recommendations as to where closure or replacement is necessary.

Technical Analysis

9. A comprehensive study was undertaken including site visits and desktop research to draw together full detailed information relating to each HWRC. This included an assessment of:
 - planning issues,
 - licence/environmental issues,
 - traffic management,
 - site layout,
 - recycling performance,
 - customer satisfaction,
 - health and safety, and
 - asset condition.

From this complex array of information a list of objective criteria was developed, with associated weightings, which was used as the basis for the technical analysis. The technical consultant to the waste programme, Jacobs, was commissioned for their technical expertise in this area, assisting in the analysis process as the amount of data to co-ordinate was large.

10. The five key evaluation themes and the associated final weightings used for assessment were:

- Health, Safety and Welfare/Design - 30%
- Service Provision - 25%,
- Service Performance - 15%,
- Planning/Licensing - 20%
- Environmental parameters - 10%

11. A scoring matrix was applied to each of these five themes, resulting in the production of a comprehensive evaluation table. This together with background information about the scoring is shown in Appendix 3. A summary of this evaluation is shown below in Table 1 with each site being scored from highest to lowest.

Table 1. Summary of Evaluation results.

Site	Score %	Rank
Potterhouse	90.0	1
Annfield Plain	89.4	2
Horden	89.0	3
Romanway	89.0	3
Heighington	88.0	5
Tudhoe	80.7	6
Hett Hills	72.3	7
Seaham	69.3	8
Coxhoe	67.7	9
Todhills	65.6	10
Thornley	60.8	11
Brooms Dene	52.6	12
Middleton in Teesdale	47.9	13
Stainton Grove	41.2	14
Cragwood	38.2	15

12. The results of this evaluation informed the HWRC Strategic Analysis outlined in the following sections.

Strategic Analysis

13. The strategic analysis element of the review considered existing service provision coverage through benchmarking our current and potential provision against National Assessment of Civic Amenity Sites (2004) (NACAS) guidance thresholds as well as our peer group Local Authorities.
14. The NACAS study remains the most up to date specific guidance on Civic Amenity site (now more commonly known as HWRCs) provision. This guidance describes best practice standards from a national review of sites.
15. This guidance provides a set of key criteria when determining HWRC provision. This criteria establishes that individual sites should serve a population of no more than 143,750 people and handle no more than 17,500 tonnes of waste per annum.

In addition, access to sites for a given population should take no longer than 20 - 30 minutes drive time for rural or mixed urban/rural areas. GIS analysis shows that 20 minutes driving time generally equates to 10-15 miles and 10 minutes driving time generally equates to 5-10 miles.
16. Based only on the first two criteria DCC would need to provide only 3.5 facilities and by including the third criteria a minimum of seven facilities would be required, however it is not considered this level of minimal provision would be acceptable or appropriate for the geography or demographics of the County.
17. Currently 98.8% of the county's population can drive to a HWRC within 20 minutes which represents an excellent level of service provision. However it is also apparent that 86% of residents can access more than one site within 20 minutes, in some areas this can be up to five sites, indicating that an overprovision of the service may exist. A countywide map showing existing service provision is provided as Appendix 4.
18. Having carried out benchmarking with other authorities, it would appear that this over provision is confirmed. Some similar sized or larger authorities have fewer sites, up to even half the number of Durham (e.g. Oxfordshire has only eight sites) whilst others are also looking at service reviews such as Somerset. Appendix 5 provides the information in relation to peer group comparisons.
19. In terms of access, the analysis also illustrates that whilst the majority of the County has an overprovision of sites this does not reflect population distribution, and while residents in the centre of the County may have up to five sites within easy reach, those in Upper Weardale have a considerable journey to access their nearest HWRC.
20. The Durham County Council Waste and Recycling Services public consultation exercise undertaken between Nov 2010 and Jan 2011 through the use of the Citizens panel concluded that 40.8% of residents thought it was reasonable to travel 3-5 miles to get to a HWRC and 35.7% thought it was reasonable to travel 5-10 miles.

21. Using the results of the public consultation and NACAS guidance a detailed exercise was undertaken to map population and tonnage data onto GIS maps to establish 5 mile zones for urban sites and 10 mile zones for rural or mixed rural/urban sites. A number of scenarios were created in order to identify the best possible overall solution based on these criteria.
22. As part of the market engagement dialogue of the waste programme, prospective suppliers were asked to specifically consider the Council's arrangements for HWRCs.

The majority of organisations that participated in the exercise confirmed that they thought the number of HWRCs was too large and would benefit from some form of rationalisation to improve customer service and performance.

Results of Infrastructure Review

23. The results of the combined technical and strategic analyses highlight the following:
 24. The lower scoring sites shown in Table 1 in paragraph 11, have a range of significant issues associated with planning, environmental regulation, health and safety, performance and design that mean that they fall significantly below what is expected of modern HWRC facilities. In all cases but one (Middleton-in-Teesdale) mitigation of some or all of the low scoring criteria is not structurally or economically possible.
 25. Outside of the lowest ranking sites, the Hett Hills site also requires significant attention. Whilst ranking reasonably well at seventh out of 15 it has one key issue regarding off site drainage where it currently fails to meet regulatory requirement for discharge of surface water. Strategic Waste has investigated mitigation which would cost in excess of £50k to resolve. In addition the site is small, 'landlocked', without the opportunity to expand and most significantly is in close proximity to both Annfield Plain (5.3 miles) and Potterhouse (5.4 miles) representing significant alternatives for users.
 26. The Middleton-in-Teesdale site despite scoring poorly in design, provision and some performance elements ranking it thirteenth out of 15 does have the benefit of the required planning permissions, licensing and capacity. Most significantly the site has strategic service importance and a strong local demand with greater than 94% customer satisfaction. The site covers the upper area of Teesdale which has restrictive planning conditions on provision of sites of this nature. Retaining the site and improving those lower scoring criteria which are capable of improvement economically is the most viable way to ensure that a fixed site remains available for upper Teesdale rural residents.
 27. The Stainton Grove facility shares a number of features with the Middleton-in-Teesdale site in so far as it provides for a rural population and additionally one major town (Barnard Castle) in a planning restrictive area. Unfortunately the poor score for this site, ranked 14 out of 15, results from both a failure to meet environmental legislation and from significant failures in health and safety.

28. While it is strategically important to retain a service provision in this area, the position and extent of issues associated with the existing site mean continued use is not an option.
29. In 2004, when planning permission was granted for the Waste Transfer Station at Stainton Grove it included outline planning to extend the HWRC site. However, in the face of significant public opposition at the time the development was not taken any further. Investigation of alternative suitable sites in the vicinity has been unsuccessful, principally due to planning restrictions.
30. The upper Weardale area lost its only HWRC site in 2003 when the Browns Houses facility was closed due to planning breaches. Since then over 22 alternative sites have been investigated, all but one of which have failed to satisfy planning, regulation or highways requirements. The one potential site, the former Windy Nook picnic site was sold by Wolsingham Parish Council to a private landowner, which prevented further development.

Mobile HWRC Provision

31. The particular combination of factors in the Barnard Castle and Weardale areas of the County demonstrate the difficulties of providing a fixed site provision to these communities. A solution to this would be the provision of 'Mobile HWRC' services to the areas.

The main purpose of mobile household waste recycling sites enables Councils to provide recycling/disposal facilities in areas where the population catchment is not adequately covered by existing permanent household waste recycling centres. North Yorkshire County Council, for example, provides four such facilities in line with this approach, Appendix 6 outlines the North Yorkshire Mobile HWRC summary.

