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| Agenda Item | 27 |
| Report No | EDI 62/19 |

HIGHLAND COUNCIL

Committee: Environment, Development and Infrastructure Committee

Date: 15 August 2019

Report Title: Changes to Council Policy on categories of waste received at Household Waste Recycling Centres

Report By: Interim Chief Officer Resources (Community Services)

1. Purpose/Executive Summary

- 1.1 The Highland Council operates 21 Household Waste Recycling Centres (HWRCs) throughout the Highlands. The facilities at these Centres provide opportunities for householders to recycle a wide range of materials including paper, plastics, cans, textiles, scrap metal, wood and glass. They are well used and Members have expressed how valued they are by them and in their communities.
- 1.2 These Centres also receive large quantities of residual waste and construction and demolition material to such an extent that the Council manages 22% more waste per person than the Scottish average. The Recycling Centres have experienced a 50% increase in waste in the past decade (an additional 12,000 tonnes from 24,000 tonnes in 2007/08, to 36,000 tonnes in 2017/18), costing up to £2.4m in handling and treatment costs.
- 1.3 As there is no legal requirement to accept construction and demolition waste from households and because of the rising costs to the Council, Members agreed at the budget meeting in February 2019 to introduce restrictions on construction and demolition waste brought to the HWRCs, limiting quantities to small amounts generated through minor DIY activities. This is to deliver savings of £0.3m over the next two financial years, with the changes to be effective from autumn 2019.
- 1.4 The change agreed also requires amending the Bulky Uplift Policy to allow the Council to accept requests for the uplift of small amounts of DIY material.
- 1.5 The changes required to implement the Council's decision were reported to the EDI Committee in May 2019. At that meeting Members requested further work to be done on the detail of the changes proposed and for the item to be deferred to this meeting of the Committee. Since then officers have consulted with Members who raised questions at the Committee and have made further adjustments and clarifications to proposals.

1.6 This report clarifies the changes needed to implement the Council's decision and seeks approval for them so that the Council decision can be implemented without putting the saving agreed at risk.

2. Recommendation

2.1 Members are asked to note that further consultation with Members has taken place since the last EDI Committee meeting in May and this is reflected in the proposals contained in the report.

2.2 To implement the Council decision, Members are asked to agree the policy changes set out in the report to expand the bulky uplift service and to limit the type and quantity of waste that can be accepted at WHRCs from 1 November 2019. Communications on these changes and the alternatives available would be provided as set out in section 6 of the report.

3. Implications

3.1 Resource – the proposals will allow the Council to deliver saving CS21, which is aimed at delivering £0.3m savings over the next 2 years.

3.2 Legal – the Council has no legal duty to accept construction and demolition waste from households.

3.3 Community (Equality, Poverty and Rural) – adjusting the policy to collect more items through the Council's bulky uplift service means there is an alternative available for all households across the region. For households choosing to dispose of their material themselves, adjustments can be made and alternatives highlighted for rural communities.

3.4 Climate Change / Carbon Clever – increasing bulky uplift collections to replace individual car journeys should reduce the need for car journeys and associated emissions.

3.5 Risk – if the changes proposed are not implemented the saving agreed at Council will not be made and alternative savings will have to be agreed. There is a risk that the changes may lead to fly tipping of construction waste and tyres. This will be monitored, with remedial action taken if required.

3.6 Gaelic – Gaelic signage at HWRCs will be amended as appropriate.

4. Background

4.1 The Council's HWRCs at 21 locations allow householders to dispose of bulky items (e.g. furniture) and similar household wastes and offer opportunities for recycling of materials such as paper, plastics, cans, textiles, scrap metal, wood and glass. Details of the locations and facilities offered are provided at **Appendix 1**. This information is also on the website at https://www.highland.gov.uk/directory/12/recycling_sites/category/48

4.2 Environmental legislation does not allow the Council to accept waste from commercial or trade sources (e.g. shop waste or builders waste) at these centres. In addition, site users delivering waste in vans, pick-up trucks or trailers are required to complete a Household Waste Declaration Form confirming that the waste is from

household, not commercial sources. These controls were agreed by the Council in November 2014.

