

PERTH AND KINROSS COUNCIL

Environment & Infrastructure Committee

30 October 2019

Waste Management Plan 2010-2025 - Progress Report

Report by Executive Director (Housing and Environment) (Report No. 19/310)

This report provides an update on progress with the Action Plan of the Perth and Kinross Council Waste Management Plan. The report recommends approval of the new actions 99-101 (shown in Appendix 1B) which are in line with recent national regulatory and strategic developments.

1. BACKGROUND / MAIN ISSUES

- 1.1 In November 2010, the Environment Committee approved the Perth and Kinross Waste Management Plan 2010-2025 (Report No.10/597 refers). The Waste Management Plan was developed to work towards delivering Scotland's Zero Waste Plan targets at a local level:
- recycling 60% of household waste by 2020
 - recycling 70% of all waste by 2025 (this is a national target which is wider than just household waste collected by local authorities; it includes commercial and industrial waste also collected by private waste management companies)
 - a ban on biodegradable waste going to landfill by 2021
 - no more than 5% of waste going to landfill by 2025.
- 1.2 The aim of the Council's Waste Management Plan is to map out a way forward for the Council in terms of:
- achieving the national recycling and composting rates at local level;
 - developing initiatives to control waste arisings and waste growth;
 - determining the strategy for the procurement of residual waste treatment;
 - determining the future financial implications for waste management in Perth and Kinross; and
 - promoting the circular economy where products and materials are kept in high value use for as long as possible.
- 1.3 Annual progress reports to Committee have provided a full update on all the original actions, as well as new actions. These had been developed in light of the Waste (Scotland) Regulations 2012 and other national strategy or regulatory changes. The updates are:
- June 2013 ([Report 13/267 refers](#))
 - September 2014 ([Report 14/364 refers](#))
 - November 2015 ([Report 15/532 refers](#))

- November 2016 ([Report 16/491 refers](#))
- November 2017 ([Report 17/367 refers](#)) and
- November 2018 ([Report 18/362 refers](#))

- 1.4 This report provides the seventh annual update on progress with the action plan. If an action was completed and previously reported (and there is no further update) reference should be made to earlier progress reports for more information. Of the 98 previously agreed actions, 83 have been achieved (84%).
- 1.5 These actions have contributed to a household recycling and composting rate of 51.7% for 2018, which is higher than the Scottish national average of 44.7%. Perth & Kinross Council has the 14th highest recycling rate in Scotland.
- 1.6 In addition, the Council continues to maintain a high Local Environmental Audit & Management Scheme (LEAMS) score with 97.7% of streets found to be at an acceptable standard in 2017/18, an increase of 3% on the previous year. LEAMS results were above the national average (92.8%).
- 1.7 Key Waste Management Plan actions which have been achieved in the last year include:
- developing, implementing and completing Phase 1 of the Smart Services (Waste) project as part of the SMART Cities Initiative. This is funded through European Regional Development Fund (ERDF). The project has focussed on innovative smart technology to enhance waste and recycling collections, through improved monitoring and sharing of data and information. The project has included installing sensors on litter bins and mini-glass recycling points as well as dynamic on-board vehicle weighing systems for food and glass vehicles (Action 79). The project has also implemented “Flymapper” which collates data on fly-tipping through integration with the Council’s mobile-working platform (Action 86).
 - installing new glass recycling points to provide further provision in areas where the new household waste and recycling service has been rolled out, with funding support received from Zero Waste Scotland for 60 glass recycling points (Action 83).
 - completion of Year 2 of Zero Waste Perth. The consortium (PKC, Beautiful Perth and Perth College) has been awarded £300,000 from the European Regional Development Fund, administered by Zero Waste Scotland, under the ‘Zero Waste Town Development Fund.’ The campaign, which is funded until March 2020, includes a branded Zero Waste Perth campaign and a large programme of community outreach activities aligned to the following themes – food waste prevention, reuse and repair, recycling promotion, resource efficiency and circular economy opportunities. A key highlight from Year 2 included the opening of the ‘Zero Waste Space’, a new accessible community hub space within the Bike Station, Perth offering themed workshops. (Action 91).

