
Report To:	Environment & Regeneration Committee	Date:	7 June 2012
Report By:	Corporate Director Environment, Regeneration & Resources	Report No:	SSC/ENV/IM/12.122
Contact Officer:	Kenny Lang	Contact No:	715906
Subject:	The Waste (Scotland) Regulations and Carbon Metric Performance		

1.0 PURPOSE

- 1.1 The purpose of this report is to advise the Committee of the Waste (Scotland) Regulations 2012.
- 1.2 This report will also advise the Committee of the Scottish Government's proposed revisions to the carbon metric targets along with the overall household recycling performance by carbon.

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
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- 2.3 The Regulations now known as The Waste (Scotland) Regulations 2012 have now been approved by the Scottish Government and are now in force as of May 2012.
- 2.4 Inverclyde Council has worked closely with Zero Waste Scotland to meet the forthcoming legislative requirements and will be shortly rolling out a food waste collection service to around 32,000 households, funded through Zero Waste Scotland.
- 2.5 Additional support will be sought in respect of glass collections in line with the anticipated Kerbside Good Practice Guidance being produced by Zero Waste Scotland.
- 2.6 The Scottish Government and Zero Waste Scotland have revised the measurement for the Carbon Metric Reporting System for Recycling Performance.
- 2.7 There are many planned changes to ensure that the new methodology is based on carbon emissions and recorded at a national rather than a Local level. Currently the Scottish Governments carbon metric recycling target is currently at 40%. Inverclyde's performance is 45%, which exceeds the Government's targets.

3.0 RECOMMENDATIONS

It is recommended that the Committee

- 3.1 Note the Scottish Government's proposed changes to the reporting of recycling performance by Carbon Metric calculation.
- 3.2 Note that the Council has exceeded the Scottish Government Carbon Metric while significantly reducing the costs of the service.
- 3.3 Remit to the Head of Environmental and Commercial Services to enter discussions with Zero Waste Scotland in respect of any support which will enhance and improve on the Council's existing recycling performance.
- 3.4 Remit to the Head of Environmental and Commercial Services to report to Committee details of such support and the implications to Inverclyde Council of the anticipated Kerbside Good Practice Guide

Ian Moffat
Head of Environmental and Commercial Services

4.0 BACKGROUND

4.1 In order to comply with the European Union's Waste Framework Directive, the Scottish Government proposed the Zero Waste (Scotland) Regulations which set out guidelines which detail the methods and instruments to be used by Local Authorities in order to comply with the legislation.

4.2 Key impacts for Inverclyde Council were that the Council would require to make arrangements for food waste collections and glass collections.

A consultation exercise was undertaken which led to some revisions of the draft Regulations. Subsequently The Waste (Scotland) Regulations 2012 were laid before the Scottish Parliament and are now in force.

5.0 THE WASTE (SCOTLAND) REGULATIONS 2012

5.1 The Regulations identify a number of key recyclable materials including

- glass;
- metals;
- plastics;
- paper; or
- card

5.2 The Regulations identify some times lines for compliance with the legislation

- 1st January 2014 - collection of dry recyclates from all domestic properties.
- 1st January 2016 - collection of food from all domestic properties

In terms of rolling out the services, the Regulations have made exceptions for rural properties and also those locations where it is not environmentally or economically practicable to introduce services or where a bring site will suffice.

5.3 Inverclyde Council already collects the majority of the key materials from the kerbside from approx 82% of all domestic properties.

5.4 Zero Waste Scotland have provided funding to Inverclyde Council to assist in the introduction of food waste collections to around 32,000 households and this is scheduled for July 2012.

5.5 Proposals were made to implement a co-mingled (i.e. mixed glass) glass collection scheme. Officers have now met with Zero Waste Scotland who have advised that co mingled collections would only be acceptable if the material went back to re-melt to produce new glass bottles. Previously glass could be considered for recycling if used in a number of other processes such as aggregate and filtration systems.

