Household Recycling Centres

A report from Overview & Scrutiny

Contents

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Preface

By Cllr Majid Mahmood, Chair of the Connectivity & Sustainability O&S Committee

Having taken on the new role of Connectivity & Sustainability O&S Chair this year, I was delighted to have the opportunity, along with the Committee, to contribute to the development of a new waste strategy for the city. The new strategy is the result of a recommendation from the *From Waste to Resource* inquiry.

A panel of officers and councillors from both the Connectivity & Sustainability and Districts & Public Engagement O&S Committees are working on this now.Our contribution has been through the work we have done on Household Recycling Centres (HRCs) – a critical part of our waste infrastructure and therefore key to delivering any future strategy. This report sets out our findings and our recommendations.

Inevitably, many of our recommendations are looking to the medium and long term, in particular to the conclusion of the waste disposal contract with Veolia. A new contract, underpinned by a new strategy, will give us many opportunities, and this Committee believes that HRCs should feature strongly. There is a clear need for a new HRC in Birmingham – this will be costly, but should be considered as part of any procurement exercise for a new contract, particularly as we look to encourage more "self-help" amongst residents with regards to waste and recycling.

The report also picks up issues raised in the Committee's earlier report on Green Waste collection. In particular, the increase in traffic at HRCs following the introduction of charges for green waste collection was raised in our evidence gathering, and some of our recommendations go to addressing these issues.

Finally, members were most impressed by the Re-Users project – whereby people are encouraged to donate their unwanted items for re-selling or "upcycling". The project is based on Norris Way HRC and so is able to take advantage of the benefits of co-location. Members would like to see this extended.

A number of our recommendations focus on what should be considered for the future as the new strategy is developed in time for a new contract post-2019. It was not right for the Committee to be overly prescriptive at this point; as was said in the *From Waste to Resource* inquiry report, ultimately these are decisions for the Executive at the appropriate time. However, our findings do continue the challenge set by that report to the Executive to meet the ambitions for a sustainable, innovative and efficient disposal of waste to resource system.

The Committee has greatly appreciated the time and contribution made by the witnesses who gave evidence, and I would like to thank all of them for their participation.

Councillor Majid Mahmood
Chair, Connectivity & Sustainability Overview and Scrutiny Committee

Summary of Recommendations

	Recommendation	Responsibility	Completion Date
R01	That serious consideration is given to opening a new Household Recycling Centre (HRC) in Birmingham as part of the new waste disposal arrangements post 2019	Cabinet Member, Green, Smart and Sustainable City	March 2016
R02	That the opening of temporary sites over the summer is investigated, to deal with the increased volume of green waste.	Cabinet Member, Green, Smart and Sustainable City	June 2015
R03	That an assessment is made of the enforcement of the Birmingham residents only policy alongside an assessment of a formal joint use policy with other local authorities. This should include the exploration of opening a new joint facility (alongside Recommendation 01)	Cabinet Member, Green, Smart and Sustainable City	November 2015
R04	That re-use is a priority in the revised waste strategy; and that an extension of the Re-Users Project to other HRCs is explored.	Cabinet Member, Green, Smart and Sustainable City	March 2016
R05	That the lease for the Re-Users project is extended to allow Jericho to undertake long term planning.	Cabinet Member, Green, Smart and Sustainable City	March 2015
R06	That options for smart card use – to reduce contamination and monitor usage – are considered for inclusion in any future waste contract	Cabinet Member, Green, Smart and Sustainable City	November 2015
R07	That a recycling centre/facility for trade and commercial waste is considered as part of the new waste strategy, and procurement of any new contract	Cabinet Member, Green, Smart and Sustainable City	March 2016
R08	Progress towards achievement of these recommendations should be reported to the Connectivity & Sustainability Overview and Scrutiny Committee no later than September 2015. Subsequent progress reports will be scheduled by the Committee thereafter, until all recommendations are implemented.	Cabinet Member, Green, Smart & Sustainable City	September 2015

1 The Inquiry

1.1 Purpose of the Inquiry

1.1.1 In July 2014, the former Transport, Connectivity & Sustainability Overview & Scrutiny (O&S) Committee presented a report on future waste disposal options to the City Council meeting – *From Waste to Resource*. That report focused on the opportunities presented by the ending of the current waste disposal contract for Birmingham's municipal waste, which is contracted out to Veolia Environmental Services Birmingham (Veolia) and will terminate in January 2019.

1.1.2 The *From Waste to Resource* inquiry report asked the Cabinet Member for Green, Smart and Sustainable City to put in place a new waste strategy, in preparation for the conclusion of the waste disposal contract with Veolia. Work on this strategy is now underway, with a panel set up to conduct the work. The panel comprises the Cabinet Member, officers and councillors from both the Connectivity & Sustainability and Districts & Public Engagement O&S Committees.

1.1.3 As part of the development work needed for that new strategy, the Connectivity & Sustainability O&S Committee was asked to look at Household Recycling Centres (HRCs), according to the recommendation made in the report:

> That a report is brought to the Connectivity & Sustainability O&S Committee on Household Recycling Centres (HRCs), their future and the options, with a view to the Committee undertaking a short piece of work on new HRCs in the city.
>
> The Committee's work will consider options for improving access to current HRCs, including
>
> - Opening hours;
> - Actions to reduce queues and congestion
> - Allow waste and recycling to be delivered on foot
>
> It should also address how the number of HRCs in the city might be increased, particularly with regard to smaller, more local, sites.

1.1.4 This inquiry is intended to feed into the panel's work, to develop ideas around the future of HRCs and how their utility could be developed and maximised.

1.2 Key Lines of Enquiry

1.2.1 The key lines of enquiry adopted by the Committee were:

- What options are there for increasing HRC provision in Birmingham?

- What are the options for providing smaller, more local HRCs or similar?
- Are there ways to improve access to existing HRCs, including:
  - Opening hours;
  - Actions to reduce queues and congestion;
  - Signage, markings and other information provided.
- Are there other ways in which usage of HRCs can be encouraged?
- What are the issues associated with building new HRCs – e.g. planning, costs etc?
- What are the options for working with neighbouring authorities, the ownership and management options, and opportunities to involve the private and third sector?
- What are the plans in place or under discussion for Tameside Drive HRC, which will be affected by HS2?
- What options should be considered for the future running of HRCs, beyond 2018? What is the city's long term vision for future HRC provision?

1.2.2 The evidence gathering was carried out between September and November 2014, and included a visit to Perry Barr and Norris Way HRCs and the Re-Users project at Norris Way.

1.2.3 The Committee greatly appreciates the time and contribution made by the witnesses who gave evidence (see Appendix 1); their participation and knowledge was crucial in pulling this report and the recommendations together.

2 Context

2.1 Legislation Relating to HRCs

Responsibilities for Household Waste

2.1.1 The key legislation with regards to household waste is the Environmental Protection Act 1990 (EPA 1990). This sets out statutory responsibilities and functions for householders and the City Council:

- Householders have a responsibility to ensure that household waste is properly disposed of (section 34(2A) of the Environmental Protection Act 1990).
- Birmingham City Council is a Waste Collection Authority (WCA) and a Waste Disposal Authority (WDA) within the meaning of the Environmental Protection Act 1990:
    - As a WCA, the City Council must arrange a regular collection of domestic waste for which it cannot make a charge as the cost is covered by the Council Tax;[1]
    - As a WDA, the City Council must manage the waste collected by the local authority. This is currently contracted out to Veolia Environmental Services Birmingham (VESB).

Household Recycling Centres (HRCs)

2.1.2 HRCs (sometimes called civic amenity sites) were originally set up under the Civic Amenities Act 1967. That legislation has since been superseded by Section 51(1) of the EPA 1990, which states that the WDA must arrange for places to be provided at which residents in its area may deposit their household waste and arrange for the disposal of that waste. Section 51(2) further stipulates that HRCs should be:

- Situated within the local authority area or reasonably accessible to residents;
- Open at all reasonable times (including at least one period on the Saturday or following day of each week except a week in which the Saturday is 25th December or 1st January);
- Free of charge to residents in the area.

2.1.3 For those operating HRCs, there is legislation around licensing, permitting and health and safety, including:

- Section 34 of the EPA, which places a duty of care on the WDA to manage and transfer waste in a way that enables its safe recovery or disposal on all producers, carriers and importers of controlled waste; anyone who keeps, treats or disposes of controlled waste; or anyone who has control of such waste as a broker;

[1] A charge can be made for green waste under the Controlled Waste Regulations 2012

- The Environmental Permitting (England and Wales) Regulations 2010, under which operators of certain waste activities, including HRC managers, are required to prove the competence of their staff to operate the facility and to hold an environmental permit.

2.1.4 There is also legislation dealing specifically with the disposal of controlled waste and waste electrical and electronic equipment (WEEE). These do not have to be accepted at HRCs, though they often are (and are at Birmingham HRCs). For WEEE items, HRCs must be signed up as designated collection facilities (DCFs), and as such need to comply with the Department for Business, Innovation & Skills' Code of Practice. The WEEE collected from sites registered as DCFs will be removed and recycled free of charge by a producer compliance scheme (PCS) partner.[2]

Charging for Use of HRCs

2.1.5 As set out in section 2.1.2, the City Council must provide a free facility for residents to deposit their household waste. Specifically, charges cannot be made for:

- Small recyclables: cardboard, paper, cans, glass; plastic bottles, drinks cartons/Tetra-pak, textiles and shoes, books;
- Green (garden) waste;
- Timber (high and low grade);
- Metal;
- Large and small domestic appliances;
- Hazardous household wastes: chemicals; paint; fridges and freezers; televisions and monitors (cathode ray tube); fluorescent tubes; batteries (domestic and vehicle); dense plastics; carpet; mattresses; furniture;
- Black-bag waste.

2.1.6 However, charges may be made for:

- DIY wastes: doors and windows; fitted kitchens; fitted wardrobes; inert material such as rubble and concrete; bricks and roof tiles; plasterboard; soil from landscaping activities;
- Any other building materials;
- Tyres;
- Controlled waste. [3]

2.1.7 The WDA may also charge users who live outside the local authority area and trade and commercial waste users.

[2] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 62
[3] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 57

Localism Act 2011

2.1.8 WRAP (the Waste Resources Action Programme) raises the possibility of local community groups or organisations using the Localism Act. The Act gives groups, and other organisations such as parish councils, the right to express an interest in taking over the running of a local authority service. It also allows people to initiate local referendums on issues that are important to them.