32. A mobile service would be provided in the form of two vehicles, one a Rear End Loader refuse wagon for residual/active waste and the other a large removals type vehicle with rear tail lift which would carry and deposit a series of containers (1100 litre wheeled bins) for commodities to be reused and recycled. The Council's Strategic Waste Team are currently working with the Furniture Reuse Network charities in the area who are interested in assisting with the collection of reusable materials as part of this proposed mobile provision.
33. How this service will be provided in terms of the detail of frequency and timing of provision requires further development, with consideration of cost and location, but the service could potentially be provided on alternate Saturdays for half a day in Teesdale & Weardale. Mobile provision would also enable services to be provided in various locations throughout Weardale, for example, in an upper Weardale venue such as St Johns Chapel, or a Mid-Dale area such as in The Dales Centre car park Stanhope. The introduction of this provision should lead to improved customer focus in the more rural areas. Lower Dale venues such as Crook and Willington would also be serviced by mobile facilities which would not only serve the rural areas to the west but also help to alleviate the impact of the closure of Todhills to the east.

34. The use of mobile provision could also be considered to reduce the impact of site closures, particularly during the transition to new arrangements.

Overall Results

35. The outcome of the technical and strategic analysis suggests a model for future service provision, which is shown in Table 2 below and pictorially in Appendix 7 – Proposed Service Provision.

36. The proposed service provision would result in coverage to approximately 96% of the population within the 5/10 mile split recommended by NACAS guidelines and would increase the service to the Weardale area by the introduction of a mobile provision where currently none exists. This compares to 98.8% coverage under the existing provision.

Table 2 – Proposed Service Provision

Sites to Remain	Areas for mobile provision
Potterhouse	Weardale (including Crook, Willington, etc)
Seaham	Barnard Castle (replacement for Stainton Grove)
Horden	The provision of mobile facilities will be considered on a periodic basis in other areas where site closures are proposed
Coxhoe	
Tudhoe	
Heighington Lane	
Roman Way	
Annfield Plain	
Middleton-in-Teesdale	

Sites for potential closure
Broomsdene
Cragwood
Thornley
Todhills
Hett Hills
Stainton Grove

Part 2 - Policy amendments & clarifications.

37. This element of the review process is aimed at providing clarity on existing policies associated with the operation of HWRCs and the Waste Permit Scheme in order to improve communication with the public and provide better customer service on sites. Additionally there is a need to modify vehicle acceptance criteria for improved Health and Safety practice on site and therefore provide a safer environment for site users.

Reduction in standard number of permits issued.

38. The Council's current HWRC Permit Scheme allows applicants to receive up to a maximum of five permits per application which remain in place for 28 days from the date requested. Having examined several years of permit usage data it is clear that the average number of permits used with the 28 day period when five have been requested is three.

39. Following a review of the permit scheme by the Council's Overview and Scrutiny Working Group in July 2010, it was recommended that the number of permits allowed per month should be reduced from 5 to 3.

Amendments to Vehicle Acceptance Criteria.

40. Following improved monitoring of HWRCs through the creation of a dedicated monitoring team, it has been noted that the current criteria relating to vehicular access to HWRCs is now outdated.

41. In order to improve health and safety within the sites and to address customer needs, the following changes are proposed to the existing vehicle access criteria:

- The exclusion of livestock carrying vehicles on site e.g. horseboxes; as they are both too large and can carry significantly over a tonne of waste resulting in extended time periods on site to deposit contents. This will ease congestion and risks associated with manoeuvring a large vehicle, therefore reducing the risk of incident and improving health and safety.
- The exclusion of flat bed vans on site; these are too big and frequently are not carrying household waste. This will lead to improved health and

safety as owners currently deposit waste off the bed at a height above the safety barriers around skips which are present for protection as well as to reduce accidental waste spillage.

- Inclusion of minibuses onto the permit scheme; a number of owners of these vehicles are removing seats and using the vehicle effectively as a large van yet currently minibuses do not require a permit for their use compared to vans.

42. These changes are also likely to reduce instances of violence and aggression currently experienced by staff and other site users due to delays and frustration. The changes improve the time taken to access skips, reduce waste spillage and reduce the risk of queuing from sites onto highways. Appendix 8 provides the "Who needs a permit" leaflet to be included in the Waste Permit Guide.

Clarification on commercial/trade waste definition.

43. The HWRC Licence Scheme which is regulated by the Environment Agency, does not allow commercial or trade waste onto our sites. If we knowingly allow this to happen we are in breach of our licence and risk penalty or removal of the licence. This is the main reason the successful Waste Permit Scheme was introduced and has resulted in reduced commercial/trade waste deposited at sites by over 44,000 tonnes since the first year of introduction and has saved the Council over £3million in additional disposal costs in 2010.

44. The disposal of waste produced from rental properties by a landlord is classified as commercial or trade waste which should be disposed of at suitable licensed facilities such as waste transfer stations. This is supported by the Environment Agency and seen as best practice research. The County Council has had difficulties in managing this issue as no formal council policy exists regarding landlord usage of sites and due to a landlords' lack of understanding of the waste classifications. See Appendix 9 photograph of Potterhouse HWRC the day after the university closed in Durham.

45. It is therefore intended to make it clear that waste considered commercial/trade in nature from landlords cannot be accepted at Durham County Council HWRCs through the introduction of a specific policy to be fully communicated across the county.

Opening Times

46. All sites currently operate the following opening times throughout the year to ensure the safety of users of these unlit sites:

1 Apr to 31 Aug	8.00am until 8.00pm
1 Sep to 15 Oct	8.00am until 6pm
16 Oct to 31 Jan	8.30am until 3.30pm
1 Feb to 31 Mar	8.00am until 4pm.

47. Traffic monitoring has taken place across the sites to build a comprehensive picture of usage volumes by day and time across all sites. This shows clear patterns across all sites as shown in Appendix 10 Traffic analysis graphs.

48. From this information it is clear that there is a minimal usage of these sites before 9.00am and after 6.00pm and does not warrant sites being managed before or after these times. On this basis it is proposed to move to a summer and winter opening time strategy of Summer; 1 April until 15 October 9.00am until 6pm and Winter; 16 October until 31 March 9.00am until 3.30pm.
49. This will simplify arrangements and improve communication of access times for users which should lead to reduced complaints and aggression as well as fly tipped waste at site gates. Furthermore this will rationalise and reduce overall operating hours which will assist the forthcoming procurement exercise in relation to the future management of these sites.

Implementation of the Review: Timeline and Costs

50. The proposed amendments to the HWRC service will take effect when the service is re-procured as part of the waste programme. The tender process for HWRC site operation is due to commence in the spring of 2012.
51. Sites which are proposed for closure would continue operating until the conclusion of the procurement process in early 2013 at which point the sites will be cleared and the land restored in accordance with planning requirements.
52. Closure of any sites will incur costs which will be dealt with in a number of ways. HWRC sites associated with waste transfer stations (Thornley, Stainton Grove) will be decommissioned as part of the redevelopment of those facilities. Others will need some additional capital investment in the future to remove hard standing and other considerations.

Consultation

53. The review of the HWRC's has resulted in a proposal to rationalise the current service provision which will mean reducing the overall number of sites. The council therefore needs to identify the impact this will have on service users, particularly in terms of equality and diversity. It is therefore important that a period of consultation is entered into before any final decision is made on the future of these facilities. A consultation plan has therefore been developed to ensure that users of these sites are given the opportunity to feed in their views and highlight any concerns. This will also provide an opportunity to develop a profile of service users in relation to the equality strands.
54. As the review has also highlighted a lack of adequate provision in certain areas of the county and recommends this is addressed by implementing a mobile solution; this provides the council with an opportunity to engage with residents to shape this future provision by asking their preference as to how the mobile solution should operate to meet their local needs.
55. The third element to the review relates to amending and clarifying certain elements of the policies relating to access and usage of the HWRCs, and consultation will provide an opportunity for users to highlight any issues that these changes may precipitate.
56. A full consultation plan has been developed and is attached as Appendix 11 to this report. The consultation questionnaire will cover the following:

Part 1 Proposed changes to HWRC site provision

Identifying potential impact in relation to:

- Access Issues: Including distance to travel to sites, alternatives to those proposed for closure
- Environmental Considerations: Including issues around fly-tipping, recycling, carbon emissions and waste reduction
- Service Implications: Including site capacity, traffic issues and rural provision

Part 2 Mobile HWRC Provision

- Frequency
- Location

Part 3 Service Changes

- Opening Hours
- Permit Scheme
- Vehicle Access Criteria

57. It is proposed that the consultation will run for a six week period during the latter part of 2011 with results being fed back to Cabinet in a further report in the early part of 2012, in good time to inform the procurement process scheduled to start in the spring.