5.6 Zero Waste Scotland are producing a Kerbside Good Practice Guidance which will provide some practical advice on achieving the requirements of the Waste (Scotland) Regulations and this is anticipated to be published in June/July this year.

5.7 In line with the changes resulting from the new legislation Zero Waste Scotland will be providing support to Local Authorities as follows:

- Regulatory compliance health check consisting of an independent review of a Council's compliance with The Waste (Scotland) Regulations 2012 and the

Kerbside Good Practice Guide (due to be published in June/July).

- Dedicated support for research, LA-specific surveying and small grant funding specifically for tenements and flats.
- Increased support for major service changes (not including food waste), including enhanced Communication Support and additional resources to manage changes.
- Service reviews to check efficiency and effectiveness of current services.
- Options appraisals to look at new or alternative collection systems.
- Options appraisals to look at the options for infrastructure and treatment for dry and organic recycling.
- Any other technical support that could lead to additional recycling, diversion or reduced costs to the Council.

5.8 Details of the levels of support have not yet been released, however officers will work closely with Zero Waste Scotland to maximise any benefits to Inverclyde Council of such support and will be liaising with them in respect of glass collections as a priority.

6.0 CARBON METRIC REPORTING SYSTEM FOR RECYCLING PERFORMANCE

6.1 The Zero Waste Plan for Scotland was published by the Scottish Government in 2010 and is a key driver for waste management practices across Scotland. Action 5 of the plan states

“The Scottish Government will introduce a Carbon Metric for waste, to identify and prioritise the materials with the highest environmental benefit for recycling, leading to better environmental outcomes, and a more efficient economy.”

6.2 Although the carbon metric system of calculation for recycling is now in place, the following issues have been raised by the Scottish Government

- the ZW Regulations have driven operational changes to recycling services this in effect has reduced the role of the carbon metric and it has been suggested that the carbon metric can in fact cause confusion for local authorities;
- the carbon metric relies on accurate composition data, which across Scotland is not robust; therefore assessments can only provide an estimation of carbon performance, resulting in discrepancies when applied to individual local authorities.
- the costs of creating and updating composition data for individual local authorities is high when compared to the benefits of obtaining such data;
- as recycling performance increasing based on weight, the gap between carbon and weight based assessment diminishes.
- the Scottish Government's, carbon performance is going to be lower than weight base performance. In order to manage the difference, the Government would need to push back recycling targets.
- the carbon tool in its current form only covers recycling. One of the strongest potential roles for a carbon assessment is in highlighting the respective carbon benefits of recycling, reuse and waste prevention.

6.3 The Scottish Government has developed outline proposals based on the refined carbon metric (appendix A).

6.4 In developing these proposals, the Scottish Government have identified a clear role for

carbon reporting and targets

Performance and reporting

As carbon target reporting is typically an emissions based method of calculation relying on number of factors which cannot be influenced at a local level, there is a role for carbon reporting at a national level, as this would allow the Government to show the respective contribution of recycling, reuse and prevention to global carbon emissions, while also allowing Government to direct its policy and funding efforts to deliver carbon gains.

While the role of Local Authorities is important in achieving many of the carbon targets, there is little benefit to be gained from introducing carbon based reporting on an individual basis.

Communication

Carbon recycling assessments can, however, help local authorities in identifying their carbon credentials and performance. Local Authorities can set out carbon recycling information in their climate change declaration reports, performance indicators and/or in their SOAs.

Refining collection services

Although the ZW Regulations will drive the major shifts in recycling services, for those councils that want to take extra steps to improve their performance, carbon recycling assessments can provide an extra tool to help ensure that those materials of greatest environmental significance are targeted.