- 4.3 Analysis of our Key Performance Indicators and Benchmarking data has identified that the Council manages 22% more waste per person than the Scottish average. The Recycling Centres are a significant source of this additional waste, having experienced a 50% increase in waste in the past decade (an additional 12,000 tonnes from 24,000 tonnes in 2007/08, to 36,000 tonnes in 2017/18), costing up to £2.4m in handling and treatment costs.
- 4.4 Much of the additional waste received at the Recycling Centres is construction and demolition waste (e.g. rubble, plasterboard, construction timber, kitchen units etc). The Council has no statutory duty to accept such waste; but has previously chosen to allow householders to deposit wastes of this type. On 14 February 2019, the Council agreed to introduce restrictions on construction and demolition waste brought to our HWRCs, limiting quantities to small amounts generated through minor DIY activities.
- 4.5 By limiting construction and demolition materials at HWRCs this will reduce the amount of this type of waste for the Council to manage and associated costs, with £0.3m savings deliverable over two years.
- 4.6 Members have queried whether there is scope to charge for waste at our sites. We already have the facility to charge at our Transfer Stations. Consideration could be made for further charging as part of the budget setting process for 2021/21 onwards.

5. Changes required

- 5.1 The changes required to implement the Council's decision relate to the HWRCs and the bulky uplift policy. These are detailed below.
- 5.2 **Household Waste Recycling Centres**
- 5.2.1 Restrictions already apply at our HWRCs regarding the maximum size and type of vehicles and loads allowed to tip. The aim of these restrictions is to maximise the availability of facilities to householders during opening hours.
- 5.2.2 Householders will continue to be permitted entry to the site with small quantities of construction and demolition wastes generated through minor DIY activities. To assist site operatives and members of the public understand the restrictions in place, the following clarifications will be provided:
- a. The following vehicles will not be permitted entry to a Recycling Centre with **any** type of waste:
 - i. Trailers with more than one axle or greater than 2.4 metres (8 feet) in length;
 - ii. Vehicles with a gross vehicle weight of 3.5 tonnes or greater;
 - iii. Tippers and flat-bed trucks;
 - iv. Luton vans designed for transporting animals; and
 - v. Trailers.
 - b. Householders will continue to be permitted entry to the site with small quantities of construction and demolition wastes generated through minor DIY activities. The following restrictions on quantity will apply:
 - i. The total volume of construction and demolition waste accepted in a single visit must not exceed that which can be contained within the boot of a car; and
 - ii. Vans and trailer-loads of construction and demolition waste will not be

accepted at the site, irrespective of their source.

- c. Householders delivering construction and demolition wastes from household sources will be limited to a maximum of one visit per day.
- d. The following wastes will be regarded as being construction and demolition waste affected by the above restrictions:
 - Soil, stone, rubble, brick, concrete, tiles and similar wastes;
 - Plasterboard (no whole sheets accepted, only small offcuts);
 - Sanitary ware, baths, shower cubicles and associated fittings;
 - Kitchen units, worktops and associated fittings;
 - Doors, windows and associated fittings;
 - Construction timber;
 - Building insulation and similar materials;
 - Water pipework, drainage pipe, gutters and similar materials; and
 - Other similar wastes arising from household improvements

5.2.3 Other household waste (e.g. household furniture, electrical appliances or garden waste) will not be affected by the quantity restrictions imposed on construction and demolition waste detailed above.

5.3 **Bulky Uplift Service**

5.3.1 The Highland Council operates a chargeable collection service for bulky household items (e.g. furniture) and similar household wastes. The service is available to every household address in Highland. It is not available to commercial or trade waste producers.

5.3.2 A number of items previously excluded from the service can be permitted to support the change in the waste that can be accepted at HWRCs as detailed above. They are:

- a. Bathroom suites and sanitary ware (e.g. toilet pan, cistern, basin, pedestal, bath, shower cubicle, shower tray);
- b. Bicycles;
- c. Car wheels and tyres;
- d. Doors;
- e. Gates (up to 2.4 metres in length);
- f. Kitchen units (assembled) and worktops (up to 2.4 metres in length);
- g. Kitchen sinks;
- h. Lawnmowers and garden tools; and
- i. Window frames (with glass removed).