58. The consultation process will be tailored to current users of the sites through signposting to the "Have your Say" section of the Durham County Council website and an online survey. Users of the sites who request waste permits will also be signposted to the consultation.

Other mechanisms for encouraging responses will be through the Area Action Partnerships (AAP's), Town and Parish Council network, press release, information in key locations and by writing to key stakeholders.

59. This consultation will also use a new technology in relation to those residents who have a smart phone – information on the consultation will include a bar coding mechanism which will allow smart phone users to instantly access the consultation questionnaire on the website. The use of this technology will encourage wider participation in the council's consultations.

Equality and Diversity

60. The service currently does not have an up to date profile of service users of the HWRC provision. The recommendation of the EqIA is therefore to use the consultation process to identify the profile data needed to update the assessment and therefore to determine whether there will be a potential disproportionate impact on any of the protected equality characteristics.

61. This profile data will then be used to inform a further Cabinet report which will determine the overall outcome of this review. Should there be a disproportionate impact on any of the equality strands in relation to current service users; the EqIA will be updated to reflect any actions to mitigate that impact. There is also a positive impact from the introduction of mobile

provision in the Upper Weardale area which currently has no existing provision; therefore improving access to services in that area

Recommendations.

62 That Cabinet agree to commencement of a public consultation on:

- a revised Household Waste Recycling Centre service provision of nine fixed sites supplemented by mobile facilities as described in the report
- obtaining service user views on an alternative mobile provision for Household Waste Recycling Facilities in the Lower Teesdale and Weardale areas.
- revisions to Household Waste Recycling Centre policies, particularly a reduction in permit numbers issued per application from five to three, adjustments to vehicle acceptance criteria, clarification of commercial waste acceptance policy and revisions to opening times.

Contact: Oliver Sherratt, Head of Direct Services Tel 0191 372 5205

Appendix 1: Implications

Finance

The contract cost for operating the current service is £3.5m based on tonnage throughput. This contract is subject to re-procurement in 2012 and it is estimated that new contract rates will equate to around £300k per site for fixed facilities and considerably less for mobile facilities. It is anticipated that savings will be made through the re-procurement process but it is not possible to quantify these with any accuracy at this time.

The outcome of this report will determine the service to be tendered. Costs will be incurred through licence surrender and land remediation which will be required once sites are closed.

Staffing

The HWRC site operatives are not direct employees of Durham County Council. Premier Waste Management Ltd. chooses to sub-contract the management of the sites. This arrangement will change with the re-tendering of services. Transfer of Undertakings (Protection of Employment) (TUPE) will apply but no Durham County Council employees will be involved.

Risk

If site closures do not take place the Council will remain exposed to a lack of compliance with environmental legislation and health and safety best practice.

Equality and Diversity / Public Sector Equality Duty -

An Equality Impact Assessment (EqIA) has been carried out. The consultation exercise will also provide an opportunity to obtain up to date profile data on the service users of this provision, which will be used to inform the Cabinet decision on the outcome of the review and to determine what mitigation needs to be put into place in order to address any disproportionate impact on the protected characteristics. There is also a positive impact from the introduction of mobile provision in the Upper Weardale area which currently has no existing provision; therefore improving access to services in that area

Accommodation

Not applicable.

Crime and Disorder

Not applicable.

Human Rights

Not applicable.

Consultation

A public consultation will be required for the closure of HWRCs.

Procurement

The HWRC contract is subject to re-procurement in 2012. The outcome of this report will determine the service to be tendered.

Disability Issues

The Equality Impact Assessment will highlight any potential impact on the disabled and any actions which need to be put into place in order to mitigate that impact. There is also a positive impact from the introduction of mobile

provision in the Upper Weardale area which currently has no existing provision; therefore improving access to services in that area

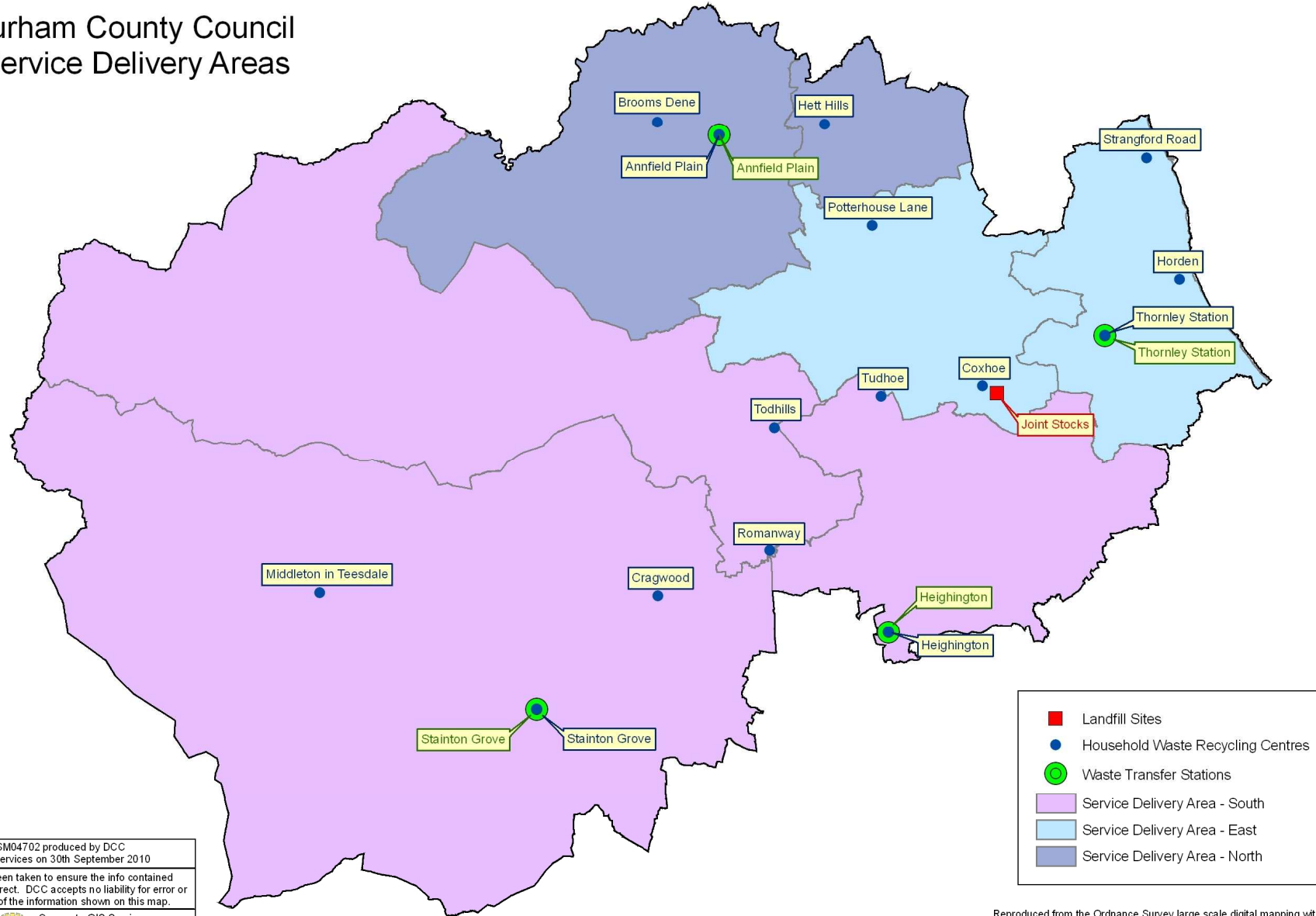
Legal Implications

The Council will continue to meet its statutory duty under the Environmental Protection Act 1990 Section 51 to provide places for the disposal of household waste that are reasonably accessible and free of charge. There is no stipulation as to the number of sites to be provided.