2.1.9 The Localism Act could therefore, in principle, allow local people or organisations to challenge and bid for the management of HRCs, or to conduct referendums on HRC-management issues.[4]

2.2 Policy in Relation to HRCs

European Waste Framework Directive

2.2.1 The **EU Waste Framework Directive** (2008/98/EC) provides the legislative framework for the collection, transport, recovery and disposal of waste, and includes a common definition of waste. It was originally passed into law in 2006, and revised in 2008. The directive sets out the waste hierarchy (see Figure 1) which is "both a guide to sustainable waste management and a legal requirement of the revised EU Waste Framework Directive, enshrined in law through the Waste (England and Wales) Regulations 2011."[5]

2.2.2 Local authorities are encouraged to dispose of waste as high up the hierarchy as it is practically possible. Government guidance does however make clear that the waste hierarchy is not inflexible.

Figure 1: The Waste Hierarchy

[4] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 63
[5] Government Review of Waste Policy in England 2011

2.2.3 Nationally, the UK is obliged to meet targets set under the **EU Waste Framework Directive** (see above). These requirements have been transposed into UK law, and so across the UK, 50% of waste from households should be re-used or recycled (including composting) by 2020.

2.2.4 The latest figures on this show that the UK risks missing this target:

- For the 2013 calendar year, the 'waste from households' recycling rate was 44.2%. This is up very slightly on the 44.1% achieved for 2012. It has increased from 43.3% in 2011;
- The most recent quarterly data are for January to March 2014; the rolling 12 month 'waste from households' recycling rate to end March 2014 was 44.5%. This was slightly higher than the 2013 calendar year figure of 44.2%, (influenced by organic recycling returning to more typical levels in January to March 2014 against a relatively low level in January to March 2013);
- Local authority managed waste recycled or composted in 2013/14 was 10.9 million tonnes, almost doubling since 2003/04. The proportion of all local authority managed waste recycled or composted in 2013/14 was nearly 43%, an increase from 19% in 2003/04 although increases in the last two years have been modest.[6]

National Waste Strategy

2.2.5 The Coalition Agreement of 2010 contained commitments to:

- "Work towards a zero waste economy and encourage councils to pay people to recycle and work to reduce littering";
- Introduce "measures to promote a huge increase in energy from waste through anaerobic digestion".[7]

2.2.6 To further these aims, the Government conducted a national review of waste policy in England (2011). The published report contained a vision to:

> "… move beyond our current throwaway society to a "zero waste economy" in which material resources are re-used, recycled or recovered wherever possible, and only disposed of as the option of very last resort."[8]

2.2.7 In the National Waste Strategy, the Government confirms that local authorities will continue to have the lead waste management role at the local level.

2.2.8 There are three references to HRCs in the National Waste Strategy, indicating that:

- Free access to HRCs should continue;
- The use of HRCs by small businesses should be encouraged "at an affordable cost to the business user." This would help smaller businesses to recycle by using existing infrastructure

[6] Statistics on waste managed by local authorities in England in 2013-2014, Defra, 18th November 2018
[7] https://www.gov.uk/government/publications/the-coalition-documentation
[8] Government Review of Waste Policy in England 2011

more effectively and may also be of benefit to local authorities and household residents as revenues generated from accepting business waste could help provide the funds needed to keep the sites open;

- The development of opportunities for re-use collection facilities at HRCs should be encouraged.

Local Policy Drivers

2.2.9 The **Draft Birmingham Development Plan (BDP)** sets out the statutory framework to guide decisions on development and regeneration in Birmingham up to 2031, including how and where new homes, jobs, services and infrastructure will be delivered and the type of places and environments that will be created. Three policies relate to waste management, which will facilitate the development of new infrastructure through the planning system. The BDP makes the commitment that:

> The City Council will seek to prevent the production of waste wherever possible, and where this is not feasible will seek to move and manage Birmingham's waste up the waste hierarchy.

2.2.10 The draft BDP states that:

- "Proposals that lead to the loss of such waste management facilities, without adequate provision to replace lost waste handling capacity, will be refused";
- The building of a materials recycling facility in Birmingham would be facilitated through the planning process;
- The separating of food waste would be supported, as it seeks to encourage the "management of food waste through existing and emerging waste management technologies and ensure that commercial and non-commercial biodegradable food wastes are treated as a resource" through the planning system.

2.2.11 The *From Waste to Resource* Scrutiny inquiry report noted (as members of the Birmingham Economy & Jobs O&S Committee did in January 2014) that the draft Birmingham Development Plan did not mention new HRCs at all – this was felt to be a missed opportunity, especially as new housing requirements for the city have to factor in accessibility to waste disposal.

2.2.12 The **Green Commission's Vision**[9] pulls together the green economy, planning framework and policy; and sustainable energy and CO_2 emissions reduction. Specifically with regard to waste to resource management, this includes:

- Ensure better management of the city's total waste and improved recycling, reuse and conversion to energy – towards a zero landfill waste city;

[9] Birmingham's Green Commission: Building a Green City, March 2013, Birmingham City Council

- Position Birmingham as a leader in resource-recovery technologies to reduce the impact of the consumption of scarce resources and materials;
- Create a sustainable economic environment to attract progressive, innovative and dynamic businesses;
- Create jobs in green-growth industries and services, with a focus on building green skills, innovation and knowledge;
- Ensure greater energy security and more locally produced and controlled energy generation and distribution.

2.2.13 To coordinate Birmingham's reduction of CO_2 emissions by 60% by 2027 from 1990 levels, the Green Commission has developed a **Carbon Roadmap**. The four priority areas are:

- How Birmingham should in future be heated and powered;
- How we travel and get around the city;
- Improving the energy efficiency and affordable warmth of buildings;
- Creating decarbonised local energy generation capacity.

2.2.14 Whilst Birmingham's current emissions target will be largely driven by central government, there is still a significant contribution that can be made by the city, including identifying local opportunities to extract heat from industries or to use sources specific to local geography, including municipal waste.

2.2.15 The **Municipal Waste Management Strategy (2006-2026)** defines the city's strategic vision for managing municipal waste. The current strategy vision is:

> "To run a city that produces the minimum amount of waste that is practicable, and where the remainder is re-used, recycled or recovered to generate energy. The materials recovered through composting, recycling, re-use and from the energy recovery process will replace the need for extraction of virgin materials.
>
> The waste management strategy will be sensitive to local needs and will provide a service to help Birmingham become as clean and green a city as it can be. Birmingham City Council and the Constituency partners will provide a service that citizens are pleased to support, and where there is malpractice or deliberate misuse of the service, that this is dealt with efficiently to maintain a clean, safe and healthy environment."

3 Findings: Household Recycling Centres in Birmingham

3.1 Current Provision

3.1.1 Birmingham has five HRCs, at:

- Norris Way in Sutton Coldfield, B75 7BB, which includes a two-year re-use pilot scheme for Birmingham residents (launched in 2012);
- Tameside Drive, Castle Bromwich, B35 7AG;
- Lifford Lane, Kings Norton, B30 3JJ;
- Holford Drive, Perry Barr, B42 2TU;
- James Road, Tyseley, B11 2BA

3.1.2 All five HRCs are operated by Veolia, and collect up to twenty different recycling streams. The HRCs are for domestic waste only, and should only be used by Birmingham residents (a postcode check is conducted at the gate).

3.1.3 The locations of the HRCs date back to the time of the West Midlands County Council, when they were first put in place. The map in Appendix 2 shows the locations of the HRCs in relation to the city's boundaries and HRCs in neighbouring authorities.

3.1.4 Waste collected at the HRCs is combined with the waste collected at the kerbside and the over 400 bring bank sites around the city for processing and disposal.

Statutory Guidance on Provision of HRCs

3.1.5 As the legal position in Chapter 2 sets out, the basic statutory provision is for at least one HRC, as long as that is deemed "reasonably accessible to persons resident in the area".

3.1.6 Beyond that, there is no statutory guidance on what the level of HRC provision should be. However, some organisations have done some work to assess this and provide guidance. In 2004 the National Assessment of Civic Amenity Sites (NACAS) published a study that drew on national evidence to assess suitable levels of provision. The resulting recommendations for minimum levels of HRC provision were:

- Maximum catchment radii of three miles in urban areas and seven miles in rural areas covering the great majority of residents;
- Maximum driving times to a site for the great majority of residents of 20 minutes in urban areas, and 30 minutes in rural areas; though preferably less than this by the order of 10 minutes in each case;

- At least one site per 143,750 residents, with a maximum throughput for any site of 17,250 tonnes per annum.

3.1.7 However the recommendations were "highly provisional and tentative, and were explicitly presented as such".[10] WRAP considered the issue and emphasised that local authorities should come to their own conclusions on the correct level of provision. They cited some examples of current standards used by local authorities for HRC provision:

- Greater Manchester Waste Disposal Authority uses five mile radii to determine minimum acceptable levels of HRC provision;
- Suffolk County Council sets a maximum of 20 minutes' drive time for 90% of residents;
- Leeds City Council also uses 20 minutes' drive time for the great majority of residents as a minimum standard.

3.1.8 Figure 2 sets out HRC provision in England, Scotland and Northern Ireland in 2010/11.

Figure 2: HRC provision in England, Scotland and Northern Ireland, 2010/11

	Number of sites	Average number of households per site	Average number of inhabitants per site	Average catchment radius per site (miles)
England	734	53,361	125,652	4.3
Scotland	176	18,358	40,882	6.6
Northern Ireland	95	10,045	25,650	4.7

3.1.9 WRAP tentatively suggest that the following are reasonable minimum levels of HRC provision, with some exceptions for very rural or very urban areas:

- Maximum catchment radii for a large proportion of the population: three to five miles (very rural areas: seven miles);
- Maximum driving times for the great majority of residents in good traffic conditions: 20 minutes (very rural areas: 30 minutes);
- Maximum number of inhabitants per HRC (in all but the most urbanised areas): 120,000;
- Maximum number of households per HRC (in all but the most urbanised areas): 50,000.[11]

3.1.10 Relating this back to Birmingham, the map on Appendix 2 shows that:

- Most of Birmingham residents are within three miles of an HRC;

[10] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 12
[11] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 13

- The north and south of the city are better served, with many within just over a mile (or six minutes) from an HRC. Those in the centre of the city generally have further to travel;
- Most are close to major routes and so are easily accessible.

3.1.11 Generally, therefore, Birmingham's provision matches the maximum catchment radii and maximum driving times suggested by WRAP. However, the maximum number of inhabitants per HRC does exceed the 120,000 suggested by WRAP. With five HRCs covering just under 1.1m residents, that equates to around 220,000 residents per HRC. Appendix 3 sets out the equivalent statistics for the core cities, showing all except Bristol and Nottingham have lower resident to HRC ratios.

