

# PERTH AND KINROSS COUNCIL

## Environment & Infrastructure Committee

28 October 2020

### WASTE MANAGEMENT PLAN 2010-2025 - PROGRESS REPORT

Report by Head of Environmental and Consumer Services (Report No. 20/198)

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 102-103 (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 70% of all waste by 2025
- a ban on biodegradable waste going to landfill. The implementation date of the ban was previously 2021 but has now been postponed until 2025.
- 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 considering 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](#))
- November 2018 ([Report 18/362 refers](#))
- October 2019 ([Report 19/310 refers](#))

- 1.4 This report provides the eighth 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 101 previously agreed actions, 93 have been achieved (92%).
- 1.5 These actions have contributed to improving performance in the following areas:
- in terms of waste minimisation, over the last 10 years, the average levels of general waste collected weekly from households in Perth & Kinross has decreased by 45%. In September 2019, this was 4.49kg per household, compared to March 2013 when it was 8.3kg per household.
  - the household recycling and composting rate was 52.7% for 2019. At the time of writing, the waste data for Scotland has not been published so no benchmarking data is currently available.
  - our equivalent 2018 carbon emissions are 140,239 TCO<sub>2</sub>e (source: SEPA). These emissions have decreased from 209, 000 TCO<sub>2</sub>e in 2011 - a reduction of 33%.
- 1.6 In addition, the Council continues to maintain a high Local Environmental Audit & Management Scheme (LEAMS) score with 91.6% of streets found to be at an acceptable standard in 2019/20, a decrease of 6.1% on the previous year. LEAMS results were slightly below the national average (92.2%) but above the benchmarking group of (91.4%). The data will be used to inform ongoing discussions around locality planning and contribute to the development of the Perth and Kinross Offer.
- 1.7 Key Waste Management Plan actions which have been achieved in the last year include:
- roll out and completion of the Perth City Centre Containerisation project in 2019, moving residents from sacks to utilising bin hubs (Report 18/271 refers) (Action 54);
  - working with our consortium partners, Beautiful Perth and Perth College to deliver Year 3 of Zero Waste Perth and completion of the project (Action 91). The campaign, which was funded until June 2020, included 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 3 included the research and development of the Food Share Network, working in conjunction with Letham4All to introduce a community larder.
  - co-creating the Eating Well, Living Well project with communities, community food organisations, Fareshare and other food suppliers, to design a quality surplus food redistribution network in Perth and Kinross, known as the Food Share Network. Appendix 2 contains an executive summary of the final report that was completed in March 2020 with recommendations for developing a Food Share Network. Following this there has been a swift mobilisation and response from all organisations during COVID who provided food and essential items as part of the welfare

response. This has led to the development of key supply chain relationships, encouraged partnership working and ultimately the establishment of the Food Share Network being accelerated (Action 99).

- investigating a procurement route for Residual Waste Treatment and the development of a procurement strategy for a long-term solution for Residual Waste Treatment (Action 100).

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 & Regulations)

1.9 These policies 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 In the last year, progress has been made on the introduction of the Deposit Return Scheme for Scotland (DRS). The DRS was approved by the Scottish Parliament on May 13, 2020 and has now passed into law. More information and FAQs is available at [www.depositreturn.scot](http://www.depositreturn.scot).

1.11 In summary, the industry led scheme will see a 20p deposit placed on all single use beverage containers made of PET plastic, cans and glass and refunded when returned for recycling. From 1 July 2022, the scheme will be operational, with the first ambitious targets of 70% capture requiring to be achieved by 2023.

1.12 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. Retailers can apply for an exemption and dialogue is taking place regarding local authority

environmental health officers assisting with processing exemption applications. Non-retail spaces could also act as return locations and this includes recycling centres and schools operated by local authorities, as well as community hubs.

- 1.13 The Scottish Government has stated it will work with local authorities and future Deposit Return Scheme administrator(s) to unlock reprocessing investments, including pricing and incentive schemes, to create jobs and a ready supply of recycled material for new packaging. This will have implications for future recycling contracts procured by the Council.
- 1.14 The Deposit Return Scheme will influence the planning for the implementation of the Household Recycling Charter and associated Code of Practice (Report No 16/140 refers). A Charter compliant system includes a general waste bin and a twin stream recycling service – one container 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. The Scottish Government have committed to working with COSLA in the coming year to evaluate the Household Recycling Charter and its Code of Practice as a key step in developing a future model of recycling collections. A consultation on the new Code of Practice (CoP) is anticipated in March 2021 and the Council will provide a response to this.
- 1.15 The Deposit Return scheme is a form of Extended Producer Responsibility (EPR). EPR is a financial or physical responsibility on producers for post consumption products with the aim of reducing waste, conserving resources and encouraging better product design. In addition to the DRS, the current UK Packaging Producer Responsibility System is being reformed and a second stage consultation is due in Spring 2021, with final scheme design being finalised thereafter. This is significant from a local authority perspective as the full net costs of collection and disposal of in-scope packaging materials incurred by local authorities may be recovered through the EPR scheme for packaging. Perth & Kinross Council have been invited to take part in a cost modelling exercise to exemplify costs incurred by rural and inaccessible authority areas in Scotland. This data will inform the consultation and final scheme design.
- 1.16 The Scottish Government's 'Programme for Government' (September 2020) highlighted that poor quality recycling and contamination are linked to confusion about how best to recycle and it needs to be made easier for people to do the right thing. This can be achieved by ensuring clearer information and labelling; promoting more consistent collection services; and providing stronger incentives for recycling. The Scottish Government will, therefore, establish a £70 million fund to improve local authority collection infrastructure and develop a new route map to reduce waste and meet the waste and recycling targets for 2025. The Fund, which is anticipated to launch in April 2021, will make available £50 million to local authorities in the first 3 years and £10 million in year 4 and 5. Waste Services will explore what opportunities there are for funding infrastructure for Perth & Kinross that will help us achieve our ambitions within our Waste Management Plan and