Appendix 2: HWRC Location Map

Existing waste facility locations according to Street scene service delivery areas showing; HWRCs, Waste Transfer Stations and Joint Stocks landfill.

Durham County Council Service Delivery Areas



Map number GISM04702 produced by DCC
Corporate GIS Services on 30th September 2010

Every care has been taken to ensure the info contained on this map is correct. DCC accepts no liability for error or misinterpretation of the information shown on this map.

Durham
County Council

Corporate GIS Services,
The Rivergreen Centre,
Ayckley Heads, Durham, DH1 5TS
Tele: (0191) 370 8670

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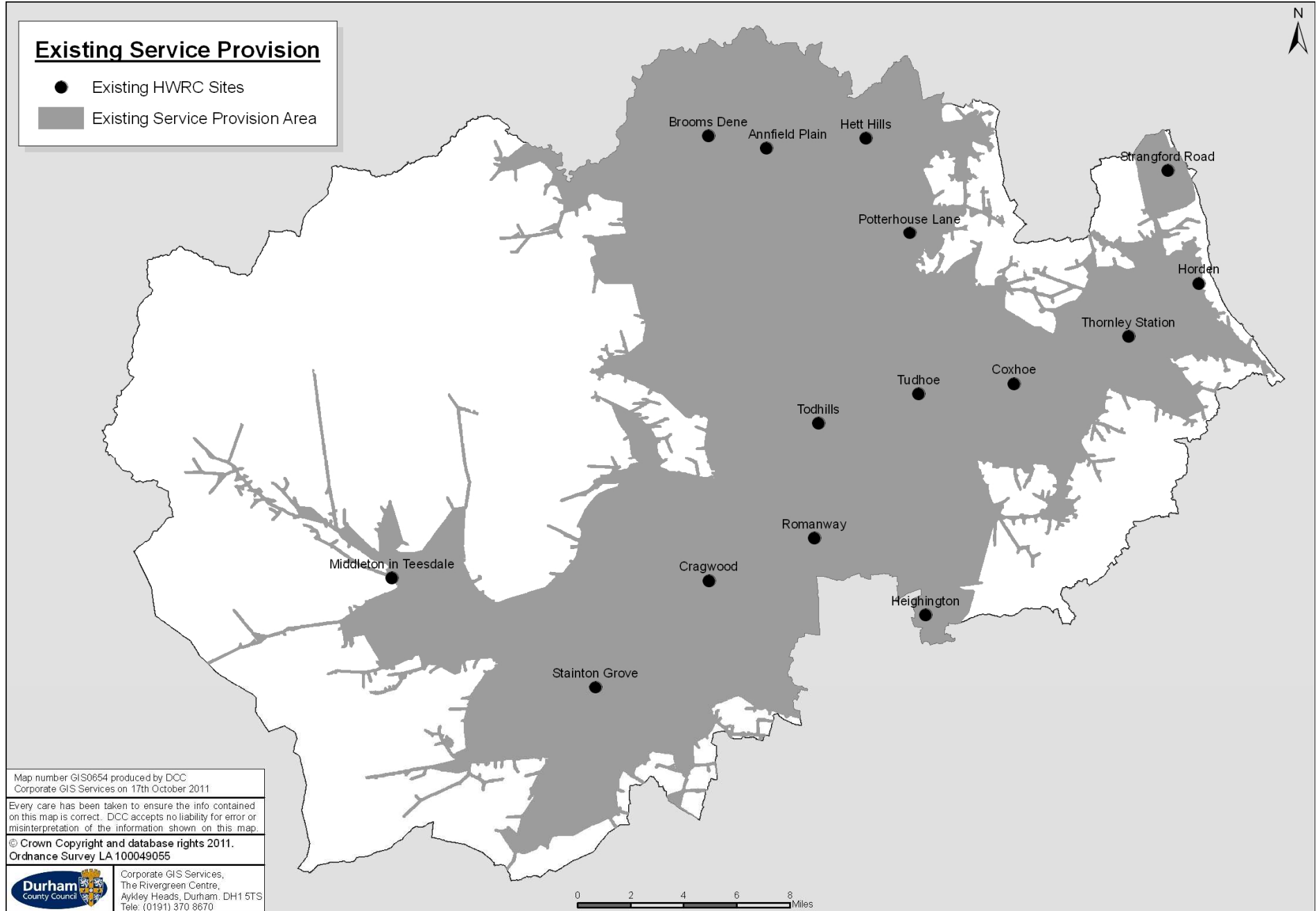
Appendix 3: HWRC Evaluation Table

Durham HWRC review assessment criteria	Weighting	DCC priority	Heighington	Cragwood	Thornley	Horden	Seaham	Potter house	Annfield Plain	Todhills	Roman way	Tudhoe	Hett Hills	Coxhoe	Brooms Dene	Middleton in Teesdale	Stainton Grove
Design/ layout																	
Split level site	5		5.0	1.7	1.7	5.0	3.3	5.0	5.0	3.3	5.0	5.0	3.3	3.3	3.3	1.7	1.7
Traffic management problems/ one way traffic	15		15.0	5.0	5.0	15.0	15.0	15.0	15.0	5.0	15.0	15.0	15.0	5.0	5.0	5.0	5.0
Container layout - ease of use - problems?	10		10.0	3.3	6.7	10.0	6.7	10.0	10.0	3.3	10.0	10.0	10.0	3.3	3.3	3.3	3.3
	30																
Provision																	
Population served/ demography	12		8.0	4.0	8.0	12.0	8.0	12.0	12.0	12.0	12.0	8.0	8.0	12.0	12.0	4.0	4.0
Drive time (Pop within 20 mins.)	10		6.7	3.3	6.7	3.3	3.3	10.0	6.7	10.0	6.7	10.0	6.7	10.0	6.7	3.3	3.3
Opening times vs usage (busy- quiet)	3		2.0	2.0	2.0	2.0	2.0	3.0	2.0	2.0	3.0	2.0	2.0	2.0	2.0	1.0	1.0
	25																
Performance																	
Customer satisfaction	8		5.3	2.7	2.7	8.0	5.3	8.0	8.0	5.3	5.3	8.0	5.3	2.7	2.7	8.0	5.3
Recycling rates/ diversion rate	3		2.0	1.0	2.0	3.0	3.0	3.0	2.0	2.0	2.0	2.0	2.0	1.0	1.0	1.0	1.0
Waste throughput	4		4.0	1.3	2.7	2.7	2.7	4.0	2.7	2.7	4.0	2.7	4.0	2.7	2.7	1.3	1.3
	15																
Planning/ licensing																	
Planning required/ in place	10		10.0	3.3	10.0	10.0	6.7	6.7	10.0	6.7	10.0	6.7	6.7	10.0	3.3	6.7	6.7
Expansion restricted by planning/ size	7		7.0	2.3	2.3	7.0	2.3	2.3	7.0	2.3	7.0	2.3	2.3	4.7	2.3	2.3	2.3
Waste capacity - modifications needed?	3		3.0	3.0	1.0	1.0	1.0	3.0	1.0	1.0	1.0	1.0	3.0	3.0	3.0	3.0	3.0
	20																
Environmental parameters																	
Enclosed drainage/ water	6		6.0	2.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0	2.0	6.0	2.0	6.0	2.0
Electric	1		1.0	0.3	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	0.3	0.3	0.3
Proximity to housing/ sensitive receptors (e.g. SSSI)	3		3.0	3.0	3.0	3.0	3.0	1.0	1.0	3.0	1.0	1.0	1.0	1.0	3.0	1.0	1.0
	10																
OVERALL SCORE (%)	100		88.0	38.2	60.8	89.0	69.3	90.0	89.4	65.6	89.0	80.7	72.3	67.7	52.6	47.9	41.2