5.3.3 Clarification is provided that the following items are excluded from the service:

- a. Oil tanks
- b. Items over 50kg in weight and/or greater than 2.4 metres (8 feet) in length)

5.4 **Alternative provision**

5.4.1 Should householders prefer to dispose of their construction and demolition waste themselves, alternative methods still be available throughout the Highlands. These arrangements are detailed below.

5.4.2 In Caithness, Sutherland, Wester Ross, Skye and Badenoch & Strathspey, the Council operates Transfer Stations and / or landfill sites where householders can pay to deliver construction and demolition waste directly.

- 5.4.3 In addition in Sutherland and Skye, the Council operates skip hire for householders, and we can therefore offer a skip collection service for construction and demolition waste in these areas for a charge.
- 5.4.4 In Inverness, Easter Ross and Lochaber the Council does not have facilities that can charge for disposing of this waste; however, there are private sector alternatives. These include: skip hire; private waste collectors; or private waste disposal facilities. Householders will be signposted to these alternative providers on our website and at our HWRCs. In Inverness, Easter Ross and Lochaber the Council does not have facilities that can charge for disposing of this waste; however, there are private sector alternatives. These include: skip hire; private waste collectors; or private waste disposal facilities. Householders will be signposted to these alternative providers on our website and at our HWRCs.

6. Implementation and Communication Strategy

- 6.1 To ensure that there is sufficient understanding of the changes to our policies, including details of alternative disposal routes, the following activities are required:
1. Staff training for all Recycling Centre and Customer Services personnel;
 2. Updated signage at sites;
 3. Members' briefing notes and updates to be issued;
 4. Pre-implementation communications include:
 - a. leaflets to site users;
 - b. press releases and newspaper advertising issued at key stages of implementation;
 - c. Regular updates on the Council website and social media platforms;
 - d. Posters in Service Points, libraries and local shops/noticeboards;
 - e. Information on THC internal communication channels – intranet and computer start up screens.
- 6.2 To ensure there is adequate time for these changes to be communicated, the implementation date will be 1 November 2019 (initially 1 October had been planned). The communications campaign would start in the middle of September and run through to the end of November.
- 6.3 The bulky uplift service will also be promoted across the various media channels prior to and during the implementation period to ensure householders are aware of the service available and what items can be collected.

Designation: Interim Chief Officer Resources (Community Services)

Author: Andy Summers, Head of Environmental and Amenity Services

Date: 17 July 2019

Appendix 1 – Location of HWRCs and facilities available

| Site | Address | Facilities offered |
|-------------------------------|--|---|
| Alness Recycling Centre | Unit 5A/B, River Drive, Alness, IV17 0PG | Batteries, bicycles, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper and envelopes (windows removed), plasterboard, plastic bottles, tubs, pots & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |
| Aviemore Recycling Centre | Granish Landfill Site, Granish, PH22 1QD | Batteries, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans and aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper and envelopes (windows removed), plasterboard, plastic bottles, pots, tubs & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |
| Bonar Bridge Recycling Centre | Craggandhu, Bonar Bridge, IV24 3AP | Batteries, car batteries, cardboard, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, garden waste, gas cylinders, glass bottles & jars, paper & envelopes (windows removed), plastic bottles, pots, tubs & trays, tetrapaks, waste electrical and electronic equipment |
| Brora Recycling Centre | Ardachu, Brora, KW9 6NG | Batteries, cardboard, car batteries, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, paper & envelopes (windows removed), plastic bottles, pots, tubs and trays, rubble and soil, scrap metal, tetrapaks, waste electrical and electronic equipment, white goods, wood |

| Site | Address | Facilities offered |
|-------------------------------|---|---|
| Dingwall Recycling Centre | Unit 6C Strathview, Dingwall Business Park , Dingwall, IV15 9XD | Batteries, bicycles, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper and envelopes (windows removed), plastic bottles, pots, tubs & trays, plasterboard, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |
| Fort William Recycling Centre | Ben Nevis Industrial Estate, Claggan, Fort William, PH33 6PR | Asbestos, batteries, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper and envelopes (windows removed), plasterboard, plastic bottles, tubs, pots & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |
| Gairloch Recycling Centre | Clach na Broig, Poolewe Road, Gairloch, IV21 2DE | Batteries, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, garden waste, gas cylinders, glass bottles and jars, paper & envelopes (windows removed), plasterboard, plastic bottles, pots, tubs & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, wood |
| Grantown Recycling Centre | Achnagonalin Industrial Estate, Grantown on Spey, PH26 3TA | Batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, garden waste, glass bottles and jars, handbags and shoes, paper and envelopes (windows removed), plastic bottles, tubs, pots & trays, rubble and soil, scrap metal, tetrapaks, textiles, wood |
| Inverness Recycling Centre | Henderson Drive, Henderson Road, Inverness, IV1 1TR | Batteries, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper & envelopes (windows removed), plasterboard, plastic bottles, pots, tubs & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |

| Site | Address | Facilities offered |
|----------------------------|--|---|
| Kilchoan Recycling Centre | Sonachan Road, Kilchoan, PH36 4LN | Batteries, fluorescent light tubes, standard and energy efficient light bulbs, residual waste for disposal, metal, monitors and TVs, waste electrical and electronic equipment, white goods |
| Kingussie Recycling Centre | Market Lane, Kingussie, PH21 1EP | Batteries, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, garden waste, handbags and shoes, paper & envelopes (windows removed), plastic bottles, tubs, pots & trays, scrap metal, tetrapaks, wood |
| Lairg Recycling Centre | Lairg Recycling Centre, Old Brick Works, Lairg, IV27 4EX | Batteries, cardboard, car batteries, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, paper & envelopes (windows removed), plasterboard, plastic bottles, tubs, pots & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, wood |
| Lochinver Recycling Centre | Torbreck, Lochinver, IV27 4JB | Batteries, cardboard, car batteries, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, gas cylinders, glass bottles and jars, paper & envelopes (windows removed), plastic bottles, tubs, pots & trays, scrap metal, tetrapaks, waste electrical and electronic equipment |
| Nairn Recycling Centre | Park Quarry on the A939, Nairn, IV12 5QN | Batteries, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper & envelopes (windows removed), plastic bottles, tubs, pots & trays, plasterboard, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |

| Site | Address | Facilities offered |
|---------------------------|---|---|
| Portree Recycling Centre | Dunvegan Road, Portree, IV51 9NA | Batteries, car batteries, cardboard, engine oil, fluorescent light tubes, food tins, drinks cans & aerosol cans, furniture, standard and energy efficient light bulbs, fridges and freezers, gas cylinders, garden waste, glass bottles and jars, handbags and shoes, monitors and TVs, paper & envelopes (windows removed), plasterboard, plastic bottles, pots, tubs & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |
| Tain Recycling Centre | Unit 6, Blarlaith Industrial Estate, Tain, IV19 1EB | Batteries, bicycles, car batteries, cardboard, engine oil, fluorescent light tubes, furniture, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper & envelopes (windows removed), plasterboard, plastic bottles, tubs, pots & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |
| Thurso Recycling Centre | Janetstown, By Thurso, KW14 7XF | Batteries, car batteries, cardboard, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper & envelopes (windows removed), plasterboard, plastic bottles, pots, tubs & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |
| Tongue Recycling Centre | Tongue, Achuvoldrach, IV27 4YL | Batteries, cardboard, car batteries, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, gas cylinders, glass bottles and jars, paper & envelopes (windows removed), plastic bottles, tubs, pots & trays, scrap metal, tetrapaks, waste electrical and electronic equipment |
| Ullapool Recycling Centre | Strathain, Morefield, Ullapool, IV26 2TH | Batteries, cardboard, car batteries, engine oil, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, garden waste, gas cylinders, glass bottles and jars, paper & envelopes (windows removed), plasterboard, plastic bottles, pots, tubs & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods |

| Site | Address | Facilities offered |
|-----------------------|---|--|
| Wick Recycling Centre | Airport Industrial Estate, Wick, KW1 4QP | Batteries, car batteries, cardboard, CDs - music, computer games and DVDs, engine oil, food tins, fluorescent light tubes, standard and energy efficient light bulbs, food tins, drinks cans & aerosol cans, fridges and freezers, furniture, garden waste, gas cylinders, glass bottles and jars, handbags and shoes, monitors and TVs, paper & envelopes (windows removed), plasterboard, plastic bottles, tubs, pots & trays, rubble and soil, scrap metal, tetrapaks, textiles, waste electrical and electronic equipment, white goods, wood |