3.1.12 Figure 3 also shows that the tonnage received at Birmingham's HRCs is well in excess of the national average.

Figure 3: HRC provision in Birmingham and England, 2011/12

Authority	No. Of HRCs	No. Civic Amenity sites per 100,000 population	Average site catchment radius, miles	Total HRC tonnage throughput	
	2011/12			2011/12	*Average tonnage per site*
Birmingham City Council	5	0.47	2.6	51,299	10,260
England Average	712 (total)	0.92	3.3	4,637,743	6,514

Data extracted from the National Household Waste Recycling Centre Directory 2011-12

3.2 Operation of HRCs in Birmingham

3.2.1 In 1994 the Council entered into a 25-year contract with Veolia to dispose of the waste for which it has statutory responsibility. This included the operation and maintenance of the City Council's five HRCs.

3.2.2 In that time, improvements have been made to some HRCs:

- 1997: Tyseley HRC developed with a "best in class" design, separating the vehicles from the public and using split level so that customers do not have to climb up to put items in containers;
- 2008: Norris Way HRC was rebuilt using modern leading design;
- 2012: a Reuse Centre was opened at Norris Way.

3.2.3 However, the *From Waste to Resource* inquiry raised a number of issues around the current operation of HRCs in Birmingham, notably the impact of an increase in use of HRCs, particularly since the introduction of the charge for green waste collection, which resulted in long queues experienced at some sites.

Opening Hours

3.2.4 HRCs in Birmingham are open:

- 8am until 8.00pm (Weekdays – 1 March to 31 October 2014);
- 8am until 4.30pm (Weekends – 1 March to 31 October 2014);
- 8am until 6.00pm (Weekdays – 1 November to 28/29 February 2015);
- 8am until 4.30pm (Weekends – 1 November to 28/29 February 2015).

3.2.5 They are closed on 25 December and 26 December. Appendix 3 shows HRC opening times across the core cities and shows that Birmingham compares well in terms of length of time the HRCs are open.

Usage

3.2.6 The sites are very well-used, with on average one user every 40 seconds, around 33,000 users per week. Appendix 4 shows the usage over the month of August – a total of 149,030 visits.

3.2.7 A comparison of traffic counts between one week in June 2011 – when there were 26,242 visits – and one week in August 2014 (not the Bank Holiday week) – when there were 32,896 visits – shows a 25% increase (see Figure 4).

3.2.8 Whilst data on waiting times is not collected, Veolia told us that these can be extremely variable depending upon the time of the year, day of the week, or even time of the day. The length of any queue is monitored, and work is undertaken to minimise these at peak periods.

3.2.9 Veolia reported high customer satisfaction rating and a low volume of complaints (1:60,000 users).

Figure 4: Traffic count data

HRC	June 2011	August 2014	Difference (%)
Lifford Lane	6062	7444	22%
Tyseley	5890	7143	17%
Tameside Drive	3527	4477	26%
Norris Way	5445	7857	44%
Perry Barr	5318	5975	12%

3.2.10 Fleet & Waste Management officers informed us that the five sites are generally coping with the demands placed upon them, but are amongst the busiest sites in the country (see section 3.1.11).

3.2.11 However, there is an expectation that HRCs will be used more widely as wheelie bins are rolled out across the city. Use of wheelie bins will restrict the amount of waste that can be put out for collection, as the purpose of wheelie bins is to encourage citizens to recycle more. In addition, the green waste collection service is now a paid-for service. Looking further ahead, the city's population is increasing and houses are to be built to accommodate this – adding further to the pressures experienced by HRCs.

Layout

3.2.12 The five HRCs in Birmingham have different layouts, according to when each was last re-developed:

- Lifford Lane, Tyseley and Norris Way are "split level" sites – which mean that containers are placed at a lower level than where users are, so that the top of the container is on a level with where members of the public come to place the waste in containers. This means users are not in the same space as the HGVs removing containers and that there are no steps up to containers, making them easier to use;
- The Perry Barr site has the containers and members of the public on one level. This means in many cases that people have to climb steps to access containers, and that when a lorry comes to move a container out, that section of the HRC must close to members of the public.

3.2.13 The Tameside Drive is partly split-level and partly one-level.

3.2.14 Members of the Committee visited two HRCs – Norris Way and Perry Barr – as part of the evidence-gathering, to compare the two layouts. The difference this makes to the efficiency of the site in terms of ease of access, throughput and how users are encouraged to recycle is discussed further in section 5.3.

3.2.15 Traffic layout is also an issue – one of the main problems over the summer was queuing at Lifford Lane HRC out onto the public highway. This can also occur at other sites, for example Norris Way. At Lifford Lane, a new traffic management system was introduced, including barriers to prevent over-taking (which had been causing safety concerns). In addition, at weekends, users of the HRC were able to use lanes reserved for the vehicles returning from kerbside collection rounds, which eased congestion. At Norris Way, there is the capacity to split the road into the site into two lanes to ameliorate the problem.

Staffing

3.2.16 Veolia told us that staffing at Birmingham's HRCs does vary by site, day and time to put the maximum amount of staff possible on any given site when they are most needed and of benefit to the public. Numbers are maximised at weekends and in the middle of the day when user volumes are highest. During the visit to the HRCs, members of the Committee were told that:

- Staffing: more are employed on site in the middle of the day when the HRCs are busier and to enable breaks to be taken. Generally four to six operatives are on site;
- Support for people with disabilities is given by those at the site, though it was admitted that they "could do more".

3.2.17 It was agreed that operatives assisting members of the public was a key factor in ensuring quality of recyclate, and this is discussed further in section 5.3.

Permits for vans and cars with large trailers

3.2.18 Birmingham HRCs are for domestic waste only and should only be used by Birmingham residents (a postcode check is conducted at the gate). Where there is doubt about the status of a vehicle, one visit will be allowed until status can be established. Permits are available in some circumstances. A review was underway at the time of writing.

3.3 Tonnage, Waste Streams and Recycling Rates

Tonnage

3.3.1 In 1994, when Veolia first took over the running of the HRCs, 65k tonnes of waste was accepted in ten waste streams (1993/94). By 2014/15, this had increased to 94k tonnes estimated (2014/15) in 29 waste streams.

3.3.2 The average throughput is 14,000 tonnes per site per annum; this is higher than the UK average throughput on such sites (c.8,000 tonnes per site per annum).

Waste Streams

3.3.3 The following materials accepted at Birmingham HRCs:

Batteries	Green waste	Soil & rubble
Clothes	Plasterboard	Cans
Glass	Cardboard	Fridges
Small electricals	Gas cylinders	Oil
Clean wood	Paper	Metal
Household chemical	Plastics	Household waste

3.3.4 Asbestos, trade waste and commercial waste are not accepted.

Recycling

3.3.5 Segregation of waste takes place at the HRCs in order to maximise recycling. The recycling rate at Birmingham's HRCs is currently 65.7% recycling rate (April to October 2014). The following materials are recycled or re-used:

- Green garden waste, Cardboard, Paper, Glass, Metal, Wood and wood-based products (MDF, chipboard etc), Engine Oil, Car Batteries, Fridges & Freezers, Textiles, Shoes, TVs & CRT Monitors, Fluorescent tubes, Gas bottles, Soil, Hardcore & Rubble.

3.3.6 The volume of green waste brought to HRCs so far this year (2014/15) is 151% higher than in previous years (15,401 vs 6,128 tonnes), although green waste volumes overall (including waste collected via the kerbside collection service) so far this year are 22% lower than prior year (22,355 vs 28,875 tonnes).

3.3.7 The overall trend is that all recycling tonnages have increased measurably compared to previous years:

Figure 5: Recycling tonnages January to July 2013 and January to July 2014

	January – July 2013	January – July 2014
Green	5,038	13,901
Wood	6,820	8,157
Soil / rubble	9,930	11,189
Residual	17,582	19,531
Other	4,353	4,408
Total HRC tonnage	43,723	57,186

3.3.8 However it is also the case that the high usage of HRCs can work against higher recycling figures. As Veolia told the *From Waste to Resource* inquiry:

> … recycling on large urban sites is generally not as high as smaller rural sites. Therefore if it were possible to increase the number of HRC sites provision within Birmingham, this would lead to both [greater] participation, as householders would have less distance to travel, and increase in recycling rates at these sites.

Paper and Cardboard Recycling

3.3.9 Smurfit Kappa Recycling supplies paper and cardboard recycling facilities at all five HRCs in Birmingham, and have done since 2003. Smurfit Kappa collect the filled containers and take them to the paper mill in Nechells.

3.3.10 The City Council receives an income from the collected cardboard, and are not charged for the provision of machinery.

3.3.11 **Cardboard** recycling has been successful since it was introduced:

> The initial target weight was 1 tonne per site per week, based on historical data from Castle Bromwich [Tameside Drive]. This was achieved, to our surprise, in the very first week and during the first full year the weekly average total was 14 tonnes or 2.8 tonnes per site per week.[12]

3.3.12 Prior to 2008 and the financial crash, the average tonnage of cardboard collected per week was 39.29. The current weekly average during 2014 is 30.51 tonnes or just over 6 tonnes per site per week. In total, over 17,890 tonnes of cardboard have been collected from the sites since 2003 at an average of 30.75 tonnes per week or 6.15 tonnes per site per week.

[12] Evidence from Smurfit Kappa, 25th November 2014

3.3.13 The cardboard is now compacted on site, to allow more material to be put in each container. At Tyseley and Lifford Lane, Smurfit Kappa provides the static compactors as well as maintaining a static Rollpak machine at Perry Barr. At Tameside Drive and Norris Way, mobile Rollpaks are operated by Veolia.

3.3.14 During the evidence-gathering, the issue of contamination was raised. Smurfit Kappa reported that contamination of cardboard (with both green and other wastes) had increased over the summer, when usage dramatically increased following the introduction of the charge for green waste.

> Contamination costs us money and so where a container is grossly contaminated we have to reduce payment, to the Mixed Papers rate, to compensate us for rubbish disposal costs. (Smurfit Kappa)

3.3.15 Supervision (or lack of) was also felt to be a factor: busier sites meant the operatives were less able to supervise householders bringing waste in. Anecdotally, it also seemed to Smurfit Kappa that there were fewer operatives at Birmingham HRCs than at other local authority sites. The positioning of the containers is also key – the cardboard containers that are further away from where the operatives are based tend to have greater contamination, in the experience of Smurfit Kappa.

3.3.16 **Mixed paper** is also collected by Smurfit Kappa from the HRCs. At Perry Barr, Lifford Lane and Tyseley these are 2 x 10cu yd front end loader containers at each site, emptied twice per week on a regular schedule. At Norris Way there is a 30cu yd "Superbank" and at Tameside Drive a 35cu yd open top container, both exchanged at the request of the site operators.