Key
Durham County Council priority

High  Medium 

Appendix 4: Existing Service Provision coverage



Appendix 5: Peer Group Comparisons

Comparison by National Peer Group			
Local Authority	Population	No. Sites	HWRC per 100,000 population
North Yorkshire	597,700	19	3.18
Somerset	534,100	18	3.37
Durham	508,500	15	2.95
East Sussex	512,100	12	2.34
Northumberland	310,600	12	3.86
Cambridgeshire	597,400	9	1.51
Warwickshire	526,700	9	1.71
Oxfordshire	635,500	8	1.26

Comparison of Councils with Similar Area			
Local Authority	Km²	No. Sites	Area served per HWRC (average)
Dorset	2,542	11	231
East Riding	2,409	10	241
Northamptonshire	2,364	10	236
Durham	2,226	15	148
Herefordshire	2,180	6	363
Nottinghamshire	2,085	14	149

North East Regional Authority Comparison by Population			
Local Authority	No of HWRC	Population	HWRC per 100,000 population
North Yorkshire	19	599,700	3.17
Durham	15	493,500	3.04
Cumbria	14	495,200	2.83
Redcar	2	139,100	1.44
Newcastle upon Tyne	3	277,800	1.08
Gateshead	2	191,000	1.05
Darlington	1	98,210	1.02
Sunderland	2	292,300	0.68
South Tyneside	1	151,000	0.66
North Tyneside	1	195,000	0.51
Middlesbrough*	0.5	142,400	0.35
Stockton-on-Tees*	0.5	185,700	0.27

* Middlesbrough BC and Stockton-on-Tees BC share a facility at Haverton Hill, Stockton-on-Tees.

North East Regional Comparison by Area			
Local Authority	No of HWRC	Sq KM's	Area served per HWRC (average)
Cumbria	14	6,768	483
North Yorkshire	19	8,038	423
Stockton-on-Tees*	0.5	204	408
Darlington	1	197	197
Durham	15	2,226	148
Redcar	2	250	125
North Tyneside	1	82	82
Gateshead	2	142	71
Sunderland	2	137	69
South Tyneside	1	64	64
Newcastle upon Tyne	3	113	38
Middlesbrough*	0.5	54	108

* Middlesborough BC and Stockton-on-Tees BC share a facility at Haverton Hill, Stockton-on-Tees.

Appendix 6: North Yorkshire Mobile HWRCs Summary

The mobile HWRCs have historically been provided in one form or another in a number of locations. About three years ago North Yorkshire County Council (NYCC) reviewed the provision of the service and rationalised the service to ensure some consistency and where possible mirror the services which are available at the permanent HWRCs. The mobile HWRCs have always been popular with customers and politically and the changes made three years ago have been well received.

Vehicles

NYCC provides three mobile HWRCs. This is in the form of three vehicles; one Rear End Loader refuse wagon for residual waste, one Rear End Loader refuse wagon for green waste and a vehicle to transport materials for reuse and recycling.

Opening Times

The mobile HWRC is provided on a Saturday between 9:00am and 1:00pm. Occasionally the service is split between two locations (between 9:00am and 10:30am at the first location and between 11:15am and 1:00pm at the second location). Two of the mobile HWRCs are provided once a month for eleven months of the year and the other is provided once a month for ten months of the year.

Waste Accepted

The following waste types are received at the Mobile HWRC in addition to active waste and green waste:

- Scrap metal (including foil, tins and cans);
- Mixed glass;
- Textiles;
- Paper (including books and telephone directories);
- Cardboard
- Plastic bottles;
- Tyres; and
- WEEE (including fluorescent tubes, televisions and monitors, fridges and freezers, large appliances and small appliances).

Contract

The Mobile HWRCs are provided on behalf of NYCC by a contractor. NYCC are currently tendering for the provision of the mobile HWRCs in the form of three separate documents.

The contractor transports the waste to delivery points nominated by NYCC. The materials for reuse and recycling are delivered to a Household Waste Recycling Centre where the waste is added to the appropriate container or storage area.

The table below summarises the current costs of providing the service.

Location	Per REL wagon	7.5 tonne tail lift for materials for reuse and recycling	Monthly cost	Number of months provided	Annual cost
Boroughbridge	£279.67	£162.13	£721.47	11	£7,936.17
Pateley Bridge	£340.47	£199.96	£880.90	11	£9,689.90
Upper Dales	£415.44	£207.72	£1,038.60	10	£10,386.00

Contract rates are based on three separate waste types. The tables below show the tonnages received at the mobile HWRCs for the last three years. Unfortunately the recording method used currently does not provide accurate tonnages of the materials received for reuse and recycling so we do not have these figures. This issue will be addressed in NYCC's new contracts.

Pateley Bridge Mobile HWRC Tonnages

Waste Type	2007/08	2008/09	2009/10
Green	27.1	37.16	42.74
Household	91.34	96.96	119.16
Total	118.44	134.12	161.9

Boroughbridge Mobile HWRC Tonnages

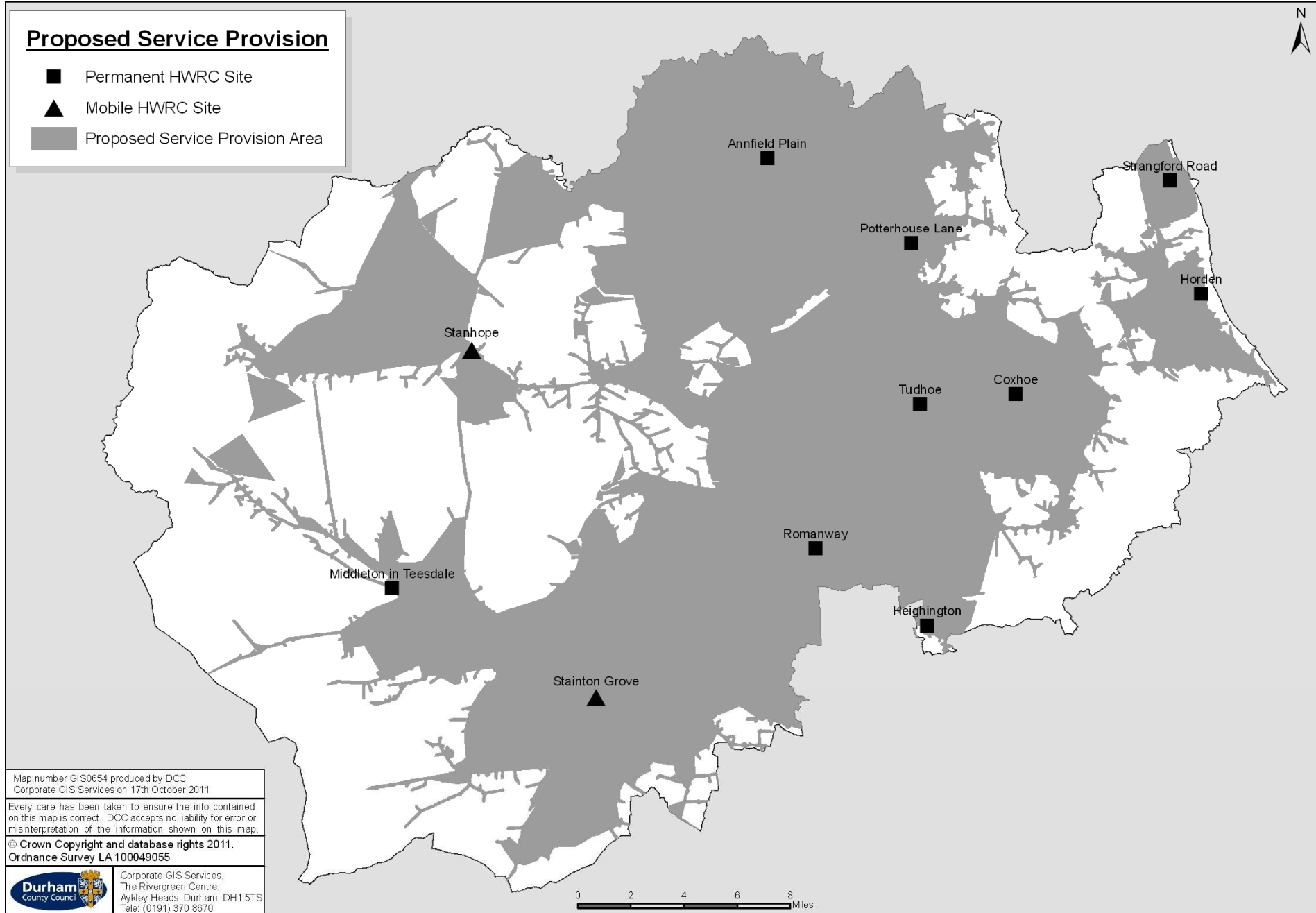
Waste Type	2007/08	2008/09	2009/10
Green	13.8	18.14	10.16
Household	20.48	23.48	24.34
Total	34.28	41.62	34.5