6.5 In order to progress the issue of carbon reporting the Scottish Government have proposed the following measures

- To develop an emissions based carbon reporting system for use at a national level, probably using 2010 as the baseline year and progress measured against this. This would allow performance across the whole waste hierarchy (including reuse and prevention) to be measured and requires being in place for early 2013.
- The emissions based carbon reporting system shall be developed to be capable of assessing household waste and all waste.
- To develop emissions based tool for industry to report carbon performance to their customers. This should form part of the work to develop a voluntary agreement with industry on implementing the Zero Waste regulations and provide resource efficiency information to customers.
- To ensure Local Authorities have access to a similar tool to assist in their reporting and communication work (internal and external), and work with COSLA to agree voluntary carbon reporting in Climate Change Declarations, performance indicators and Single Outcome Agreements.
- To begin the process of discussing these issues and proposals with Local Authorities and work with key Local Authority representatives to take forward the proposals.

6.6 Although there are concerns regarding the robustness of some Local Authority data and composition in terms of the carbon metric for recycling performance, due to the method of recycling in Inverclyde we hold robust data for recycling composition by material types therefore it is considered that the data held by the Council is sufficiently accurate to measure the carbon metric recycling performance.

6.7 The current system of carbon metric based recycling performance shows that Inverclyde currently has a carbon recycling performance of 45% in 2012 an increase of 3% on

2010/11. The Scottish Government's carbon based recycling target is currently at 40%.

6.8 Members should note that while the Scottish Government are proposing to refine the carbon metric to include re-use and waste prevention, along with recycling, the emphasis in future will be that the revised carbon metric will measure carbon emissions in total on a national level.

6.9 There is therefore no longer a requirement on Local Authorities to report nationally on the carbon metric. Council's will still be able to report individually on their carbon metric recycling performance and may be requested to include these SOA's in future.

7.0 CONCLUSIONS

7.1 The Waste (Scotland) Regulations 2012 identifies the Scottish Government's priorities in terms of recycling for the medium to long term while setting challenging performance targets for Local Authorities.

7.2 In order to achieve these targets the Council will have to consider options for additional recycling services including glass.

7.3 Opportunities may be available to work alongside Zero Waste Scotland and maximise any benefits of support which would enable the Council to build on the success of its recycling services and current recycling performance.

7.4 The Scottish Government plan to amend the carbon metric to include recycling reuse and prevention, the current system only measures recycling performance.

8.0 IMPLICATIONS

8.1 Legal

There are no legal implications arising from this report.

8.2 Financial

There are no financial implications arising from this report.

8.3 Human Resources

There are no Human Resources implications arising from this report.

8.4 Equalities

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

9.0 REFERENCES

9.1 The Waste (Scotland) Regulations
<http://www.legislation.gov.uk/sdsi/2012/9780111016657/contents>

Carbon Metric
<http://www.zerowastescotland.org.uk/carbonmetric>

Appendix A

Scottish Government Target	LA reporting (official statistics)	Year
50% recycling/composting and preparing for re-use of waste from households	By weight	2013
National CO ₂ reduction target (to be set) across waste hierarchy (all waste) ++	No LA breakdown*	2015 (or 2013 depending on progress)
X % (by weight) waste prevention target (all waste) #	No LA breakdown	2015
60% recycling/composting and preparing for re-use of waste from households.	By weight	2020
National CO ₂ reduction target (to be set) across waste hierarchy (all waste) ++	No LA breakdown*	2020
X % (by weight) waste prevention target (all waste) #	No LA breakdown	2020
70% recycling and preparing for re-use of construction and demolition waste. (Weight based)	N/A	2020
70% recycling and preparing for re-use of household waste	By weight	2025
70% recycling/composting and preparing for re-use of all waste by 2025 (weight based).	N/A	2025
National CO ₂ reduction target (to be set) across waste hierarchy (all waste) ++	No LA breakdown*	2025
X % (by weight) waste prevention target (all waste) #	No LA breakdown	2020

* LA's would be provided with a tool to enable them to estimate LA carbon performance for internal and external communication- e.g. climate change declarations.

++ suggestions based on a refined carbon metric

waste prevention targets to be identified