

# **PERTH AND KINROSS COUNCIL**

## **Environment & Infrastructure Committee**

**7 November 2018**

### **Waste Management Plan 2010-2025 - Progress Report**

#### **Report by Depute Director (Housing and Environment) (18/362)**

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 97-98 (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)
- 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 the Environment 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](#)) and
- November 2017 ([Report 17/367 refers](#)).

- 1.4 This report provides the sixth annual update on progress with the action plan. If an action was completed and reported last year and there is no further update, reference should be made to earlier progress reports for more information. Of the 96 previously agreed actions, 80 have been achieved (83%).
- 1.5 These actions have contributed to a household recycling and composting rate of 55.6% for 2017, which is higher than the Scottish national average of 45.6%. Perth & Kinross Council has the 8<sup>th</sup> highest recycling rate in Scotland.
- 1.6 In addition, the Council continues to maintain a high Local Environmental Audit & Management Scheme (LEAMS) score with 94% of streets found to be at an acceptable standard in 2016/17. LEAMS results were 1.8% above the national average.
- 1.7 Key Waste Management Plan actions which have been achieved in the last year include:
  - developing and implementing 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 recycling provision in areas where the new household waste and recycling service has been rolled out, with funding support received from Zero Waste Scotland. 40 funded points have been installed to date with 20 more due to be installed by 2019 (Action 83).
  - delivering the ‘Waste Less, Save More Project’, a series of food prevention/reduction projects, predominately in Blairgowrie and Kinross (with extension to other areas including Crieff and North Perth). These have been funded by Sainsbury’s, to assist with the delivery of the ambitious national food waste reduction target (Action 92).
  - re-introduction of charging for garden waste, as agreed as part of the Council’s 2017 budget setting process. This has exceeded targets with over 36,000 permits sold and raised revenue of over £900,000 (Action 94)

- 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)
- 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.
- 1.11 From the most recent policy changes, there are several major issues arising which will shape the Waste Management Plan in future years. These are the Biodegradable Municipal Waste Ban to Landfill 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 introduced 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. The ban will be enforced by SEPA and landfill operators will have to ensure compliance with the ban.
- 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 includes a provision for a treatment solution, commensurate with the requirements of the 2021 ban. In the main, solutions to achieve compliance with the ban involve pre-treatment of the waste to reduce its biodegradability. The projected cost of compliance will be greater than the current landfill solution but will deliver the following benefits: reduce waste to landfill, recover resources and produce a refuse derived fuel (RDF) for energy recovery.

- 1.14 In addition, the Waste (Scotland) Regulations 2012 state ‘where practicable that no waste including non-ferrous metals or hard plastics is incinerated or co-incinerated. ‘ However, if the Council can demonstrate to SEPA that all reasonably practicable measures have been taken at the kerbside to remove these materials, then waste could be sent directly to Energy from Waste, avoiding the need and the cost for pre treatment. Waste Services is currently in the process of submitting this information, via a thermal treatment derogation request, to SEPA.
- 1.15 In its most recent Programme for Government, the Scottish Government committed to the introduction of a Scottish deposit return system. A consultation document was published in the early summer and invited responses by 25 September 2018 to key partners such as the Waste Managers Network. This is helping inform the COSLA Environment & Economy Board position.
- 1.16 The proposal is for a system that essentially puts a levy onto drinks containers. Consumers reclaim these deposits when returning the containers, which are then recycled. The system is mainly funded through unclaimed deposits.
- 1.17 If the proposal is approved, and once the design of the system has been agreed, this will go forward as Regulations under the Climate Change (Scotland) Act 2009.
- 1.18 The Deposit Return Scheme will influence the planning for the implementation of the Council’s Household Recycling Charter and associated Code of Practice (Report 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 would be influenced by the final design of the Deposit Return Scheme.
- 1.19 It is worth noting that several of the actions within the Waste Management Plan are only possible through successfully achieving funding from Zero Waste Scotland and other funding sources. The table in Annex 2.1 highlights the extent of funding received, as well as applied for and pending, over the last four years, which totals over £900,00 in external funding.
- 1.20 This project work undertaken as part of the Waste Management Plan is carried out alongside the management of a large volume of recurring work tasks (April 2016-March 2017) including dealing with:
- 7,013 customer service requests
  - 2,167 authorised additional general waste bins
  - 1,627 commercial waste and recycling customers with over £1M of income
  - 1,193 assisted lift collections
  - 4,213 recycling centre permits
  - 60 planning applications reviewed