Upper Dales Mobile HWRC Tonnages

Waste Type	2007/08	2008/09	2009/10
Green	n/a	7.12	3.47
Household	n/a	20.21	32.24
Total	n/a	27.33	35.71











Based on the tonnages received NYCC are planning to stop the provision of a separate vehicle for green waste at the Upper Dales Mobile HWRC. The new contracts have been designed with flexibility to alter the service by providing the option to reduce the frequency of provision and/or the number of vehicles provided. The new contracts will also have break clauses to enable early completion of the contract.

Appendix 7: Proposed Service Provision









Appendix 8: Vehicles Requiring Waste Permits

Who needs a Waste Permit?

Type of Vehicle/Trailer	Do I require a Permit for access?
Domestic vehicle (Family Car, Estate Car, MPV). <div style="display: flex; justify-content: center; gap: 20px; margin-top: 10px;">   </div>	No
People Carrier/4x4 with windows and seats in the back. <div style="display: flex; justify-content: center; gap: 20px; margin-top: 10px;">   </div>	No
Campervan or mini bus. <div style="display: flex; justify-content: center; gap: 20px; margin-top: 10px;">   </div>	Yes
Trailer smaller than 9ft 10 (3M) in length. <div style="display: flex; justify-content: center; margin-top: 10px;">  </div>	Yes
Commercial/trade vehicle, commercial or trade like vehicle, hire vehicle or van including single/twin cab pickups. <div style="display: flex; justify-content: center; gap: 20px; margin-top: 10px;">   </div>	Yes
4x4 with no rear seats and no side windows. <div style="display: flex; justify-content: center; margin-top: 10px;">  </div>	Yes

The following are prohibited from accessing the HWRCs:

Description	
Livestock carrying vehicle, agricultural vehicle	
Flat bed vans	
Any vehicle carrying commercial/trade waste	
Pedestrian with waste	
Large trailer (including hired trailers) greater than 9ft 10 (3M) long.	
Vehicle greater than 3.5 tonnes GVW and/or longer than 19.68ft (6M).	

Appendix 9 Photograph of Landlord Waste

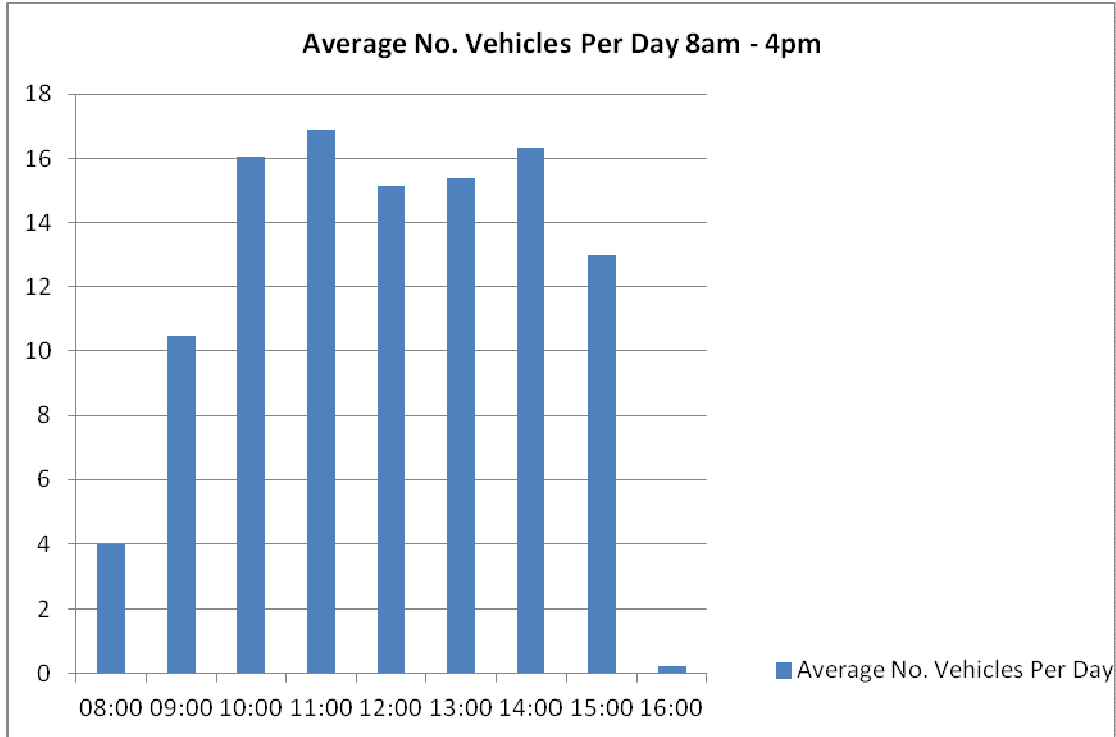
Photograph taken at Potterhouse HWRC at the end of the Summer University Term 2011.



Appendix 10 Traffic Analysis Summary

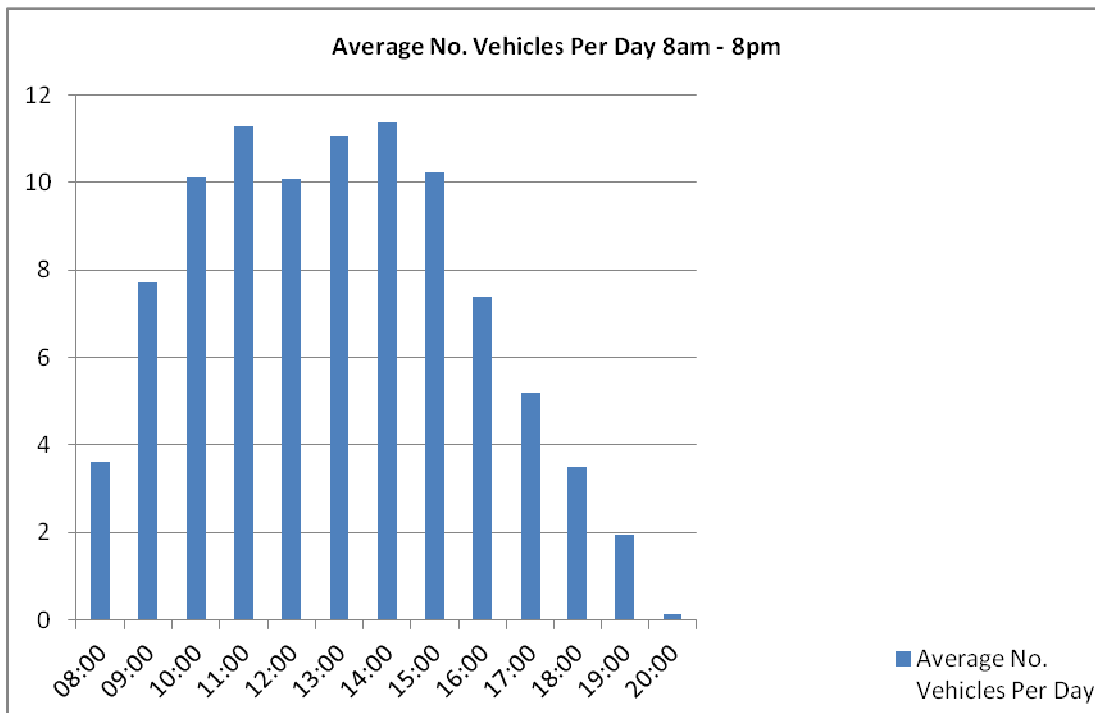
Graph 1

Shows the average number of vehicles passing through the HWRCs throughout the day indicating that site usage is primarily between 9am and 4pm during March when current opening times are 8am – 4pm.



