

<b>Report To</b>	Safe Sustainable Communities Committee	<b>Date</b>	25/10/11
<b>Report By</b>	Corporate Director Regeneration and Environment	<b>Report No</b>	SSC/ENV/IM/11.95
<b>Contact Officer</b>	Kenny Lang	<b>Contact No</b>	5906
<b>Subject</b>	<b>Zero Waste Scotland - Inverclyde Council Waste Strategy</b>		

### 1.0 PURPOSE

- 1.1 The purpose of this report is to advise the Committee of the developments being made in with regard to the Scottish Governments Zero Waste Plan and the proposed Zero Waste (Scotland) Regulations 2011.
- 1.2 To advise the Committee of the strategy to be adopted that will improve the Council's recycling performance to meet the Scottish Governments targets.

### 2.0 SUMMARY

- 2.1 Scotland's Zero Waste Plan, published on 9 June 2010, sets a number of measures aimed at reducing waste going to landfill and maximising the resource value of waste.

Key among these measures are

- The implementation of landfill bans for certain materials.
- Separate collections of certain wastes including food
- Setting new targets including a 70% recycling and maximum 5% waste to landfill by 2025.

- 2.2 The Scottish Government has also proposed new legislation as a vehicle to implement the various measures identified within the plan. The Scottish Government Consultation on the proposed Zero Waste (Scotland) Regulations 2011 was reported to Committee on 8 March 2011 Min Ref  
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- 2.3 The outcome of the Consultation exercise has been delayed and we are advised that a guidance will be distributed by mid October clarifying the legislation and definitions of certain aspect of the proposed legislation such as what constitutes separate collections. Recommendations within this report are based on the current understanding of the proposed legislation subject to the guidance. For example Inverclyde Council currently collect co-mingled textiles through its blue bin scheme and this may require to be reviewed subject to the Scottish Governments position on this material.
- 2.4 It is clear at this stage that Inverclyde will have to fully introduce a food waste scheme to comply with the Zero Waste Scotland Zero Waste (Scotland) Regulations 2011. To this end officers within the Council's Waste Strategy Unit have been working with Zero Waste Scotland who have commissioned a report on the options for food waste collection within Inverclyde. Zero Waste Scotland can make funding available to the Council to implement food waste only collections, based on their report findings. Min Ref  
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- 2.5 Additional resources will also be required in respect of increasing waste recycling targets , particularly in regard to glass recycling and increasing the participation in recycling from all households within Inverclyde. Should clarification of legislation be

received from the Scottish Government in October a further report will be submitted to Committee in December detailing proposals and costs to introduce such services.

- 2.6 Our new residual waste contract is designed to recycle a significant proportion of commercial and industrial waste from our Pottery Street transfer station, this contract is also geared to meeting the Council's waste diversion targets through Energy from Waste.
- 2.7 It should be noted that Clyde Valley shared Service Business Case, is geared to divert waste from landfill and does not have any significant recycling outputs as it is predicated that participating Council's have met the initial recycling targets. The work with the Clyde Valley Shared Service Business Case for the treatment and disposal of Council's municipal waste. This project is geared to the diversion of waste from landfill and does not have any significant recycling outputs.

### **3.0 RECOMMENDATIONS**

It is recommended that the Committee:

- 3.1 Note the contents of this report and the work undertaken to meet the Scottish Governments targets to date..
- 3.2 Remit to the Head of Environmental and Commercial Services to enter into discussions with Zero Waste Scotland in respect of the food waste scheme subject to the Council's Corporate Approach to External Funding as reported to Policy and Resources Committee on 2<sup>nd</sup> February 2010.
- 3.3 Remit to the Head of Environmental and Commercial Services to prioritise the allocation of the grant funding and approve such tenders for capital items for the purposes of Waste Collection, disposal and treatment under the terms of the standing orders relating to contracts.
- 3.4 Remit to the Head of Environmental and Commercial Services following clarification of legislation, to bring forward for consideration to Committee a further report detailing options and costs for:-
- Glass Recycling
  - Extension of the Councils existing recycling schemes to households not receiving this service.
- 3.5 Note that the cost of implementing food waste will be in line with the budget pressure paper submitted to the Council as part of the 2011/12 budget setting exercise.
- 3.6 Note that future recommendations will take account of the Chief Executive's report scheduled to be submitted to Council on the 1 December 2011 regarding potential participation in the Clyde Valley Shared Service for Waste Management & Disposal
- 3.7 Approves the virement of £150,000 of the anticipated under spend allocated against food waste for 2011/12 to the Building Services Unit.