- 1.8 Since the Waste Management Plan was originally published, the policy landscape has developed significantly. The new actions in this report and previous reports are informed by the following Scottish Government policies, programmes and strategies:
- Climate Change (Scotland) Act 2009
 - Scotland's Zero Waste Plan (2010)
 - Waste (Scotland) Regulations (2012)
 - Safeguarding Scotland's Resources (Scottish Government, 2013)
 - Towards a Litter Free Scotland (Scottish Government, 2014)
 - 'Making Things Last – A Circular Economy Strategy for Scotland' (Scottish Government, 2016)
 - Zero Waste Scotland's Programme Plan (2016-17)
 - Code of Practice on Litter and Refuse (Scotland) 2018
 - Climate Change Plan, Third Report on Proposals and Policies 2018-2032 (RPP3) (Scottish Government, 2018)
 - Good Food Nation Programme of Measures (Scottish Government, 2018)
 - Food Waste Reduction Action Plan (Scottish Government, 2019)
 - A Deposit Return Scheme for Scotland Full Business Case Stage 1 (Scottish Government, 2019)
 - The Deposit and Return for Scotland Regulations 2020 (Accompanying Statement & Proposed Regulations)
- 1.9 These aim to deliver key national ambitions, such as supporting a circular economy (where materials are valued as a resource and dependence on raw materials is reduced), improving recycling performance, transforming attitudes to food waste, and reducing the impacts of litter and fly-tipping.
- 1.10 The Circular Economy Strategy also introduced a food waste prevention target of reducing food waste by 33% by 2025 - the first such target in Europe. This will involve working with both businesses and households to prevent and reduce avoidable food waste. The Scottish Government published the food Waste Reduction Action Plan in April 2019, setting out the national plans to meet the ambitious target.
- 1.11 From the most recent policy changes, as reported last year, there are several major issues arising which are shaping the Waste Management Plan in future years. These are the Biodegradable Municipal Waste Ban to Landfill and related to this, reduction of food waste in the municipal waste stream, and the introduction of the Deposit Return Scheme for Scotland. In particular, these will impact on both the costs and methods of processing waste, as well as increasing the range of materials that can be removed from the residual waste stream.
- 1.12 Currently, all biodegradable waste can be sent to landfill. As part of its zero waste policy, the Scottish Government had planned to introduce legislation to ban the landfill of biodegradable household waste from 1 January 2021. Councils collect this waste as part of their statutory duties, and compliance is therefore required.

- 1.13 To ensure compliance with the forthcoming ban, the Council entered into the Scottish Government's Materials Brokerage Service for Residual Waste Treatment on 1 October 2017 for a period of 5 years. This collaborative contract included a provision for a treatment solution, commensurate with the requirements of the ban.
- 1.14 However, in September 2019, the Scottish Government announced its decision to delay the ban on landfilling biodegradable municipal waste until 2025. Therefore, the contractual and financial implications of this decision in relation to Perth & Kinross Council are currently being reviewed.
- 1.15 Another associated element to the ban is the reduction of food waste in municipal waste, which is critical in the fight against climate change and the transition to a more circular resource efficient economy. The Scottish Government's Food Waste Reduction Action Plan, as well as the Good Food Nation Programme of Measures emphasise that we need to take more action in this area.
- 1.16 Consistently, our waste analysis shows that over 30% of residual waste is food waste and over a quarter is avoidable food waste. We will concentrate efforts on communications regarding the Council's household food waste recycling service, as well as further internal communications with the school estate on this issue.
- 1.17 One new action we are proposing, and detailed below, is a Food Share Network for Perth & Kinross which can assist with the re-distribution of quality surplus food (which would otherwise go to waste) to the people who need it most. The project, 'Eating Well, Living Well', also has the potential to develop on Government ambitions by providing access to healthy, nutritious food, building on community food knowledge and reducing environmental impact of food consumption. The project has been allocated £50,000 of recurring funding through the Council revenue budget. The funding has been provided to support a social enterprise model that will re-distribute food around Perth and Kinross.
- 1.18 In May 2019, the Scottish Government published "A Deposit Return Scheme for Scotland Full Business Case Stage 1" which identified the Scottish Government's preferred design.
- 1.19 The industry led scheme will see a 20p deposit placed on all single use beverage containers made of PET plastic, cans and glass. The return to retail model will see all retailers who sell drinks being required to accept returned containers either over the counter, through reverse-vending machines or through takeback for online delivery customers. The behaviour change scheme aims to improve the recycling rate and reduce litter.
- 1.20 In September 2019, the Scottish Government laid before Parliament "The Deposit and Return Scheme for Scotland Regulations" for a representation period; closing on 10 December 2019. The accompanying statement