3.3.17 The design of these containers is important – "open top" is easier for residents to use on a split level site, as paper is thrown into it from above. The other containers have "letter-box" slots, which are ideal for reducing contamination but are less easy for the public to use.

3.3.18 Smurfit Kappa reported that until recently there have been few problems with either the paper or cardboard containers and the quality of the material. The recent problems would appear to be caused by:

- The sites being busier than before with the extra green waste being deposited there;
- Frustration with having to queue for long periods and therefore users taking less time and care to use the various containers properly;
- The generally low level of manning and supervision at the sites.

3.3.19 Smurfit Kappa also use bring banks across the city. The company undertook quality testing this year and found that the average level of contamination was between 1 and 1.5% (in contrast, kerbside collected waste varies from less than 1% to 40%). The design of the banks is critical here – narrow slots help restrict the contamination.

4 Findings: Increasing Access

4.1 Introduction

4.1.1 The Committee considered the options for increasing access to and usage of HRCs in Birmingham, and generally there were four areas to explore:

- Making better use of the sites Birmingham already has;
- Opening new HRCs;
- Opening smaller sites, perhaps focused on certain waste streams, perhaps temporary for times of high demand;
- Sharing facilities with neighbouring authorities.

4.1.2 Each of these is considered below.

4.2 Making Best Use of the Existing Sites

4.2.1 Making best use of the existing assets is the most cost-effective and speedy way to increase access to Birmingham's HRCs. As noted in Chapter 3, Birmingham has five HRCs, operating more or less at full capacity. Options for expansion are therefore limited, but could include:

- Extending opening hours;
- Managing peak flows to enable more citizens to move through HRCs;
- Utilising space nearby;
- Ensuring use of site is restricted to Birmingham only residents, to keep numbers of users lower.

Opening Hours

4.2.2 Birmingham compares well in terms of the length of the opening hours of HRCs (see Appendix 3). There is not the option to open on more days, as HRCs are open every day except Christmas Day and Boxing Day. The Committee also noted that opening hours in Birmingham were being maintained when many local authorities were reducing their hours as part of cost savings. The Committee were not made aware of any plans to reduce hours to save money, and would certainly not support such a move.

4.2.3 An extension of existing hours could be considered, particularly later opening times during summer in particular, when green waste visits are at their highest. However, any gain would have to be set against the cost (as Veolia run the HRCs, this would have to be negotiated with them and would

attract a cost of around £27 per site for each 30 minutes of extra opening, i.e. it would cost around £135 per day to add an extra 30 minutes opening on all sites[13]).

4.2.4 Therefore costs and benefits need to be carefully weighed. Two witnesses suggested that data from traffic counts should be used to gauge when usage is at its highest and to explore whether different patterns – e.g. earlier opening on summer days – would alleviate pressure at busier times. These are now in place at all HRCs (introduced last year).

Managing Peak Flows

4.2.5 During the peak times over summer 2014, Fleet & Waste Management officers worked with Veolia, Highways officers and the Police to introduce measures to manage the increase of visitors. Measures included running green waste only" lanes at HRCs to maximise throughput.

4.2.6 Communication was also looked at, giving advice to residents on when to attend site, how to present their waste (segregation), van acceptance rules, and how to speed up their visit. Actions included new signage and the distribution of leaflets outlining alternative options available to residents.

4.2.7 Such actions should be undertaken at all HRCs at peak times, and could be supplemented by information on the Council's website and Contact Centre. One suggestion was that web cameras could be placed at HRCs and footage streamed over the internet, so that citizens can see in real time how long the queues are at any given time.

Utilising Space

4.2.8 One idea put forward by witnesses was to consider expanding the available space at weekends at HRCs that are co-located with a waste transfer depot (i.e. Lifford Lane, Tyseley and Perry Barr). These depots are used during the week by the vehicles bringing in the waste and recycling collected at the kerbside. Potentially this space could be used for additional containers – for example green waste containers for a "green only" option during the summer.

Ensuring Birmingham Citizen Use Only

4.2.9 One of the issues is about who is using the HRC sites. Birmingham's policy is that only Birmingham residents can use the sites for household waste – those living across the border and trade customers may not use the HRCs.

4.2.10 The specific issue of trade and commercial customers are discussed in section 5.4. With regards to ensuring only Birmingham residents use the sites, this is verified by a simple postcode check – visitors are asked to give their postcode at the gate. This is open to abuse, which can be exacerbated by closure and reduced services at HRCs outside the Birmingham boundary); the

[13] Evidence from Fleet & Waste Management, 23 September 2014

Committee were told that this is having an impact on traffic queues – particularly at Tameside Drive and Lifford Lane.

4.2.11 Options to tighten up on this include:

- Requesting proof of identity (at Bristol's HRCs, driving licence, recent utility bill or council tax bill will be accepted as proof of residence);
- Issuing a permit with the Council Tax demand (though issues of whether it should be more than one per household, or whether citizens should be allowed to apply for a second should be considered);
- A "Birmingham Citizen" card – a more expensive and perhaps long term option, but this could be used for access to a range of City Council services;
- Installation of Automatic Number Plate Recognition (ANPR) cameras at all sites to ensure those using the HRCs are based in Birmingham.

4.2.12 Obviously benefits must outweigh the cost, and part of the problem is that the size of the issue is not really understood. The other option would be to negotiate with neighbouring authorities and this is discussed in section 4.4 below.

4.3 Opening new HRCs

4.3.1 The issue of a new HRC has been discussed for many years, and has been the subject of scrutiny recommendations in the past. The 2004 Paper and Green Waste scrutiny review recommended that the Executive "urgently identify a location for a Household Recycling Centre in the South West of the City, which would address the need for green waste collection as well as other recyclables."

4.3.2 The then Transportation and Street Services O&S Committee agreed in 2006 that this recommendation was "unlikely to be achieved as it was highly unlikely that there would be a new HRC due to the extension of recycling at the doorstep and the Council had undertaken as much work as it could here".[14]

4.3.3 Since then, HRC use has grown further – even with the extension of kerbside collection services.

4.3.4 The fragility of Birmingham's position in being so close to capacity at the HRCs was illustrated when the initial plans for High Speed 2 were announced and that the Tameside Drive site would be lost. That is now not the case – it is currently expected that the HRC will remain at the site but the Bottom Ash plant will need to close.

4.3.5 The key issues remain, identifying a site, addressing any planning issues and meeting the costs.

[14] Transportation and Street Services O&S Committee, 5th September 2006, minutes

4.3.6 **Suitable site selection** is key. Not only is space required but access. The current sites are close to major routes and that is a consideration – both for citizens to access the site but also so that the large vehicles that transfer the waste can access the site.

4.3.7 In deciding where a new site would be best placed, it would be advantageous to undertake an origin/destination analysis of users to better understand where citizens travel from. It also needs to take account of wider policy moves, such as the City Council's white paper *Birmingham Connected: Moving our city forward*.[15] Launched in November 2014, the paper sets out a long term vision for transport which is essential for the city to grow and succeed. The white paper sets out an approach to servicing and logistics, in particular on how the needs of businesses and services are balanced with the view that "areas such as the city centre and local high streets should be for people; enabling them to become safer and more pleasant environments". Elements considered include:

- How to improve the flow of goods into and around the city;
- Reducing contribution to vehicle emissions, congestion and collisions;
- Timing the movement of freight and deliveries.

4.3.8 The location and design of any new HRCs must take into account the principles set out in *Birmingham Connected.*

4.3.9 Any **planning** request for facilities that handle waste and recycling will attract interest and possibly opposition; concerns of local residents would have to be addressed. Often, successful applications for waste handling sites are those that are away from residential areas or have a history of waste-related activities. The *From Waste to Resource* report noted that the draft Birmingham Development Plan (which, at the time of writing had just been through the public inquiry stage) did not refer to a new HRC, which was disappointing (see section 2.2 above);

4.3.10 **Cost** is critical **–** there is firstly the challenge of finding and paying for suitable alternative sites that would gain the regulatory waste permits, as well as the cost of environmental and resident consultation exercises. And of course there are also the running costs once it was opened. It was suggested that funding could be available through section 106 planning agreements. However, from April 2015, the scope of these section 106 agreements will be scaled back significantly through statutory regulations and will only relate to matters necessary to make the development acceptable. All other off site contributions will be secured through a Community Infrastructure Levy (CIL):

> A CIL is a mechanism to ensure certain types of development, where viable, contribute towards the infrastructure needed to support growth in the City as outlined in the Birmingham Development Plan (BDP). This infrastructure could include social infrastructure, (e.g. schools, health and community services),

[15] http://www.birmingham.gov.uk/bmap

> green infrastructure, (e.g. improvements to open space), and other physical improvements, (e.g. public transport and highway improvements).[16]

4.3.11 At the time of writing, a period of consultation on the draft CIL policy and charging had just come to an end. Within the consultation documents were a list of the projects or types of infrastructure that the City Council intends to fund, or part fund, through the CIL. The list of projects has been identified in the Infrastructure Development Plan, which forms a key part of the evidence base for the Birmingham Development Plan (BDP). The only waste infrastructure referred to in that list is: "Energy from Waste Infrastructure".

4.3.12 More likely, any costs would have to be met as part of a new waste contract, let after the expiry of the current contract with Veolia in January 2019. Cost options for funding waste activities were discussed in more detail in the *From Waste to Resource* report.

4.3.13 In addition, maximising income generation must be taken into account (also considered in the *From Waste to Resource* inquiry), including a recommendation containing the provision that income and financial efficiency are maximised. Currently, under the Veolia contract, any income (excepting that for paper and cardboard waste which goes straight to Smurfit Kappa) is retained by Veolia.

4.3.14 An obvious route of income generation is the sale of the HRC recyclates themselves though the market price fluctuates, as do volumes. Smurfit Kappa told the Committee:

> Paper and cardboard recycling collection at HRCs have been very successful, though there has been a dip in tonnage collected due to the recession and also changing habits (e.g. use of e-readers and smaller newspapers);

4.3.15 Some streams are more lucrative than others, and others require a lot of segregation. For example, where non-ferrous metals are separately collected and sold these generate significant income for the local authority from relatively modest tonnages.

4.3.16 Another idea is to introduce charges for certain services. For example, Cornwall Council introduced charges for asbestos, plasterboard, soil and rubble in September 2014. However, it was subsequently reported that there had been an increase in fly-tipping incidents since the charges came in, although "in the main, the type of waste that is fly tipped is waste that can be taken to and disposed of free of charge at the Household Waste Recycling Centres". [17] One local Councillor put that down to confusion over what is charged for.

4.3.17 One witness told of one of their local authority clients that sell advertising space at their HRCs to local businesses, for instance garden centres, which often have target customers within the HRC user profile.

