

ABERDEEN CITY COUNCIL

COMMITTEE	Operational Delivery Committee
DATE	16 th September 2021
EXEMPT	No
CONFIDENTIAL	No
REPORT TITLE	Household Waste and Recycling Centre (HWRC) Policy
REPORT NUMBER	OPE/21/136
DIRECTOR	Rob Polkinghorne
CHIEF OFFICER	Mark Reilly
REPORT AUTHOR	Hannah Lynch
TERMS OF REFERENCE	1.1.5

1. PURPOSE OF REPORT

- 1.1 To seek approval for the Household Waste and Recycling Centre (HWRC) policy.

2. RECOMMENDATION(S)

That the Committee:-

- 2.1 Approves the proposed Household Waste and Recycling Centre Policy (HWRC) attached at Appendix 1.

3. BACKGROUND

- 3.1 Aberdeen City Council aims to provide high quality, high performing HWRC facilities across the city that are easily accessible to residents.

The HWRCs in Aberdeen are operated by Suez Ltd on behalf of the Council and all sites are licenced under a Waste Management Licence (WML) issued by SEPA. The sites are free to use by householders and are licensed to accept household waste only. Commercial users are not permitted to use any of Aberdeen's HWRCs.

The facilities provided are intended to have sufficient capacity to cater for a growing population; conveniently located for customers and are of a high standard that enables maximum diversion from disposal (landfill or energy from waste) and include re-use facilities, where possible.

The Hazlehead site is an excellent example of a modern HWRC which has capacity to separate a wide range of materials and is safe and convenient for both staff and householders. The target provision for the city is 4 sites of a similar type to Hazlehead and all should include re-use facilities. The locations of these HWRCs should be such that they are within easy reach of the population.

- 3.2 The HWRC policy provides potential users with clear guidance about the correct usage of the sites and the consequences of non-compliance with the policy. The policy formalises existing visitor arrangements, including those introduced in response to the Covid pandemic, and introduces a limit to the booking system, which is intended to limit opportunity for abuse by commercial users.

The purpose of the policy is to:

- State the level of provision the authority provides for householders;
- Maximise the amount of household waste materials segregated for reuse and recycling and provide a convenient service for householders to easily segregate materials;
- Prevent the risk of misuse of the HWRCs by both domestic and non-domestic users; and
- Ensure compliance of the licensing requirements for the HWRCs and help reduce the risk of financial burden associated with abuse of the sites from commercial users.

3.3 **Retention of changes introduced during the Covid pandemic.**

Some changes to the use of Aberdeen's HWRCs were introduced in 2020 in order to be able to reopen the sites safely during the Covid pandemic and it is intended that some of these changes are retained and are formalised in the policy.

Limiting use to Aberdeen City residents.

During Covid, use of Aberdeen's HWRCs was restricted to Aberdeen City residents due to the Scottish Government's travel restrictions which for a time prevented travel between local authority areas. All users are required to show proof of address e.g. driver's license, recent Council Tax or a utility bill.

This aligns with the approach taken by other local authorities, including neighbouring Aberdeenshire Council, and means that ACC is responsible for only the household waste produced in Aberdeen, and not waste arising in other local authorities.

A booking system for larger vehicles or trailers

Residents using larger vehicles and trailers to carry household waste must book an appointment before visiting any of the HWRCs. A booking system was introduced in August 2020, in response to prevailing covid restrictions, to enable access to the HWRCs to larger vehicles and trailers, whilst minimising queues. Larger vehicles and trailers typically take longer to unload and the booking system provides a mechanism to help manage traffic flow, which not only reduces the risk of queues but also enables site staff to better manage their time and provide more guidance to visitors, which in turn leads to increased separation and diversion from energy from waste or landfill.

An added benefit of the booking system is that it acts as an extra deterrent to the potential misuse of the sites by commercial users. Indeed, it has proven to be a useful tool, helping identify potential commercial users.

A booking system for depositing household paint or chemicals

A booking is required to deposit household paint or chemicals at Hazlehead HWRC (currently the only site able to accept these materials). This is due to the nature of the materials and the requirement for staff assistance and guidance, leading to longer unloading times.

Limit on the number of bookings

Whilst the booking system does help prevent non-domestic access, it is apparent that there continues to be some misuse of the sites. To help minimise this it is proposed that bookings for large vehicles and trailers and for the deposit of household paint and chemicals are limited to 4 per month. This will provide adequate access for householders, whilst limiting opportunity for misuse by commercial users.

For clarity, smaller vehicles such as cars and small vans do not require a booking and there are no limits on the number of visits, provided they carry household waste (excluding paint and chemicals, which do require a booking).

However, it should be noted that if the pattern of use and type/quantity of waste or other indicators lead staff to believe that there may be commercial waste being deposited by any vehicle this can be challenged.