contained commentary, which indicated that non-retail spaces could act as return locations and this included Recycling Centres and schools operated by Local Authorities, as well as community hubs. If Perth & Kinross Council agrees to opt-in to the scheme, this would be done by registering with the Scottish Ministers and with agreement of the Scheme Administrator. Retailers will be required by legislation to provide a return service and by acting as a return point operator will be paid a reasonable handling fee. However, they can also apply for an exemption, if meeting certain criteria, under the Regulations.

- 1.21 The Regulations indicate a commencement date of 1 April 2021 for key provisions concerning the scheme. However the commencement dates are caveated and the timetable for implementation is still to be confirmed.
- 1.22 The Deposit Return Scheme will influence the planning for the implementation of the Council's Household Recycling Charter and associated Code of Practice (Report No 16/140 refers). A Charter compliant system includes a general waste bin, separate kerbside containers for paper and card and another for plastic, cans and cartons (to replace current mixed dry mixed recycling – blue bin). The mix of materials included within a fourth kerbside bin will be influenced by the final design of the Deposit Return Scheme.
- 1.23 In addition to the work outlined in the plan, in July 2019, the Council also successfully acquired the trade waste collection part of Wyllie Recycling Ltd (WRL). This acquisition will bring additional income and jobs to Perth & Kinross Council and is in line with the Council's ambitions to be more entrepreneurial and pursue commercial opportunities.

2. PROPOSALS

- 2.1 The Council is contributing to the national ambitions and targets, as well as local outcomes, by delivering the actions within Appendices 1A and 1B. Key actions, which will be progressed in the next year, are:
 - rolling out and completion of the Perth City Centre Containerisation project in 2019, moving residents from sacks to utilising bin hubs and consideration of further recycling provision (Report 18/271 refers) (Action 54);
 - working with our consortium partners, Beautiful Perth and Perth College to deliver Year 3 of Zero Waste Perth. (Action 91)
 - implementing Phase 2 of the Smart Waste Project. As well as expanding the number of vehicles with on-board weighing technology which was delivered in Phase 1, it will include the implementation of in-cab technology. In-Cab technology utilises hardware and software within the waste collection vehicle, enables a more efficient and sustainable logistics model of operation and improves communications with customers. It will also introduce Automatic Number Plate Recognition (ANPR) which will allow us to monitor recycling centre usage patterns to prevent commercial misuse and explore online payment options for Recycling Centre Permits. Furthermore, it will undertake a further expansion of bin sensors including

Perth City Centre bin hubs as part of city centre containerisation project (Action 97)

- developing a Single Use Purchasing Policy for Perth & Kinross Council which will consider single use products including plastic bottles, cups and straws. Waste Services, in conjunction with the Corporate Procurement Team, will undertake an organisational review to gather baseline data with respect to key single use disposable materials generated from the Council's business activities, carry out research on purchasing policies within the Public Sector, draft a purchasing policy and develop a detailed action plan to implement the policy (Action 98)

2.2 The report also seeks approval of the new Actions 99-101 of the Waste Management Action Plan set out in Appendix 1B which are:

- as part of the Perth & Kinross Offer, co-creating the Eating Well, Living Well project with Zero Waste Perth, communities and partners with the aim of introducing a quality surplus food redistribution network in Perth and Kinross. (Action 99)
- investigate a procurement route for Residual Waste Treatment with the aim of developing a procurement strategy for a long-term solution for Residual Waste Treatment. (Action 100)
- carrying out an Asset Management Review of Waste & Recycling Infrastructure, including Household Waste Recycling Centres, Transfer Stations and Depots with the aim of developing a long-term strategic plan for ensuring the infrastructure is fit for purpose, maximises performance, meets statutory requirements, provides cost effective network management and provides the public with the best possible service. (Action 101)

3. CONCLUSION AND RECOMMENDATIONS

3.1 This report provides an update on progress with the action plan of the Perth and Kinross Council Waste Management Plan. These elements provide a firm foundation from which the Council, residents and businesses can assist in achieving the targets relating to recycling and composting, along with a reduction of non-recyclable waste.