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[16] Community Infrastructure Levy – Draft Charging Schedule Consultation, Report to Cabinet, 15th September 2014
[17] http://www.bbc.co.uk/news/uk-england-cornwall-30429681

4.3.18 Notwithstanding the challenges outlined above, it is time to reconsider the need for another – at least one – HRC in the city, and this period approaching the expiry of the current waste disposal contract is the time to do this. The proposed timescale for this recommendation, to coincide with the *From Waste to Resource* recommendation to bring forward a new Waste Strategy.

	Recommendation	Responsibility	Completion Date
R01	That serious consideration is given to opening a new Household Recycling Centre (HRC) in Birmingham as part of the new waste disposal arrangements post 2019	Cabinet Member, Green, Smart and Sustainable City	March 2016

4.4 Smaller Sites

4.4.1 When considering the cost of opening more HRC sites, economies of scale suggest that running fewer larger sites are more efficient rather than more, smaller (local) sites. However, the direct value of recyclates and indirect benefits can offset this higher cost.

4.4.2 Smaller sites may be easier to identify, but would still be costly. One witness advised us that

> Many local Authorities provide small and even temporary sites (for instance mobile sites or sites e.g. at a Community Centre over one or two weekends in a year). These actions are typically in response to the need to serve small, isolated including rural communities.

4.4.3 The idea could be considered particularly for the summer when additional sites for the collection of green waste would be helpful in some areas of the city. However, the additional cost of these would have to be considered so as not to negate the savings achieved through introducing charging for green waste collections. However, balanced against this are the potential costs saved as more green waste is diverted from the residual waste stream

4.4.4 The sites would need to be monitored to ensure the quality of the recyclate and that they did not attract fly-tipping – which would be costly. A further idea is:

> A variation on this theme has been to provide manned 'bring sites' where an attendant assists the customer in using an expanded range of bring banks and recycling containers but also prevents abuses such as the deposit of residual waste. Usage of this type of facility has decreased as the range and volume of recyclables collected from the householder at their kerbside has increased.

4.4.5 WRAP give an example of where this works:

The London Borough of Bromley operates temporary garden-waste sites during the summer months. Five garden-waste collection sites open every weekend from April to November and all waste is sent for composting. The temporary sites are open from 11am to 4pm on Saturdays, and from 8am to noon on Sundays. Sites are located at schools, parks or car parks in densely populated areas. No garden waste is accepted at these sites outside of the operating times. The sites are monitored, and fly-tippers are prosecuted. The service is free to Bromley residents who identify themselves by taking their waste permit or a recent utility bill.[18]

	Recommendation	Responsibility	Completion Date
R02	That the opening of temporary sites over the summer is investigated, to deal with the increased volume of green waste.	Cabinet Member, Green, Smart and Sustainable City	June 2015

4.5 Working with other Local Authorities

4.5.1 There have been attempts to share facilities with neighbouring local authorities – i.e. having a reciprocal arrangement whereby residents from those neighbouring local authorities are permitted to use Birmingham HRCs and Birmingham citizens can use neighbouring HRCs. However these have not endured.

4.5.2 Other local authorities do share facilities. Amey told us:

> The Staffordshire and Warwickshire County Councils, and the Hertfordshire and Buckinghamshire County Councils have jointly developed facilities on their shared borders to address population centres in those specific areas. The sites are owned by the 'host' county council with management and disposal costs shared between each council.

4.5.3 WRAP notes that:

> Leeds City Council has recently agreed joint-working arrangements with neighbouring Wakefield Council to allow shared use of two border sites, one located in Leeds and one in Wakefield, by their respective residents. Site-user surveys will be undertaken to apportion disposal costs and recycling rates.

[18] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 95

4.5.4 WRAP sets out three approaches to this:

- Allowing free usage, accepting that the waste and recycling service is only one of a number of council services that may be subject to cross-border use;
- Intervening to understand the level of cross-border use (for example, by requiring site users to present proof of residency);
- Find a compromise that allows cross-border use but attempts to recover the costs. This can be done by either charging non-residents (as adopted by Kent County Council and London Borough of Bexley), or through a financial agreement between authorities. Visitor surveys can be a useful method of gathering data regarding site users, including where they have travelled from. [19]

4.5.5 However as noted above, other authorities are reducing opening hours and so this would put more of a strain on Birmingham's HRCs. Nonetheless it must be considered – particularly if Birmingham does look to open a new HRC. Indeed, perhaps – depending on the location – any new site could be joint-owned to share costs.

4.5.6 In these tough financial times for local authorities, it makes sense to share resources where possible. This should therefore be considered as part of the new waste strategy and any future contract negotiations; this work needs to link to the enforcement of the Birmingham residents only policy, referred to in section 4.2 above.

	Recommendation	Responsibility	Completion Date
R03	That an assessment is made of the enforcement of the Birmingham residents only policy alongside an assessment of a formal joint use policy with other local authorities. This should include the exploration of opening a new joint facility (alongside Recommendation 01)	Cabinet Member, Green, Smart and Sustainable City	November 2015

[19] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 88

5 Findings: Moving up the Waste Hierarchy

5.1 Introduction

5.1.1 The second area where the Committee considered there to be room for improvement was in the role HRCs play in ensuring Birmingham citizens re-use and recycle more waste. The key areas are:

- Extending the opportunities for re-use;
- Using HRCs to encourage re-use and recycling using layout, staffing and better information and communication;
- By opening up more waste streams, in particular by considering whether trade and commercial waste could be accepted at HRCs.

5.1.2 Each of these is considered below.

5.2 Re-Use

5.2.1 Re-Use is the second most desirable outcome on the waste hierarchy (see section 2.2 above), after reducing the amount of waste produced in the first place. In recent Scrutiny reports, Birmingham's efforts in re-use have been criticised for being behind that of other local authorities.

5.2.2 The *From Waste to Resource* inquiry report noted that effective measures for re-use strategies within local authorities are challenging, but that there was potential to increase re-use in the city and good practice the City Council could draw upon.

5.2.3 Nationally, WRAP is developing a web-based postcode locator to provide a practical tool to enable householders to find their local re-use and repair services. The recycling and re-use services are to be added by April 2015.[20]

5.2.4 There are some good partnerships in place with third sector organisations in the city to promote re-use of unwanted furniture, TVs, fridges etc (for example with Ladywood Furniture Project). For this inquiry, the Committee focused on re-use in conjunction with HRCs. In particular, the Committee looked at the one example of a re-use centre set up alongside an HRC – The Re-Users at Norris Way.

5.2.5 The Re-Users encourage householders to donate their unwanted items for re-selling or "upcycling". Further details are set out in Box 1, and show how successful they have been, not

[20] Waste prevention programme for England "One year on" newsletter, December 2014

only in diverting waste to be re-used, but by showing how waste management presents an opportunity for employment and skills. The project's successes include working with people who experience significant personal or occupational barriers to employment, training or social inclusion and helping them into work or to have qualifications. In addition, old skills are being rediscovered, such as carpentry and upholstery, as re-users refurbish items.

5.2.6 There is further value in the opportunities for social interaction offered – some donors are elderly or lonely, and visit regularly to donate but also to talk to the staff. There is also evidence that it encourages entrepreneurship – some people buy items to sell on, some setting up their own upcycling business, making a living for themselves.

5.2.7 The project has grown beyond the original estimates of how business would grow – targets have been achieved and surpassed. Nonetheless, the Re-Users are keen to ensure that the project does not grow beyond what is manageable and that they are always able to deliver a high quality service. There is potential for the project to grow further, but this must be managed.

5.2.8 However the project is constrained by the short lease on the property at Norris Way (which expires early 2015). This is inhibiting investment in the building, which is needed both to improve and expand. There are a number of ways in which the Re-Users told us they could extend the enterprise – bearing in mind that the re-users neither collect items nor has there been much promotion:

- By introducing a collection centre at each HRC – though space at some sites is limited;
- By opening community shops across the city, particularly where there is demand for good quality, low price items;
- By working with housing associations and other social providers to work with people at times of transition e.g. by putting "housing packs" together for homeless people moving into new accommodation or those having to move because domestic violence or other vulnerable new tenants;
- By developing an education programme to:
    - Proactively inform members of the public at the HRC through promotional material;
    - Promote Reuse through Social Media;
    - Setting up educational courses in Up-cycling going back to traditional crafts e.g. upholstery;
    - Develop key Re-use Champions for local schools.

5.2.9 Members of the Committee were very supportive and very impressed by the Re-Users project and expressed the intention to support Jericho in finding long term solutions. The Committee – aware of the tight timescales of this – have already recommended (via letter and question at City Council) to the Cabinet Member that this is extended to allow long term planning and the production of a five-year investment plan.

Box 1: The Re-Users

In 2012, the City Council wanted to open a re-use centre, and so entered a two year partnership between Jericho, Veolia and the City Council.

Jericho

The City Council were looking for a third sector partner to run the re-use centre and Jericho put forward a bid. Jericho are a social enterprise, which began trading in 1999. They currently employ c.65 staff. The Re-Use Centre is one of seven projects (including landscape work, contract cleaning and construction). Their mission is:

> "Jericho supports individuals to overcome barriers and become fulfilled, skilled and employed"

Target client groups include:

- NEETs aged 16-24;
- Multiple disadvantaged;
- Long term unemployed;
- Ex-offenders and youth offenders;
- Homeless but living in hostels/supported living;
- Physically disabled;
- Care leavers.

Those with mild mental health issues, some substance misuse, low confidence and self-esteem and mild learning disabilities are also helped.

The Re-Users

The Re-Users Project aims to:

- Reduce the amount of domestic household waste entering the waste stream,
- Raise awareness of re-use, upcycling and recycling;
- Create training, work experience, apprenticeship and employment opportunities for local unemployed people.

They took over a site adjacent to Norris Way HRC and spent time and money upgrading the building, re-wiring, cleaning and painting as well as adding an additional unit. All the shop fittings are recycled – "we practise what we preach". There is a large car park on site to allow people to drop off items with ease.

Nine permanent roles have been created, with five volunteers, seven work experience students from schools and nine apprentices, three of which are now full time employees (the others received NVQ qualifications).

Donations

The range of items received at the re-use centre is enormous – including caravans and trailer tents, baths, skis as well as the more usual furniture, clothing and books. And it is not all of poor quality. An oft-heard comment in the shops is "I can't believe that this was thrown away".

Some products do not meet regulations (e.g. fire regulations for furniture), but the re-users can strip back the item to make a usable item for the growing market of "upcyclers". However, there are restrictions: video cassettes, gas items, threadbare carpet, soiled items, discharged batteries, faulty electrical goods, counterfeit goods and weapons cannot be accepted. The Re-Users test all electrical equipment before resale.