- 20 waste and recycling contracts

1.21 The delivery of these services is only achievable through close working relationships with a range of stakeholders, particularly external bodies, operations, contractors and local communities. The success of this approach was recognised by the following awards:

Awards	Category	Project	Result
PKC - Securing the Future Award	'Promoting Sustainability'	Improved Collection of Quality Recyclable Materials	Silver award
Materials Recycling World (MRW) National Recycling Awards	'Local Authority Innovation'	Improved Collection of Quality Recyclable Materials	Short-listed
Scottish Public Service Awards	Policy Development Award	Improved Collection of Quality Recyclable Materials	Pending
Scottish Resources Conference	'Best Food Waste Initiative'	Sainsburys Save More, Waste Less	Short-listed

1.22 The infographic in Appendix 2 summarises key facts and figures relating to waste and recycling in Perth & Kinross.

## 2. PROPOSALS

2.1 The Council is contributing to the national ambitions and targets, as well as local outcomes, with delivery of the actions within Appendices 1A and 1B. Key actions which will progressed in the next year are:

- rolling out 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 2 of Zero Waste Perth. The consortium 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 (Action 91).

- implementing the Code of Practice on Litter and Refuse (CoPLAR) which is a statutory guidance document issued under the Environmental Protection Act 1990. Duty holders are required to keep their land clear of litter and refuse; and keep their roads clean. The revised CoPLAR was passed by Parliament in July 2018 and explains what the duties are, who is responsible, what types of land are in scope and how to zone land and roads based on the likelihood of issues arising. To implement the new code will require a re-zoning exercise, undertaking a new monitoring regime and a focus on waste prevention (Action 95).

2.2 The report also seeks approval of the new Actions 97-98 of the Waste Management Action Plan set out in Appendix 1B which are:

- 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 and 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 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)

### 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 (numbers 97-98) of the Waste Management Action Plan set out in Appendix 1B.
- iii. requests the Depute Director (Housing and Environment) brings back a further report in November 2019.

**Author**

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**Approved**

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## 1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

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

### 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 (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 table below highlights the extent of funding received, as well as applied for and pending, over the last four years, which totals over £900,000 in external funding.

**Table 1 Project Funding  
(2013 – date)**

Source of Public Funding	Date	Amount Received	Amount Pending	Total
Waste Analysis Programme	Oct-13	£14,438	£0	£14,438
Zero Waste Auchterarder and Aberuthven (Ryder Cup Europe)	Mar-13	£37,000	£0	£37,000
140L Bin Trial	Summer 14	£51,684	£0	£51,684
Volunteer & Community Advocate Programme Year 1	Jul-15	£41,660	£0	£41,660
New Household Waste and Recycling Service	Mar-16	£10,758	£0	£10,758
Volunteer & Community Advocate Programme Year 2	May-17	£37,735	£0	£37,735
Smart Waste Project (Capital project – ERDF and PKC match funding)	2016-2018	£188,000	£57,000	£245,000
Charter Transition Project – Mini Glass Recycling points	2016-18	£64,754	£32,406	£97,160
Sainsbury's Waste Less, Save More grant fund	Jun-17	£46,739	£0	£46,739
Inveralmond Reuse Shop (money from the Corporate Panel will directly fund PUSH as aprt of the Reuse Project)	Mar-18	£24,000	£0	£24,000
Zero Waste Perth (ERDF) – part of a consortium bid with Beautiful Perth and Ecotechnic (Perth College)	2017, 2018	£49,647	£250,210	£299,857
	<b>Total</b>	<b>£566,415</b>	<b>£339,616</b>	<b>£906,031</b>

### Workforce

- 2.2 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). For Smart Waste Phase 2 a further two posts would be funded to assist with ICT Development and data analysis

### Asset Management (land, property, IT)

- 2.3 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.

## **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 recyclate 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, The Head of Democratic Services 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, the Head of Democratic Services 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. An overall Communications Plan has been developed in conjunction with the Corporate Communications Team for 2018/19 to schedule activities.

## **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)

### **3. APPENDICES**

- 3.1 Appendix 1 A : Perth and Kinross Waste Management Plan Action Plan – Update on Progress
- 3.2 Appendix 1 B : Perth and Kinross Waste Management Plan Action Plan – New Actions
- 3.3 Appendix 2: Waste & Recycling Infographic
- 3.4 Appendix 3: Summary of Highlights of Zero Waste Perth and Sainsburys Waste Less, Save More Projects