Graph 2

Shows the average number of vehicles passing through the HWRCs throughout the day indicating that site usage is primarily between 9am and 4pm during April when current opening times are 8am – 8pm.



Appendix 11 HWRC Consultation Plan

Neighbourhood Services

Direct Services

Consultation Plan

Review of access and provision in relation to Household Waste Recycling Centres

www.durham.gov.uk/consultation

This consultation is classed as significant in accordance with the Council's definition as it is a step change to the county's future HWRC provision

Overview

The Council's strategic waste service has undertaken a review of household waste recycling centres in County Durham to assess the viability, accessibility and current usage of the current provision and provide recommendations for future provision of this service.

The review focuses on the Value for Money of this service and where improvements need to be made to provide a more equitable service across the county. The outcome of this review has identified a need to rationalise the current provision and is recommending a number of sites for closure, changes to opening times, and the introduction of mobile services for part of the county.

Consultation is needed to identify and understand the impact this will have on service users and to consider mitigating measures.

The consultation will also play a part in informing future deployment of mobile services.

Timescales

The project will run from 1 September 2011 to March 2012 with a consultation period of 28 October 2011 – 9 December 2011.

Aims and Objectives

To understand the impact the review of household waste recycling centres will have on service users and to consider/identify mitigating measures that can be put in place.

The consultation will also engage service users in the development of the future mobile provision so that the information they provide can help shape this provision

Consultation Outcomes

Linked to MTFP (Waste Project), therefore will contribute to realisation of savings.

Greater level of customer understanding of future HWRC arrangements.

Understanding and approval of service provision.

Improved efficiency of future HWRC provision.

An understating of the impacts changes will create for customers.

More focused mitigation measures

Resources Required

- Strategic Waste team
- Policy, Performance and Communications Team to publicise the consultation and the contents of the review report; and to ensure equality issues are addressed
- Corporate Community Engagement Team – throughout the process and specifically regarding compliance with governmental consultation guidelines
- Corporate Research and Information Team - support with structure and development of questionnaire / survey
- AAPs – coordinators to support the delivery of local consultation(MR to discuss details of AAP engagement and support with Gordon Elliot)

Training Needs of Staff

Consultation training to be given to associated staff

Geographical Area

We will consult with the entire County via questionnaires, media releases and specific consultation with stakeholders and the communities affected.

We will also deliver targeted mail outs to users of the affected sites – by using the service user information submitted through the permit scheme

Target Groups

A stakeholder matrix identifies and sets out how individual stakeholders will be involved in the consultation.

Disabled user groups

Users of affected sites – through targeting of those accessing the permit scheme and also by effective signposting to the questionnaires at the affected sites

No. of people involved

Over 200.

Stakeholders

Residents; AAP's Elected Members; Town and Parish Councils; Environment Agency; voluntary sector; specific organisations eg Furniture Forums.

Equality and Diversity Impact Assessment

The EqIA highlighted that the potential closure of these facilities may have a disproportionate impact on older and disabled people. This Plan has ensured that these groups have been targeted in terms of consultation so that the views of these communities are sought and captured as part of the feedback mechanisms.

Information on the consultation will be made available in alternative formats if requested.

The issue will be raised with the Council's Disability Partnership and they will be asked to provide feedback. Discussions with AWBH will also result in engagement with older residents.

Engagement Methods

Consideration has been made of the various stakeholders and service users affected and this has determined the most appropriate methods of engagement – it is particularly targeted at those who access the sites.

Views will be sought through a questionnaire, which will be posted online (Have your say website). This questionnaire will also be sent to users of the permit scheme and made available at the HWRC sites.

In order to encourage a wider range of responses, this consultation will use a new electronic way of accessing the questionnaire through the use of bar coding on signposting information, which can be used by Smart Phone users to access the website.

The questionnaire has three key elements:

Part 1 HWRC Site Provision:

Access Issues:

Including distance to travel to sites, alternatives to those proposed for closure

Environmental Considerations:

Including issues around fly-tipping, recycling, carbon emissions and waste reduction

Service Implications:

Including site capacity, traffic issues and rural provision

Part 2 Mobile HWRC Provision

Frequency

Location

Part 3 Service Changes

Opening Hours

Permit Scheme

Vehicle Access Criteria

Feedback Methods

Feedback will be gathered via Survey Monkey, and questionnaire returns. Customer services staff will receive a procedural brief on where to direct customers who wish to give feedback.

Administrative/Communication Needs

Timelines are to be identified via a Consultation Plan and developed by the Strategic Waste team. This will fit within the whole project plan. The communication plan is to be developed by PPC

Informing Stakeholders

A variety of signposting methods will be used to inform stakeholders including posters in HWRC sites; media release/s, Durham County News, social media posts, front page of website. Users of the permit scheme will also receive information on the consultation

Advance information for the DCC Website & Forward Plan

This will be incorporated into communications plan and a web page set up for this consultation and activities surrounding it.

Implications

Corporate Community Engagement is to advise on legal implications and ensure government consultation guidelines are followed. Portfolio holders, members, MP's and town and parish council contacts will be briefed.

Feedback & Action

Feedback will be made available on the Council's website following final approval of the outcome of the review. Signposts to the feedback will be via the media, Durham County News and social media.

Evaluation

The Strategic Waste team, PPC, corporate community engagement plus any other relevant officers involved in the consultation process will be involved in the evaluation process.

Measurement and Evaluation of the Project

The project will be measured by:

- Number of responses
- Number of stakeholders engaged in consultation process
- Publicity relating to the consultation process

Outcome of the Evaluation

Learning from the consultation exercise will be used to inform future consultations

Post Consultation Involvement

Monitoring of the revised provision will be carried out by the Strategic Waste Team – in particular the success of the new mobile provision will be considered and reviewed appropriately.

Equalities and Diversity Impact Assessment

Review of Access and Provision to Household Waste Recycling Centres

Key Decision NS/08/11
MTFP Ref NS 13.01



Durham County Council – Altogether Better equality impact assessment form

NB: Equality impact assessment is a legal requirement for all strategies plans, functions, policies, procedures and services. We are also legally required to publish our assessments.

You can find help and prompts on completing the assessment in the guidance from page 7 onwards.

Section one: Description and initial screening

Section overview: this section provides an audit trail.	
Service/team or section: Waste Programme, Direct Services, Neighbourhood Services	
Lead Officer: Waste Project Director	Start date: 14.02.2011
Senior Monitoring Officer ,Waste Management Planning and Policy, Policy Performance and Communications	Reviewed 04.05.2011
Waste Project Director Policy Performance and Communications Manager	Reviewed 05.10.2011
Subject of the Impact Assessment: (please also include a brief description of the aims, outcomes, operational issues as appropriate)	
<p>Durham County Council Waste Programme: HWRC Review</p> <p>The Waste Programme Household Waste Recycling (HWRC) Review reports on the potential options that exist to rationalise current HWRC provision, and to outline the process of analysis of individual sites and the drivers for proposing to close some sites and review associated policies. The report proposes the closure of Broomsdene and Cragwood due to the lack of environmental compliance with the site licence and the planning issues. The report also proposes closure of Stainton Grove, Hett Hills, Thornley and Todhills sites.</p> <p>There are currently fifteen HWRCs owned by Durham County Council. The management function of these sites is contracted out. The contractor chooses to contract the sites to ten secondary sub-contractors who individually hold contracts for one or more of the sites. There is currently over provision of HWRCs within County Durham with 99.54% of the population being covered within a 20 minute drive time. Consultation results showed that 52.8% of respondents are willing to drive over 5 miles and up to 10 miles and over.</p>	

Analysis carried out covered recycling performance, throughput tonnage, household coverage within 20 minute drive time, population coverage within 20 minute drive time, number of visitors per week, customer satisfaction, planning permission, environmental factors, Health and Safety issues and utilities.