Currently all donations are brought to the Norris Way site, but they are now listed on the City Council website[21] and contact centre staff will refer residents with suitable items to them.

The Re-Users also work with their synergy partners – those providing similar services in other areas. For example, they work with Bikes and Trikes to refurbish bikes (by October 2014, 232 bikes had been refurbished and sold, and another 142 were in process of being refurbished)

Successes

In the first year of trading, around 186.9 tonnes were received (57 tonnes were reused, 12 tonnes were recycled, 19 tonnes were disposed of and 98.9 tonnes were in stock). In the first week alone, 80kg of reused products were sold.

In total (up to October 2014) over 250 tonnes have been re-used, with 146 tonnes have been sold and a further 104 tonnes in stock.

The Re-Users try to work with seasonal trends, for example a Christmas shop was opened in November, most of the stock had been sold by the end of the month.

A community shop has opened in Balsall Heath – demonstrating that there is demand across the city for good value items at good value prices.

Working out the social value of the work is not easy – Jericho has done some work on social accounting and found that for comparable projects, for every £1 spent, £4.37 in social value was generated. They would expect a similar return on investment for this project, and do intend to explore this.

There has been a fantastic reception from local people, with lots of "serial" donors.

The Re-Users emphasised that access for customers is paramount: Norris Way works partly because there is a large car park for people to drive in and drop-off. Customers are met at the car, partly to help them but also so that operatives can do a first "sift" of items and re-direct those that are unsuitable.

[21] http://birmingham.gov.uk/reuse-recycle

5.2.10 The reason that this is project is particularly important within the context of a report on HRCs is that the Re-Users reported to us that co-location was imperative, to make it easier for people to donate and to encourage people to shop there. The Re-Users reported that they did not feel the project would have been as successful if it had not been co-located with an HRC.

	Recommendation	Responsibility	Completion Date
R04	That re-use is a priority in the revised waste strategy; and that an extension of the Re-Users Project to other HRCs is explored.	Cabinet Member, Green, Smart and Sustainable City	March 2016
R05	That the lease for the Re-Users project is extended to allow Jericho to undertake long term planning.	Cabinet Member, Green, Smart and Sustainable City	March 2015

5.3 Encouraging Recycling

5.3.1 The Quarter 2 report to Cabinet on the 2014/15 Council Business Plan Measures (April - September 2014) showed that household waste that is reused, recycled or composted is at 30.44%. This means that the City Council was 7.96% behind target and 4.56% below that achieved last year.

5.3.2 In terms of composition, green waste sent for composting equated to 11.9% of household waste collected; paper and cardboard sent for recycling equated to 6.68% and multi-material (cans, glass and plastics) equated to 5.38% of household waste collected.[22]

5.3.3 Recycling rates at HRCs are much higher – at 65.7% (2014 YTD) – thus demonstrating the positive impact HRCs have on recycling figures.

5.3.4 Increasing recycling rates has many benefits – the end of year target for 2014/15 is 35%. These benefits include potentially reducing costs and gaining an income from waste; making carbon savings (see Box 2).

5.3.5 Ways in which HRCs can contribute to increasing recycling rates include layout, staffing and communication.

Layout

5.3.6 As noted in section 3.2, Birmingham's HRCs are generally laid out in one of two ways: either "split level" (a more modern, safer design) or single level. Members of the Committee visited two HRCs – Norris Way and Perry Barr – as part of the evidence-gathering, to compare the two layouts.

[22] 2014/15 Council Business Plan Measures - Quarterly Performance Monitoring, April - September 2014

Box 2: Carbon Savings

Eunomia Research & Consulting (an environmental consultancy to waste collection and treatment companies) has developed the *Local Authority Recycling Carbon Index* as an alternative measure of the environmental performance of councils' waste and recycling services. The indicator aim to show which local authorities' recycling services deliver the greatest carbon benefits.[23] Recycling tonnages from WasteDataFlow is taken and converted into carbon dioxide equivalents (CO_2 eq.) Those local authorities that collect more of the materials with a higher embodied carbon for recycling will show higher benefits. The index also takes into account of the population served, so a carbon saving per person is generated, to allow comparison between authorities

Eunomia use four categories to reflect the general performance of each authority. These categories are defined as follows:

- High Flyers – the top 10%;
- Good Performers – the next 30%;
- Mid Performers – the next 30%;
- Low Performers – the bottom 30%.

As can be seen from Figure 6 below, most core cities – along with Birmingham – are "low performers". The two "mid performers" – Greater Manchester and Merseyside – are not directly comparable as these encompass surrounding local authorities. Bristol is the only "good performer".

Figure 6: Recycling Carbon Index

Core Cities	kg CO_2 saved per person		2012/13
	2011/12	2012/13	
Birmingham	36	35	Low Performer
Bristol	60	61	Good Performer
Leeds	41	40	Low Performer
Merseyside	66	61	Mid Performer
Gtr Manchester MBC	70	57	Mid Performer
Newcastle	42	44	Low Performer
Nottingham	37	34	Low Performer
Sheffield	47	44	Low Performer

[23] Recycling Carbon Index, England, Wales & Northern Ireland Local Authorities 2012/13, Eunomia Research & Consulting, www.eunomia.co.uk/carbonindex/pdfs/2012_13.pdf

5.3.7 The first layout is clearly safer – as it keeps users and HGVs entirely separate (it also makes the HRC more appropriate for school visits as it is safer for children to visit). It also means that users do not have to climb steps with heavy bags/boxes of waste.

5.3.8 Furthermore, the split level design is more efficient, as HGVs can remove containers without having to close a section of the site. This was not the case at Perry Barr, and members of the Committee observed a large section of the HRC temporarily closed whilst a container was replaced, causing a queue to build up at the site. Split level sites allow a smoother throughput of users.

5.3.9 Co-location with a waste transfer depot is also a factor in efficiency: Perry Barr HRC is adjacent to a waste transfer depot, which means that once a container is full it can be quickly moved. Norris Way is not and so containers have further to travel. However there has not been a situation where users have been unable to dispose of waste because of lack of space as spare containers are kept on site.

5.3.10 Encouraging use of HRCs will help increase recycling rates. Already, operatives at HRCs can change the configuration of containers to reflect changing use e.g. more green containers in summer. However, the advantages of good layout can be further maximised by using the positioning of containers to maximising recycling. For example, general waste containers could be placed at the back/end of HRC routes, so that users are encouraged to use the recycling containers. Information and signs about what waste can be recycled should also be placed at the entrance and along where traffic might queue, along with a clear map of the site.

5.3.11 It was also suggested that ensuring that the containers are placed near where the site operatives are based would assist in maintaining the quality of recyclate, as HRC staff have a key role to play in this (see below).

Design

5.3.12 The design of containers can also be key. One idea explored during the Committee meeting was how the design of containers themselves can assist in encouraging recycling and reducing contamination. The different approach that can be taken for paper containers has already been discussed (section 3.3) – i.e. that "open top" containers are easier for residents to use on a split level site, as paper is thrown into it from above. However, containers with "letter-box" slots are ideal for reducing contamination. Smurfit Kappa are looking to explore the options further:

> We are currently investigating increasing the size of the slots or redesigning them altogether to provide chutes, similar to textile banks. However, we also need to find a design that will minimise the likelihood of people depositing paper (or any other material) in sacks, as the contents are delivered direct to our paper mill with no opportunity to do any sorting or de-contamination.

5.3.13 The matter of "smart" containers was also discussed whereby access is by means of "smart" card or "swipe" card. There are examples of this in other countries: Amey told the Committee about one example in Spain, where electronic cards are used to gain access to large communal bins.

	Recommendation	Responsibility	Completion Date
R06	That options for smart card use – to reduce contamination and monitor usage – are considered for inclusion in any future waste contract	Cabinet Member, Green, Smart and Sustainable City	November 2015

Staffing

5.3.14 As WRAP recognise:

> The importance of HRC staff should not be underestimated. They are the first point of contact with site users and will ultimately define how the site is run ... Helpful and enthusiastic site staff can make all the difference to the atmosphere on site, and this can result in tangible benefits in terms of improved public behaviour and higher recycling rates[24]

5.3.15 Evidence received suggested that staffing levels at HRCs are extremely important in both encouraging recycling and in maintaining the quality of recyclate collected. The Committee heard evidence from one witness that staffing levels at Birmingham HRCs appeared to be lower than that at other local authority sites and that that had a negative impact on recyclate quality (see section 3.3). However, Veolia rejected this, stating that numbers were comparable, but agreed that Birmingham HRCs tended to be far busier than other sites.

5.3.16 Particular problems were noted over the summer, when there were large volumes of users. This was seen to lead to greater contamination of paper and cardboard recycling, which had an impact on the price the City Council received back for the paper and cardboard, affecting income. Members of the Committee questioned whether increasing staff levels would in effect be paid for by the income not lost due to contamination. The answer from Fleet & Waste Management officers was that the cost of additional staff would be greater than any income saved.

5.3.17 It was agreed that staff levels are important. Whilst WRAP states that "adequate staffing levels are clearly vital to running a successful HWRC", no guidance on the level of staff is offered in their guide.

5.3.18 The evidence suggests that it is good practice and beneficial for recycling rates to employ "Meet-and-Greet staff" at HRCs to engage and advise users as they drive into the sites. The 'Greeters'

[24] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 40

will inform them where containers for their waste types are and what items may be suitable for reuse, where applicable. Smurfit Kappa told the Committee:

> Those providing the highest quality material have the highest manning levels, where the staff have the time to assist and advise users. Allowing users to contaminate our containers with the wrong materials only reduces the city's income.

5.3.19 WRAP do suggest that: "target-linked financial incentives offered to site staff are known to have a positive effect on HWRC recycling rates". As an example, staff at HRCs in Suffolk receive incentive payments quarterly based on achievements that have been made against key performance indicators, including customer satisfaction, recycling-rates and site cleanliness.[25]

Information and Communication

5.3.20 The key information on HRCs is available on the website – location, opening hours, restrictions. Also important is clear signage on public highways and on site signage.

5.3.21 Targeted information campaigns can inform the public as to the range of services available at their HRCs, and importantly, how the items will be reused or recycled, and help to encourage more recycling. The importance of information in encouraging participation and maintaining quality of recyclate was discussed in the *From Waste to Resource* report.

5.3.22 Evidence received in this inquiry echoed evidence heard in the earlier inquiry – most notably that communication with the public – in particular with regard to encouraging recycling – could be improved (e.g. putting the destination of waste on the website). This was also a suggestion – and recommendation – in the *From Waste to Resource* report.