potentially support the roll-out of a Charter compliant system, including the twin stream recycling service. The response to Scottish Government funding initiatives will also need to take into account the current workload of the team, along with any further actions required to address future responses to address COVID 19 guidance.

- 1.17 This year some of the actions in the Waste Management Plan were paused due to COVID and new activities were undertaken in response to the pandemic. This included contingency planning for essential refuse collection services and developing closing and re-opening strategies for household waste recycling centres (HWRCs) and public toilets.
- 1.18 These activities contributed to ensuring we continued to provide kerbside services to all households in Perth & Kinross and commercial customers requiring service– 100% of the routes completed equalling 100,000 collections each week. We also continued to administer the Garden Waste Permits scheme and the income target was met for this.
- 1.19 In addition, in response to concerns around incidents of fly-tipping, street sweeping crews gathered evidence, and we sent advisory/warning letters and issued Fixed Penalty Notices. Finally, a COVID Fly-Tipping Fund was established to support private landowners with prevention and clear-up activities. Further work will continue on litter and fly-tipping as part of the ongoing WMP actions.
- 1.20 Key actions in the plan placed on hold due to this work included the asset management review of waste & recycling infrastructure, improving performance at HWRCs and developing a Single Use Policy for the Council. These will all be progressed as part of the Council's recovery and renewal phase. It will also need to take into account any move back into dealing with COVID response.
- 1.21 Finally, at a national level, it has been recognised that reducing Scotland's consumption of goods and materials is a crucial part of a green recovery and that the circular economy will be key to enabling us to meet our environmental, economic and social ambitions within a wellbeing economy. Therefore, delivering actions in the Waste Management Plan which focus on waste prevention, reuse and repair and which also contribute social value to residents and communities will be critical going forward. They will also assist with delivering on net zero carbon ambitions.

## **2. PROPOSALS**

- 2.1 The Council is contributing to the national ambitions and targets, as well as local outcomes, by delivering the actions within Appendix 1. Key actions, which will be progressed in the next year, are:
  - continue to plan services to ensure they align with the revised Household Waste and Recycling Charter and associated Code of Practice. This will include exploring the feasibility of using the Scottish Government Local

Authority Collection Infrastructure Fund to roll-out a twin-stream recycling service (Action 78).

- rollout of the new Litter Management System (LMS) in Perth & Kinross to align with the Code of Practice on Litter and Refuse (Scotland) 2018 (Action 95).
- implement Phase 2 of the Smart Waste Project which includes 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. (Action 97).

2.2 The report also seeks approval of the new Actions 102-103 of the Waste Management Action Plan set out in Appendix 1B which are:

- roll-out of recycling provision in Perth City Centre (Action 102).
- develop further reuse and repair opportunities focusing on textiles (school uniform), furniture, waste electrical and electronic equipment (WEEE) and bikes (Action 103).

The delivery of these actions will be dependent on any future actions required to deliver the response to Government direction and guidance in relation to COVID 19.

### **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) understands that the ability to address the Action Plan will be dependent on any response required to deal with COVID 19
- (iii) notes that the Council will engage with Scottish Government, COSLA and the Waste Management Officers Network (WMON) and contribute to national consultations, discussions on new policy areas and explore funding opportunities
- (iv) approves the new actions (number 102 -103) of the Waste Management Action Plan set out in Appendix 1B.
- (v) requests the Executive Director (Housing and Environment) to bring back a further progress report in November 2021.

**Author**

<b>Name</b>	<b>Designation</b>	<b>Contact Details</b>
Sheila Best	Waste Services Manager (Interim)	<a href="mailto:HECommitteeReports@pkc.gov.uk">HECommittee Reports@pkc.gov.uk</a> 01738 475000

**Approved**

<b>Name</b>	<b>Designation</b>	<b>Date</b>
Barbara Renton	Executive Director (Housing & Environment)	19 October 2020

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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 (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 a recurring budget of £50,000 which is augmented with a 2019/20 carried forward budget of £50,000 and Community Food Initiative budget of £50,000 making the available funding £150,000 in 2020/21.
- 2.2 The extent of funding received, as well as applied for and pending, over the last six 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. A Recycling Performance Officer was recruited in September 2020 to assist with the delivery of Action 26.

### 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 must 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 (Report Number 18/362)
- report to Environment & Infrastructure Committee on October 2019 entitled Waste management Plan 2010-2025 – Progress Report October 2019 (Report Number 19/310)
- Protecting Scotland, Renewing Scotland: The Government's Programme for Scotland 2020-2021 (Scottish Government, September 2020)

### **3. APPENDICES**

- 3.1 Appendix 1 - Perth and Kinross Waste Management Plan Action Plan – Update on Progress/New Actions.
- 3.2 Appendix 2 – Executive Summary for the Food Share Network.