**Ian Moffat**  
**Head of Environmental and Commercial Services**

## 4.0 BACKGROUND

4.1 The European Union Waste Framework Directive (WFD) imposes a number of obligations on Member States including the prioritisation of the Waste Hierarchy which imposes requirements on member states to base all decisions on waste policy, infrastructure and management taking the hierarchy into account.

- Prevention;
- Preparing for reuse;
- Recycling;
- Other recovery - including energy recovery;
- Disposal.

The Waste Framework Directive also sets targets

- to recycle or prepare for reuse 50% of household waste by 2020

As a measure to facilitate this, the Waste Framework Directive details a requirement to set up separate collection of "at least the following: paper, metal, plastic and glass", from the household waste stream by 2015.

4.2 In response to this, Scotland developed the Zero Waste Plan which was published in June 2010. The Plan sets out the Scottish Government's vision for waste and includes a number of measures aimed at reducing the quantities of waste produced and also of that going to landfill. The plan sets out the following measures.

- Development of a Waste Prevention Programme for all wastes, ensuring the prevention and reuse of waste
- Landfill bans for specific waste types and capturing the value from these resources
- Separate collections of specific waste types, including food, increasing reuse and recycling opportunities and contributing to renewable energy targets
- Two new targets that will apply to all waste: 70 per cent target recycled, and maximum 5 per cent sent to landfill, both by 2025
- Restrictions on the input to all energy from waste facilities, to encourage greater waste prevention, reuse and recycling.
- Encouraging local authorities and the resource management sector to establish good practice commitments and work together to create consistent waste management services.
- Improved information on different waste sources, types and management highlighting further economic and environmental opportunities
- Measure the carbon impacts of waste to prioritise the recycling of resources which offer the greatest environmental and climate change outcomes

4.3 The Zero Waste Plan goes beyond the scope of the Waste Framework Directive and imposes higher targets than those required under the Waste Framework Directive. (Appendix 1). The Scottish Government intends to meet some of these measures through the introduction of the Zero Waste (Scotland) Regulations.

4.4 The most immediate targets for Inverclyde Council are to achieve the 50% recycling target by 2013. We have increased our recycling performance year on year and based on current performance, it is anticipated that the Council will meet the 40% target this year.

## **5.0 ZERO WASTE SCOTLAND REGULATIONS**

5.1 The proposed Zero Waste (Scotland) Regulations have set out guidelines which detail the methods and instruments to be used by Local Authorities in order to comply with the legislation. The legislation (if enacted as set out in the consultation document) will result in

- a requirement for source segregation and separate collection of key recyclable materials and food waste;
- a ban on mixing separately collected wastes with other wastes;
- a ban on landfilling of key recyclable materials and food waste;
- a restriction on the inputs to energy from waste (EfW) facilities; and
- a property based ban on waste disposed of to landfill based on organic content.

More specifically in relation to households it is proposed to introduce a number of new statutory duties on Scottish local authorities:

- a duty to provide receptacles to householders which will enable them to present food waste, glass, metals, plastics, textiles, paper and card (including cardboard) for collection separately from other waste; and
- a duty to collect and carry separately from other types of waste any food waste, glass, metals, plastics, textiles, paper and card (including cardboard) which has been presented for separate collection by householders.

5.2 The Consultation stage for the Zero Waste (Scotland) Regulations has now expired and the various comments are now being considered prior to the publication of a position paper clarifying the definitions of for example separate collections.

5.3 Indications from discussions with CoSLA and the Scottish Government have highlighted that Inverclyde Council will have to make arrangements for food waste collections and glass collections.

5.4 While the Scottish Government are looking to maximise the benefits and economic value of materials they have suggested that mixed recyclates would comply with such an approach but are looking to identify which materials are not suitable for co-mingled collections as provided by numerous local authorities including Inverclyde.

5.5 A number of options have been identified to ensure that the Council complies with the new legislative requirements and meet the targets as laid out within them. These are detailed in this report.