Benefits of retaining a booking system

None of Aberdeen's HWRCs is licensed to accept commercial waste and provisions to prevent misuse are necessary for compliance with SEPA's licensing conditions.

There were significant changes to the volumes of various types of waste collected at Aberdeen's HWRCs during the Covid pandemic and there is evidence that the changes introduced during Covid resulted in lower tonnages of some of the types of materials typically produced by commercial users.

The table below illustrates the change in tonnage of materials typically produced by commercial users.

Materials	2019 (i.e. pre-Covid)	2020 (Covid)	2021 forecast
Inert (rubble, etc)	3103	1630	2703
Compost	2339	1725	1743
Plasterboard	512	257	339
Soil and turf	449	165	477
Wood	3802	2861	3631

Scrap metal	1337	882	1131
Tiles & ceramics	222	138	181
Paint	368	191	287

- 3.4 The Household Waste and Recycling Centre (HWRC) policy contained in this report will be subject to regular review and any changes are intended to improve the content or address gaps that had been identified.

4. FINANCIAL IMPLICATIONS

- 4.1 It is estimated that disposal costs of around £50,000 can be avoided annually by continuing to deter commercial users by retaining the booking system.

In addition, the booking system provides a mechanism to help manage traffic flow, which allows site staff more opportunity to assist visitors and help separate more materials for reuse and recycling, which is typically cheaper than disposal.

5. LEGAL IMPLICATIONS

- 5.1 The provisions outlined in the policy will aid compliance with The Waste Management Licencing (Scotland) Regulations 2011 and the Waste Management Licence conditions imposed by SEPA.

6. MANAGEMENT OF RISK

Category	Risk	Low (L) Medium (M) High (H)	Mitigation
Strategic Risk	Limiting potential to achieve: 1. Aberdeen's recycling target of 56% household waste by 2025. 2. LOIP Stretch outcome 13: Addressing climate change by reducing Aberdeen's carbon emissions by at least 61% by 2026	M	The booking system enables some management of traffic flow; which in turn allows site staff to focus more of their time on increasing separation of materials for reuse and recycling.
Compliance	Potential for abuse by commercial users. The HWRCs are not licensed to accept commercial waste. The policy reinforces this and aids	M	Booking system, limit on bookings and identification checks mitigate risk of commercial going into HWRCs.

	compliance with SEPA's licensing conditions.		
Operational	Potential for queues and conflict.	L	Policy provides users and staff with clear guidance, reducing the potential for conflict. Additionally, the booking system helps manage the flow of traffic, enabling site staff manage their time effectively, which help maintain high standards of customer service.
Financial	Disposal costs associated with commercial waste and unsegregated wastes.	M	Booking system helps limit abuse by commercial users. This reduces disposal costs. The booking system also helps manage traffic flow, which enables staff to manage their time effectively – helping customers separate more materials for reuse and recycling, which typically incur lower costs than disposal.
Reputational	Public acceptability of policy content.	L	Ongoing communications, raising awareness of waste services and how to use them. Appropriate training of Waste Team, Suez staff and Contact Centre Staff.
Environment / Climate	Fly-tipping	L	There has been no obvious significant increase in fly-tipping since the booking system was introduced 12 months ago. Sporadic fly-tipping occurs and there is some evidence to suggest this is coming from commercial sources. Mitigation will include good communications around the proper use of HWRCs and providing advice to businesses on how to correctly dispose of their waste as well as working with partners such as SEPA and others to address this issue. The HWRCs remain open 7 days per week for householders to deposit their waste free of charge.
	Carbon emissions associated with waste.	M	The provision of accessible, convenient facilities with sufficient facilities and capacity will help increase reuse and recycling, which typically have reduced carbon impacts when compared to disposal. The booking system helps manage traffic flow, which helps reduce queuing and therefore vehicular emissions. This also helps which

			enables staff to manage their time effectively and improve customer assistance, separating more materials for reuse and recycling.
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7. OUTCOMES

<u>COUNCIL DELIVERY PLAN</u>	
Impact of Report	
Aberdeen City Local Outcome Improvement Plan	
Prosperous Place	The policy supports the delivery of LOIP stretch outcome 13 (Addressing climate change by reducing Aberdeen's carbon emissions by at least 61% by 2026 and adapting to the impacts of our changing climate) as the booking system helps site staff manage their time better, allowing them to focus more effort on increasing separation of materials for reuse and recycling.
Aberdeen's Waste Strategy	The policy aligns with Aberdeen's Waste Strategy and will help Aberdeen achieve its target of 56% recycling household waste recycled by 2025.

8. IMPACT ASSESSMENTS

Assessment	Outcome
Impact Assessment	IAA completed
Data Protection Impact Assessment	Not required

9. BACKGROUND PAPERS n/a

10. APPENDICES Appendix 1: HWRC policy

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