3.2 It is recommended that the Committee:

- (i) endorses the annual update on progress on the Waste Management Action Plan
- (ii) approves the new actions (number 99 -101) of the Waste Management Action Plan set out in Appendix 1B
- (iii) requests the Executive Director (Housing and Environment) to bring back a further progress report in October 2020

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Barbara Renton	Executive Director (Housing & Environment)	04 October 2019

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
Community Plan	Yes
Corporate Plan	Yes
Resource Implications	
Financial	Yes
Workforce	Yes
Asset Management (land, property, IST)	Yes
Assessments	
Equality Impact Assessment	Yes
Strategic Environmental Assessment	Yes
Sustainability (community, economic, environmental)	Yes
Legal and Governance	None
Risk	None
Consultation	
Internal	Yes
External	Yes
Communication	
Communications Plan	Yes

1. Strategic Implications

Community Plan

- 1.1 The proposals relate to the delivery of the Perth and Kinross Community Plan and delivery of the key priority of creating a safe and sustainable place for future generations by reducing environmental impact of our consumption and production by managing municipal waste and increasing recycling and composting rates.

Corporate Plan

- 1.2 The Council's Corporate Plan lays out five outcome focussed strategic objectives which provide clear strategic direction, inform decisions at a corporate and service level and shape resource allocation. These are as follows:
- (i) Giving every child the best start in life;
 - (ii) Developing educated, responsible and informed citizens;
 - (iii) Promoting a prosperous, inclusive and sustainable economy;
 - (iv) Supporting people to lead independent, health and active lives; and
 - (v) Creating a safe and sustainable place for future generations.

- 1.3 This report contributes to objective (i) & (v).

2. Resource Implications

Financial

- 2.1 The cost of implementing the actions detailed in the Waste Management Action Plan will be prioritised from the approved Waste Services Revenue and Capital Budget. The Eating Well, Living Well Project has been allocated £50,000 of recurring revenue funding.
- 2.2 The extent of funding received, as well as applied for and pending, over the last five years, totals over £900,000 in external funding.

Workforce

- 2.3 The Smart Waste Project has a funded (ERDF) Smart Waste Systems Officer, recruited to deliver the projects. Zero Waste Perth has funded two officers, Zero Waste Co-ordinators (one to support communities and the other to support businesses).

Asset Management (land, property, IT)

- 2.4 The proposals in this report have implications for ICT. ICT form part of relevant project boards to ensure full consultation and input to specific projects.
- 2.5 The Asset Management Review will consider options for all waste and recycling infrastructure including the 9 Household Waste & Recycling Centres, 4 transfer stations and associated depots.

3. Assessments

Equality Impact Assessment

- 3.1 Under the Equality Act 2010, the Council is required to eliminate discrimination, advance equality of opportunity, and foster good relations between equality groups.
- 3.2 Carrying out Equality Impact Assessments for plans and policies allow the Council to demonstrate that it is meeting these duties.
- 3.3 The function, policy, procedure or strategy presented in the Perth and Kinross Waste Management Plan 2010-2025 report was considered under the Corporate Equalities Impact Assessment process (EqIA) with the following outcomes:
- assessed as relevant and the following positive outcomes have been investigated / implemented with updates provided in Appendix 1

- investigate feasibility of collecting reusable materials at Recycling Centres for resale and redistribution in the local area in conjunction with local charity and reuse organisations. This potentially could benefit people on low incomes including students, long-term sick, retirees, homeless families, migrant workers setting up home etc.
- provision of further Recycling Points to enable residents to recycle glass and other materials locally
- investigate the use of clear plastic sacks for the collection of dry mixed recycle for assisted lift customers and those in city centre locations

Strategic Environmental Assessment

- 3.4 The Environmental Assessment (Scotland) Act 2005 places a duty on the Council to identify and assess the environmental consequences of its proposals.
- 3.5 The Perth and Kinross Council Waste Management Plan was modified by the SEA process with the following main themes incorporated into the plan:
- promoting the SEA objectives by utilising the objectives when developing assessment criteria for the residual waste treatment procurement exercise
 - assumed mitigation through meeting modern regulatory standards and ensuring operator competency
 - provide education and awareness to reassure residents about impacts of any waste management facilities that may be used in the future by PKC. By providing up-to-date, relevant and researched information to residents would allow them to make informed opinions.
- 3.6 A post adoption statement, outlining how the plan incorporated the results of the Environmental Report, the responses received from the Consultation Authorities and other consultation responses, was prepared and submitted to the SEA Gateway once the Plan had been approved by the Council.
- 3.7 The post adoption statement contained information on how we would monitor the environmental effects of the Plan and the mitigation and enhancements proposed.