The review of the service provision has found that Broomdsene, Cragwood, Middleton and Stainton Grove, Thornley and Todhills sites have the lowest evaluation scoring which includes recycling performance, health, safety and welfare design, service provision, planning and licensing and environmental parameters. Other major factors are that the planning permission for Broomdsene expires this year, Todhills expires in October 2012 and for Cragwood it expired in 2002. Both Broomdsene and Cragwood are not fully compliant with their Waste Management Licence (WML).

Stainton Grove and Middleton sites are two small sites serving rural areas. Neither is heavily used, so there is justification for closing one of them. From the evaluation of these two sites, Stainton Grove is extremely small, only housing approximately six skips and there are health and safety and regulatory concerns.

As well as the planning expiring for Todhills in October 2012, other factors to consider with this site are that it is located within an Area of High Landscape Value and adjacent to a wildlife site and it is a small landlocked site, there are also health and safety concerns, as it is not possible to stop the public entering the operational area, access from the highway is poor and has a very high accident rate. There are 9 other sites located within a 20 minute drive time of the Todhills site.

Thornley site is small and has health and safety concerns as HGVs and public vehicles cannot be segregated. A mitigating factor is that it has another 6 sites within a 20 minute drive time.

The only other site, which falls outside the lowest ranking sites is Hett Hills which is not in full compliance with the WML, as it does not currently have enclosed drainage, which is in contravention of the conditions of the WML. The cost to install the drainage required has been estimated in excess of £50, 000, the site is also small and is in close proximity to Annfield Plain and Potterhouse, 2 bigger and fit for purpose sites.

To mitigate the impacts associated with closure of the HWRC sites, the report proposes of mobile recycling centres for the two main rural areas within County Durham, in lower Teesdale and Weardale is also proposed within the report.

Included in the review process is the further clarification of existing policies associated with the operation of HWRCs and the Waste Permit scheme and also to improve Health and Safety practice on site by modifying the vehicle acceptance criteria. The following policy amendments have been proposed:

- To reduce permit numbers issued per application from 5 to 3, following several years of permit usage data, it is clear the average number of permits used within the 28 day period when 5 have been requested is 3.
- To prohibit access of livestock carrying vehicles and flat bed vehicles on site and for minibuses to be added to the permit scheme, these changes will improve health and safety on the sites and reduce incidents of violence and aggression towards staff and other site users currently experienced due to delays and frustration.
- To adopt a no landlord commercial waste acceptance policy as waste produced from rental properties when the landlord disposes of the waste is classified as commercial waste which should therefore be disposed of at a suitable licensed facility and not a HWRC which is only licensed to accept household waste. This is supported by best practice research and the Environment Agency.
- To simplify and reduce opening hours to 9am-6pm 1st April until 15th October and 9am-3.30pm 16th October until 31st March, compared to 4 different opening times currently operated throughout the year. Traffic monitoring information shows that site usage before 9am and after 6pm is minimal and does not warrant sites being open before or after these times.

Who are the main stakeholders: General public / Employees / Elected Members / Partners/ Specific audiences/Other (please specify) – Elected members, residents, Employees of Premier Waste Management (PWM), contractors and sub-contractors of PWM

Is a copy of the subject attached? No
Contact Waste Programme, Direct Services, Neighbourhood Services

Initial screening

The service currently does not have an up to date profile of service users of the HWRC provision. The recommendation of the EqIA is therefore to use the consultation process to identify the profile data needed to inform the assessment process as to whether there will be a potential disproportionate impact on any of the protected equality characteristics. This profile data will then be used to inform a further Cabinet report which will determine the overall outcome of this review. Should there be a disproportionate impact on any of the equality strands in relation to current service users, the EqIA will be updated to reflect any actions to mitigate that impact.

Prompts to help you:

Who is affected by it? Who is intended to benefit and how? Could there be a different impact or outcome for some groups? Is it likely to affect relations between different communities or groups, for example if it is thought to favour one particular group or deny opportunities for others? Is there any specific targeted action to promote equality?

Is there an actual/potential negative or positive impact on specific groups within these headings?

Indicate :Y = Yes, N = No, ?=Unsure

Gender	N	Disability	N	Age	N	Race/ethnicity	N	Religion or belief	N	Sexual orientation	N
--------	---	------------	---	-----	---	----------------	---	--------------------	---	--------------------	---

How will this support our commitment to promote equality and meet our legal responsibilities?

Reminder of our legal duties:

- Eliminating unlawful discrimination & harassment
- Promoting equality of opportunity
- Promoting good relations between people from different groups
- Promoting positive attitudes towards disabled people and taking account of someone's disability, even where that involves treating them more favourably than other people
- Involving people, particularly disabled people, in public life and decision making

What evidence do you have to support your findings?

- Recycling waste performance data
- Throughput tonnage data
- GIS Analysis of drive time
- Traffic monitoring data
- Customer satisfaction surveys
- Planning and licence documents
- Health and Safety reports
- HWRC Rationalisation Peer Review by Jacobs Consultants
- Further information on EqIA carried out for HWRC in 2005 is available upon request. Please contact a member of Planning and Policy team.

Decision: Proceed to full impact assessment – No

Date: 11/02/2011 Reviewed: 04/05/2011, 06/10/2011

If you have answered 'No' you need to pass the completed form for approval & sign off.

Section two: Identifying impacts and evidence- Equality and Diversity

Section overview: this section identifies whether there are any impacts on equality/diversity/cohesion, what evidence is available to support the conclusion and what further action is needed.			
	Identify the impact : does this increase differences or does it aim to reduce gaps for particular groups?	Explain your conclusion, including relevant evidence and consultation you have considered.	What further action is required? (Include in Sect. 3 action plan)
Gender			
Age			
Disability			
Race/Ethnicity			
Religion or belief			
Sexual Orientation			

How will this promote positive relationships between different communities? N/A

Section three: Review and Conclusion

Summary: please provide a brief overview, including impact, changes, improvements and any gaps in evidence.

Action to be taken	Officer responsible	Target Date	In which plan will this action appear
The consultation process will be used to identify the profile data needed to inform the assessment process as to whether there will be a potential disproportionate impact on any of the protected equality characteristics. This profile data will then be used to inform a further Cabinet report which will determine the overall outcome of this review. Should there be a disproportionate impact on any of the equality strands in relation to current service users, the EqIA will be updated to reflect any actions to mitigate that impact.	Waste Project Director	February 2012	Neighbourhoods EqIA monitoring
When will this assessment be reviewed?	Date: December 2011		
Are there any additional assessments that need to be undertaken in relation to this assessment?	No		
Lead officer - sign off: Waste Project Director			Date 05/09/2011
Waste Project Director			Reviewed: 05/10/2011
Service equality representative - sign off: Policy Performance and Communications Manager			Date 05/09/2011
Policy Performance and Communications Manager			Reviewed: 05/10/2011

Please ask us if you would like this document summarised in another language or format.

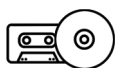
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 polski (Polish) ਪੰਜਾਬੀ (Punjabi) Español (Spanish)
 বাংলা (Bengali) हिन्दी (Hindi) Deutsch (German)
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wasteaware@durham .gov.uk

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