## **6.0 FOOD WASTE**

6.1 Zero Waste Scotland appointed consultants to carry out an options appraisal and business case on the development of a food waste collection scheme in Inverclyde. A full copy of the report can be made available to members on request.

6.2 The report compared four scenarios against the benchmark of no current food waste service provision

- Scenario 1 – Weekly Separate Food Waste to all households currently served with dry recycling
- Scenario 2 – Fortnightly Mixed Food and Garden Waste collections to all households currently served with garden waste collections
- Scenario 3 – Fortnightly Mixed Food and Garden Waste collections to all

households currently served with garden waste collections *plus* Weekly Separate Food Waste collections to the remaining households (i.e. without gardens) served with kerbside dry recycling

- Scenario 4 – Weekly Mixed Food and Garden Waste collections to all households currently served with garden waste collections *plus* Weekly Separate Food Waste collections to the remaining households (i.e. without gardens) served with kerbside dry recycling.

6.3 Funding is available through Zero Waste Scotland for the implementation of separate collections of food waste. Funding is not available for mixed garden and food waste collections through this scheme.

6.4 The recommended option that will deliver the optimum recycling tonnage outputs and will attract funding from Zero Waste is scenario 1. This option will increase the Councils recycling performance by 5.4%.

6.5 The costs to deliver Scenario 1 are in line with the budget pressure paper submitted to the Council as part of the 2011/2012 budget setting exercise which allocated £400,000 per year from 2012/13.

6.6 Zero Waste Scotland will enter discussions with Inverclyde Council in respect of the award. It will be up to the Council to accept any award offered which will have a number of conditions attached.

## **7.0 GLASS RECYCLING**

7.1 The Council do not currently offer dedicated glass collection scheme, however Zero Waste Scotland estimate that glass contributes approximately 4.8% by weight of the total residual waste stream, and have identified glass as a key recyclable material.

7.2 Inverclyde currently have 42 Neighbourhood Recycling Points and 2 Recycling Centres accepting . These facilities generate approximately 440 tonnes per annum contributing 0.95% to the Councils recycling performance. These sites are serviced by Greenlight Environmental Ltd as part of the current recycling contract.

7.3 Based on the compositional analysis the amount of glass going to landfill is approximately 1800 tonnes or 3.9% of all waste arising within Inverclyde.

7.4 It would be unlikely that we could capture all this material and capture rates are approximately 41kg per household per annum. Based on the current 32,000 households on the councils recycling scheme the total tonnage diverted and recycled would be around 1,300 tonnes.

7.5 The recycling of 1,300 tonnes of glass would add approximately 2.8% to our recycling performance

7.6 The Council could consider two options for the recycling of Glass dependant on the position taken by the Scottish Government

### Utilising the existing blue bin scheme

This would require a significant capital outlay at the MRF and may impact on the existing round capacity of refuse collection vehicles. However it does have the advantage of utilising existing containers and being relatively easy to implement when all modifications are in place.

### Implementing a segregated glass collection

A number of local authorities collect segregated Glass on a fortnightly or 4 weekly basis, as glass has a relatively low market price for this option is a cost and will require additional infrastructure including vehicles, employees and containers.

- 7.7 It is proposed that a detailed options appraisal be undertaken to assess the most effective method of delivering a glass collection scheme to comply with the Scottish Governments proposed timeline and to meet the 50% recycling target in 2013.

### **8.0 INCREASE PARTICIPATION**

- 8.1 The current recycling scheme is provided to around 32,000 out of the 39,000 households within Inverclyde. By increasing the participation in recycling schemes, additional materials can be recovered and contribute to our recycling performance.

- 8.2 Inverclyde Council have a high proportion of high rise buildings (52% according to the Scotland GRO data). This poses some difficulties in terms of managing and delivering collections and individual responsibility for households.

- 8.3 The Council have a High Rise and Tenemental collection scheme carried out by Greenlight Environmental Ltd delivered to around 5000 households. These households are included in the overall 32,000 households receiving a recycling service. This collection contributes approximately 1.2% to our recycling percentage and has the advantage that as the scheme is monitored at the collection point as the items are collected in a see through blue bag and contamination is easily identified.