5.3.23 As part of the Weekly Collection Support Scheme (under which Birmingham received £29.785m over three years in order to co-fund the wheelie bin roll-out), the City Council undertook to introduce a Recycling Incentive Scheme. As this is developed, incentives for recycling at HRCs should also be considered – although the capacity of the HRCS should be taken into account. An example of this is given by WRAP:

> Leicestershire County Council did this with a prize draw to increase recycling of small WEEE items. The county ran a series of roadshows and published press releases in April 2009, which saw the HWRCs collect nearly 200 tonnes of small WEEE, 50% more than April 2008. The WEEE communications were followed up with a scratchcard competition in July 2009 which prompted a similar increase in the amount of small WEEE collected compared with July 2008.[26]

[25] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 41
[26] Household Waste Recycling Centre (HWRC) Guide, WRAP October 2012, page 43

Range of Materials Recycled

5.3.24 Birmingham's HRCs already offer a wide range of materials accepted for recycling. Other options suggested to the Committee during the evidence gathering include hard plastics, mattresses, carpets. Further segregation of materials already collected could increase their value, for example collecting good quality wood for recycling separately to that that could be used for biomass fuel.

5.3.25 A major new waste stream would be to accept commercial or trade waste, and this is discussed in section 5.4 below.

5.4 Commercial and Trade Waste at HRCs

5.4.1 Members explored the possibility of extending the use of HRCs for commercial use. Currently, as stated in Chapter 2, Birmingham HRCs are for residents use only, for the disposal of household waste. When the current contract with Veolia was negotiated, it was agreed that commercial and trade waste would not form a part of the service, and Veolia's operating licence (issued by the Environment Agency) requires them to prevent trade and commercial waste being deposited at Birmingham's HRCs.

5.4.2 Some other local authorities, however, do offer commercial and trade waste recycling centres – under the legislation, waste disposal authorities may charge for trade and commercial waste.

Benefits

5.4.3 The benefits of allowing trade and commercial waste customers to use HRCs would be that:

- The City Council would be responding to the Government's encouragement of use of the HRCs for small businesses (see section 2.2.8);
- The scheme would potentially provide validated data on trade and commercial tonnages. Currently there is little information about the tonnages relating to commercial and trade, as this is not permitted and therefore not measured, so it would aid understanding of the amount and type of trade and commercial waste generated in the city;
- It would be meeting a demand – Fleet & Waste Management officers have been approached by a small number of private housing associations and care homes for example, asking whether they could join a scheme of disposing of trade waste by paying for the facility. It would also reduce the number of attempted "unlawful" entries to the HRCs by trade and commercial customers.

5.4.4 Veolia run the HRCs in Merseyside, where they have two sites for trade and commercial customers. One is a standalone site (separate but adjacent to a household waste site), the other is co-located with a household waste site. The former is considerably more straight-forward to manage; the commercial and household sites have very different user groups and this needs to be managed. Clear rules for usage, charging schemes etc and clear communication are necessary.

5.4.5 Amey reported to us that they operate commercial waste recycling at several HRCs which serve to both militate against fly-tipping and also to support local small and medium enterprises and independent traders who do not have the space or ongoing need for a commercial waste collection from their premises. Services are priced so as to encourage recycling with the rate to deposit recyclable waste being half or less of the residual waste disposal price.

5.4.6 In October 2010, the then Transportation and Regeneration O&S Committee published its review report on Reducing and Recycling Business Waste. As part of that work, the Committee sent out a questionnaire to Birmingham businesses and received 217 replies. Of those, 15% felt that the opening of a "business recycling centre" would encourage them to recycle more.[27]

Constraints

5.4.7 The key constraint to introducing trade and commercial waste to Birmingham HRCs is the lack of capacity – which is already very challenging at certain times, as has been discussed. There would be an impact on traffic and the public's experience as the number of users increased. The most likely option for opening a trade site would be Tameside Drive HRC as this is the quieter of the five sites – although the impact of the changes brought by HS2 may change this.

5.4.8 A new site would be the best option – but available sites are limited (and, given the other evidence heard in this inquiry, any priority for new sites should be given to an additional HRC for household waste).

5.4.9 There are implications for the design of any site: the paid for commercial and trade tonnages coming through would need to be kept separate from the household waste in order to ensure that the correct price was charged to the trade/commercial user and tonnage validation (from Veolia) could be achieved. This is likely to result in the requirement of additional weighbridge facilities located at the HRC(s) and this would come at a significant cost.

5.4.10 Any scheme would have to be drawn up to ensure it was self-financing as the City Council cannot subsidise commercial activity.

Summary

5.4.11 In summary, it seems that allowing trade and commercial waste customers to use HRCs is not something that can be offered in the next five years for two main reasons:

- A contract variation with Veolia would have to be negotiated, requiring resource and time that is unlikely to be matched by any gain to the City Council;
- The lack of suitable space: it is clear that the current HRCs are operating at capacity and that to add another waste stream – and another set of customers – would increase traffic and efficiency problems.

[27] Reducing and Recycling Business Waste, Transportation and Regeneration O&S Committee, 12 October 2010

5.4.12 However it ought to form part of the considerations for the post-2019 waste strategy, as the re-procurement of all waste services is considered. The evidence presented to this Committee strongly suggests that a new, separate, site would need to be opened if trade and commercial waste were to be accommodated. Any such facility would have to be self-financing.

	Recommendation	Responsibility	Completion Date
R07	That a recycling centre/facility for trade and commercial waste is considered as part of the new waste strategy, and procurement of any new contract	Cabinet Member, Green, Smart and Sustainable City	March 2016

6 Conclusions

6.1 A Changing Context

6.1.1 The last time HRCs were considered as part of a scrutiny inquiry was in the 2004 Paper and Green Waste scrutiny review. That report recommended that the Executive identify a new site for an additional HRC. However, the focus at that time was the roll out of paper and cardboard, green, and multi-material kerbside collections.

6.1.2 Those kerbside roll outs did indeed lead to a significant increase in recycling rates across the city. However, recycling rates have recently stabilised, with the next push to increase recycling rates to come from the roll out of wheelie bins across the city (due to be completed in late 2015).

6.1.3 However, the city's HRCs must be considered. The five sites make a significant contribution to recycling – with rates at the sites in excess of 65%. However, the sites are more or less at capacity, with pressure likely to grow as wheelie bins (and the accompanying policy of no side waste) are rolled out and, more long term, the population and housing stock of the city grow.

6.1.4 Furthermore, changes have been made to several aspects of waste collection, including stopping special street collections, charging for bulky waste collections and green waste, and reducing street cleansing teams – all of which have meant an increased role for HRCs.

6.1.5 Generally, the trajectory across UK seems to be for local authorities to reduce the number of HRCs and/or reduce the opening hours – largely in response to budget cuts (Figures 2 and 3 (pages 12 and 13) show that between 2010/11 and 2011/12 the number of HRCs in England fell from 734 to 712). It is to be welcomed that that is not happening in Birmingham.

6.1.6 However, as set out in this report, usage and tonnages are higher than average. HRCs are a critical part of our waste infrastructure and crucial to helping citizens recycle and re-use their waste.

6.1.7 As this Committee recognised in the report on Green Waste[28], the City Council is moving to change the culture of the past few years, which the City Council has encouraged through numerous free collection services, that says that it is the responsibility of the City Council to remove anything that is left out in the street. Citizens will be encouraged to take on more responsibility – as already happens in many parts of the city. The Committee took evidence from Sparkbrook Neighbourhood Forum and Frankley Street Champions as part of the green waste inquiry, and these examples show how local people can undertake excellent work caring for their local environment. But they need support from time to time, and they need somewhere to take the rubbish and recycling collected. HRCs will continue to play a key role here.

[28] Scrutiny Inquiry into Green Waste, December 2014; www.birmingham.gov.uk/scrutiny

6.2 Implementation of Recommendations

6.2.1 To keep the Connectivity & Sustainability O&S Committee informed of progress in implementing the recommendations within this report, the Executive is recommended to report back on progress periodically. It is suggested that progress is reported alongside that for the *From Waste to Resource* inquiry.

	Recommendation	Responsibility	Completion Date
R08	Progress towards achievement of these recommendations should be reported to the Connectivity & Sustainability Overview and Scrutiny Committee no later than September 2015. Subsequent progress reports will be scheduled by the Committee thereafter, until all recommendations are implemented.	Cabinet Member, Green, Smart & Sustainable City	September 2015

Appendix 1: Contributors

The Committee would like to thank all those who have taken the time to contribute to this inquiry.

Name	**Organisation**
Tommy Wallace	Director Fleet & Waste Management, Birmingham City Council
Steve Mitchell	Director - Central Midlands, Veolia Environmental Services Birmingham
Mark Heesom	General Manager, Veolia Environmental Services Birmingham
Dave Cowing	Commercial Manager, Smurfit Kappa Recycling UK
Helen Worrall	Senior Social Enterprise Manager, The Jericho Foundation
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Alan Webb	Business Development Manager, Amey Local Government