Sustainability

- 3.8 Under the provisions of the Local Government in Scotland Act 2003 the Council has to discharge its duties in a way which contributes to the achievement of sustainable development. In terms of the Climate Change Act, the Council has a general duty to demonstrate its commitment to sustainability and the community, environmental and economic impacts of its actions.
- 3.9 The actions contained within the Waste Management Plan are subject to both internal and external monitoring such as Scotland's Resource Sector Commitment and funding criteria and governance procedures related to external funding requirements.

Legal and Governance

- 3.10 The Head of Legal and Governance and the Head of Finance have been consulted on the content of this report.

Risk

- 3.11 Risks associated with individual actions are identified and managed accordingly through project implementation.

4. CONSULTATION

Internal

- 4.1 The Head of Legal and Governance and the Head of Finance have been consulted on the content of this report. Individual actions are consulted upon with relevant internal stakeholders.

External

- 4.2 Individual actions are consulted upon with relevant external stakeholders.

5. COMMUNICATION

- 5.1 The Waste Services Team engages in proactive communication with all known stakeholders for the delivery of domestic and commercial waste and recycling services.
- 5.2 Stakeholders may include elected members, focus group candidates, online communities, internal colleagues, external partner organisations and charitable groups, social housing providers and community organisations, geographic communities of interest and service users. Communications Plans are created for all significant campaigns and projects to identify the timeline for delivery.

2. BACKGROUND PAPERS

- 2.1 The following background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (and not containing confidential or exempt information) were relied on to a material extent in preparing the above Report; (list papers concerned).
- report to the Environment Committee in November 2010 entitled Perth and Kinross Council Waste Management Plan 2010-2025 (Report Number 10/597)
 - report to the Environment Committee in June 2013 entitled Waste Management Plan 2010- 2025 Progress Report (Report Number 13/267)
 - report to Environment Committee in August 2013 entitled Containerisation of Waste in Perth City Centre (Report number 13/418)

- report to the Environment Committee in September 2014 entitled Waste Management Plan 2010- 2025 Progress Report (Report Number 14/364)
- report to the Environment Committee in June 2015 entitled Evaluation Report of the Improved Recycling Service Trial (Report Number 15/243)
- report to Environment Committee in November 2015 entitled Waste management Plan 2010-2025 – progress Report (Report Number 15/532)
- report to Environment Committee in January 2016 entitled Perth and Kinross Zero Waste Communities (Report number 16/12)
- report to Environment Committee in March 2016 entitled Household Waste and Recycling Charter (Report number 16/140)
- report to Environment Committee in June 2016 entitled Introduction of a Trade Waste Permit System at Council Recycling Centres (Report Number 16/240)
- report to Environment Committee in September 2016 entitled Update on Perth and Kinross Council's Volunteer and Community Advocate Programme - Zero Waste Highland Perthshire (Report Number 16/372)
- report to Environment Committee in September 2016 entitled Household Waste and Recycling Public Satisfaction Survey (Report Number 16/371)
- report to Environment Committee in November 2016 entitled Waste Management Plan 2010-2025 - Progress Report (Report Number 16/491)
- report to the Environment, Enterprise and Infrastructure Committee in September 2017 entitled Zero Waste Update (Report Number 17/276)
- report to Environment, Enterprise and Infrastructure Committee in November 2017 entitled Waste Management Plan 2010-2025 - Progress Report (Report Number 17/377)
- report to Environment & Infrastructure Committee on September 2018 entitled Perth City Centre Containerisation (Report Number 18/271)
- report to Environment & Infrastructure Committee on November 2018 entitled Waste management Plan 2010-2025 – progress Report (

3. APPENDICES

- 3.1 Appendix 1 - Perth and Kinross Waste Management Plan Action Plan – Update on Progress/New Actions
- 3.2 Appendix 2 - Summary of Highlights of Zero Waste Perth