- 8.4 This scheme could be extended to the remaining 7000 households as it is a similar in scope to the current High Rise and Tenemental collection scheme. This would indicate that a further 1.6% could be added to our recycling performance.

- 8.5 Officers are currently identifying indicative costs for this service and will prepare a report identifying costs to this Committee.

### **9.0 CONCLUSIONS**

- 9.1 The Scottish Governments targets exceed the European Union targets and are challenging particularly at a time of considerable budget pressures. The 50% recycling target cannot be met within the current service budget.

- 9.2 The 40% target is achievable and work has commenced with our residual waste contractor William Tracey Ltd to recycle residual waste from our transfer station at Pottery Street Greenock. The contract was developed on an output basis, to maximise recycling and officers are working with our contractor to improve on these tonnages in line with our contract. We would anticipate a recycling rate of 40% in the first year

- 9.3 Discussions with William Tracey have also highlighted that removing a significant proportion of food waste from the waste stream will simplify the recycling process.

- 9.4 In order to meet the 50% target in 2013 Inverclyde Council will have to have measures in place to deal with food waste, glass and also to expand the services to those areas where recycling schemes are traditionally more difficult to implement.

- 9.5 Taking the foregoing into account and introducing additional services would achieve the following:

Action	Percentage
Baseline recycling at 2012	40.2%
Food waste from 2012	5.4%
Glass recycling from 2012	2.8%
Increased service to 7000 households	1.6%
Total recycling performance 2013	50.0%

## 10.0 IMPLICATIONS

### 10.1 Legal

There are no legal implications arising from this report.

### 10.2 Financial

Due to the delay by the Scottish Government in responding to the consultation document and clarifying legislation on Food Waste the council has been unable to implement the food waste service. The Council allocated a budget in 2011/12 of £250,000 on the basis that the scheme would commence part way through the financial year. As a result of this there will be a considerable under spend against budget. It is proposed to the Committee to allocate £150,000 of the under spend on a one off basis to offset the budget pressures, due to a shortfall of income in the Building Service Unit.

### 10.3 Human Resources

There are no Human Resources implications arising from this report.

### 10.4 Equalities

Introducing recycling services to all households within Inverclyde will have a positive benefit in terms of equalities.

## 11.0 REFERENCES

### 11.1 Scotland's Zero Waste Plan

Regulations to Deliver Zero Waste: A Consultation on the proposed Zero Waste (Scotland) Regulations 2011

General Register of Scotland

<http://www.gro-scotland.gov.uk/statistics/theme/households/estimates/2010/list-of-figures.html>

WRAP - Analysis of kerbside dry recycling performance in the UK

## APPENDIX 1 – ZERO WASTE PLAN TARGETS

Target/Cap	Year	Derivation
40% recycling/composting and preparing for re-use of waste from households. <sup>11</sup>	2010	Scottish Government target.
No more than 2.7 million tonnes of biodegradable municipal waste to be sent to landfill. <sup>12</sup>	2010	Article 5(2) of the EU Landfill Directive. <sup>13</sup>
50% recycling/composting and preparing for re-use of waste from households. <sup>10</sup>	2013	Scottish Government target.
The preparing for re-use and the recycling of 50% by weight of waste materials such as paper, metal, plastic and glass from household waste and similar.	2020	Article 11(2)a of the EU Waste Framework Directive. <sup>5</sup>
No more than 1.8 million tonnes of biodegradable municipal waste to be sent to landfill. <sup>2</sup>	2013	Article 5(2) of the EU Landfill Directive. <sup>3</sup>
60% recycling/composting and preparing for re-use of waste from households. <sup>10</sup>	2020	Scottish Government target.
No more than 1.26 million tonnes of biodegradable municipal waste to be sent to landfill. <sup>2</sup>	2020	Article 5(2) of the EU Landfill Directive. <sup>3</sup>
70% recycling and preparing for re-use of construction and demolition waste. <sup>10</sup>	2020	Article 11(2)(b) of the revised EU Waste Framework Directive. <sup>14</sup>
No more than 5% of <b>all</b> waste to go to landfill.	2025	Scottish Government target
70% recycling/composting and preparing for re-use of <b>all</b> waste by 2025.	2025	Scottish Government target.