Appendix 2: Map of HRCs

Site Locations and Population Served

APPENDIX 3 – Core Cities – HRCs

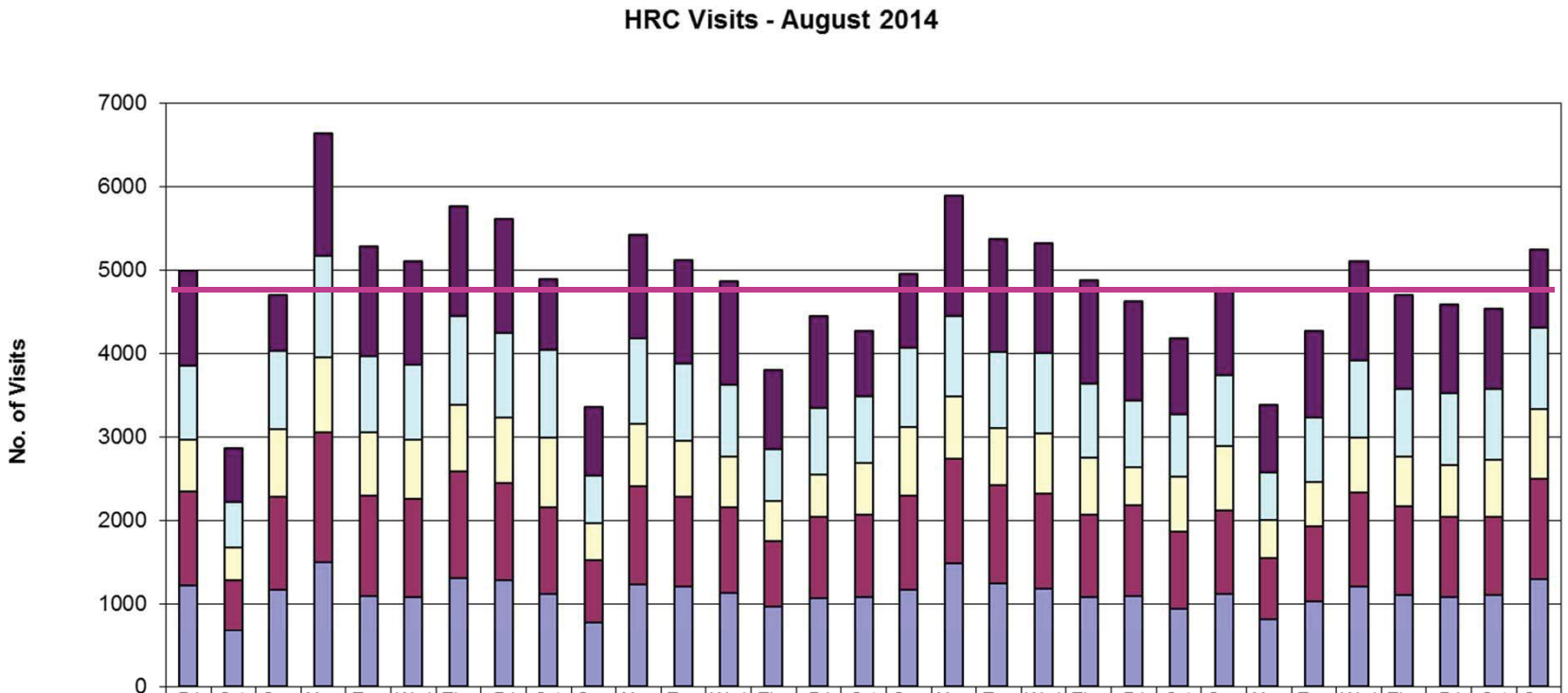
	Population	Number of Household Recycling Centres	Opening Times	Other
Birmingham	1,092,330	5 (218,466 residents per HRC)	Every day: • 8am until 8.00pm (Weekdays - 1 March to 31 October 2014) • 8am until 4.30pm (Weekends -1 March to 31 October 2014 • 8am until 6.00pm (Weekdays - 1 November to 28/29 February 2015) • 8am until 4.30pm (Weekends - 1 November to 28/29 February 2015) Closed 25 December and 26 December	
Bristol	437,500	2 (218,570 residents per HRC)	Every day: • 8am until 6.45pm (1 April to 27 October 2014) • 8am until 4.15pm (28 October to 31 March 2015) Closed 25, 26 December and 1 January	- Spot checks are used at the centres to ensure all users are Bristol residents - Driving Licence, Utility Bill or Council Tax Bill accepted as proof of residence - Business waste not accepted
Leeds	751,500	8 (93,937 residents per HRC)	Every day: • 8am until 6.00pm (31 March to 26 October 2014) • 8am until 4.00pm (27 October to 29 March 2015) Closed 25, 26 December and 1 January	- Business waste accepted (http://www.leeds.gov.uk/docs/Trade%20charges%202014.pdf) - Commercial type vehicles (e.g. a van or a four wheel drive pick-up) and trailers require a permit

	Population	Number of Household Recycling Centres	Opening Times	Other
Liverpool Merseyside (Waste Authority)	470,780 1.38m	1 14 (98,571 residents per HRC)	Every day: • 8am until 8pm (1 April to 30 September 2014) • 8am until 5pm (1 October to 31 March 2015) Closed 25, 26 December and 1 January	- There are two Trade Waste Recycling Centres on Merseyside - Residents can use any recycling centre in Merseyside
Manchester Greater Manchester (Waste Authority)	514,400 2.6m	3 20 (130,000 residents per HRC)	Every day: • 8am until 8pm (29 March to 25 October 2014) • 8am until 6m (26 October to 28 March 2015) • Closed 25 December and 1 January	- Business waste not accepted - Residents can use any recycling centre in Greater Manchester
Newcastle	286,800	3 (95,600 residents per HRC)	Every day: • 8am until 8.00pm (1 April to 30 September 2014) • 8am until 6.00pm (1 October to 31 March 2015) Closed 25 December and 1 January	- Business waste not accepted - Commercial type vehicles (e.g. a van or a four wheel drive pick-up) and trailers require a permit

	Population	Number of Household Recycling Centres	Opening Times	Other
Nottingham	310,800	1	Every day: 8am until 8.00pm (1 March to 31 March 2014) 8am until 8.00pm (1 April to 30 September 2014) 8am until 6.00pm (1 October to 31 October 2014) 8am until 4.00pm (1 October to 31 March 2015 Closed 25, 26 December and 1 January	- Business waste not accepted
Sheffield	560,000	5 (112,000 residents per HRC)	Open: 1 x Wed-Mon, 1 x Thu-Tues, 1x Thu-Mon, 1x Fri-Tues and 1 x Every day: 10am until 6.00pm (1 April to 30 September 2014) 10am until 4.00pm (1 October to 31 March 2015) Closed 25 December and 1 January	- Business waste not accepted - Commercial type vehicles (e.g. a van or a four wheel drive pick-up) and trailers require a permit

Appendix 4

HRC User Volumes



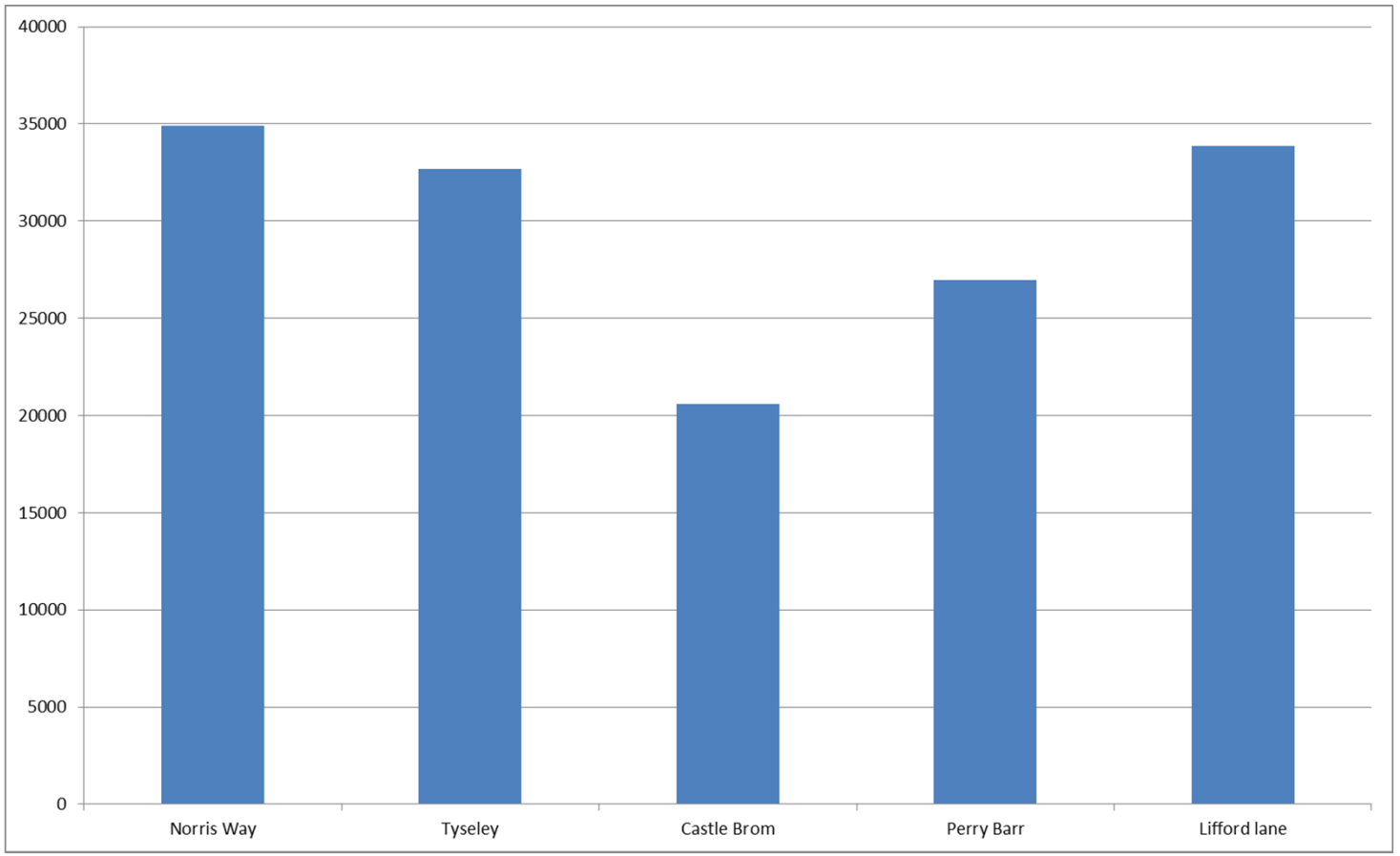
	Fri 1st	Sat 2nd	Sun 3rd	Mon 4th	Tue 5th	Wed 6th	Thu 7th	Fri 8th	Sat 9th	Sun 10th	Mon 11th	Tue 12th	Wed 13th	Thu 14th	Fri 15th	Sat 16th	Sun 17th	Mon 18th	Tue 19th	Wed 20th	Thu 21st	Fri 22nd	Sat 23rd	Sun 24th	Mon 25th	Tue 26th	Wed 27th	Thu 28th	Fri 29th	Sat 30th	Sun 31st
Lifford lane	1134	647	674	1471	1312	1240	1313	1366	855	814	1248	1247	1245	943	1095	776	890	1448	1347	1311	1230	1179	913	1038	809	1044	1193	1136	1057	961	939
Perry Barr	893	548	945	1219	914	902	1057	1016	1045	572	1027	918	851	625	804	806	944	964	911	971	886	807	742	851	574	771	929	805	861	842	968
Castle Brom	614	388	801	903	752	706	803	780	841	452	743	678	617	482	509	614	834	740	695	716	695	451	656	770	451	528	650	592	625	690	831
Tyseley	1126	605	1114	1548	1213	1186	1281	1165	1043	744	1182	1075	1019	782	966	994	1125	1259	1174	1137	981	1094	928	1009	733	898	1134	1062	953	937	1203
Norris Way	1225	679	1175	1505	1090	1077	1307	1284	1115	775	1228	1209	1135	967	1074	1077	1167	1483	1245	1187	1083	1091	945	1117	821	1037	1204	1112	1088	1105	1303

Total 149,030 visits in August

Average of 4,807 visits (all sites) per day

Estimated 1,000,000 + visits per year

HRC Visits by Site (August 2014)



Norris Way	Tyseley	Castle Bromwich	Perry Barr	Lifford Lane
34,910	32,670	20,607	26,968	33,875