

REPORT TO INFRASTRUCTURE SERVICES COMMITTEE – 16 MAY 2019

WASTE STRATEGY – FUNDING ARRANGEMENTS FOR KERBSIDE SERVICE CHANGES

1 Recommendations

The Committee is recommended to:

- 1.1 Consider the options available to make changes to kerbside waste and recycling services to increase recycling without funding from Zero Waste Scotland;
- 1.2 Approve the option to improve recycling rates in the interim using the existing bins in a 3-weekly collection cycle whilst waiting for Zero Waste Scotland to revise the Scottish Household Recycling Charter and Code of Practice;
- 1.3 Approve the updated Waste Strategy 2019-2023; and
- 1.4 Instruct Officers to further explore external funding opportunities which could potentially be used in future to increase recycling and report back to Committee.

2 Background/Discussion

- 2.1 Infrastructure Services Committee approved the new Waste Strategy 2019-2023 on 24 January 2019 (Item 9). Whilst most of the Strategy is self-funding, through existing budgets and savings made in landfill disposal costs by increasing recycling, the implementation costs of the new kerbside collection service are significant at £4.27 million and were in the main due to be funded by Zero Waste Scotland (ZWS).
- 2.2 The Waste Service has been working closely with ZWS over the last 18 months to secure the funding. A funding application was considered by the ZWS funding panel in September 2018 and Council Officers were advised by ZWS Officers that the funding panel recommended a funding offer to be made. However, as the value of the grant was over £1 million, the offer required to be approved by the ZWS Board.
- 2.3 The funding application was due to be considered by the ZWS Board in October 2018, December 2018 and February 2019. Council Officers were told that the delays were due to competing demands for space on those Board agendas. However, in February 2019 the Council's Waste Manager received a phone call and a letter from ZWS explaining that due to the ZWS annual budget for 2019/20 not having been confirmed, and because [the Scottish Deposit Return Scheme](#) (DRS) will require significant changes to [the Scottish Household Waste Recycling Charter](#), ZWS was unable to confirm the funding offer (**Appendix 1**).

- 2.4 A meeting between ZWS and Officers from the Waste Service took place on 12 March 2019 to clarify the situation regarding potential funding for the Council's new Waste Strategy.
- 2.5 At this meeting ZWS confirmed that they are not in a position to fund any service changes for Councils intending to become compliant with the Scottish Household Recycling Charter in 2019/20. The main reason for this is the potential impact that the proposed Deposit Return Scheme (DRS) will have on kerbside recycling collections and [the Code of Practice for the Scottish Household Recycling Charter](#). While there is currently lack of clarity on the detail of the scheme, any DRS proposal is likely to significantly reduce the amount of drinks containers (metal, plastic and glass) collected through kerbside collections across Scotland.
- 2.6 While ZWS have confirmed that they are unable to provide funding to support major service changes they are providing funding to other local authorities in 2019/20 for small pilot projects and communication campaigns.
- 2.7 A report will be taken to Scottish Cabinet in May 2019 which will include further details on the types of drinks containers included in the DRS and how the scheme will operate. Following this ZWS intend to conduct a review of the Code of Practice for the Recycling Charter – this is likely to take around 24 months.
- 2.8 Given that approximately three quarters (£3.2 million) of the implementation costs for the new kerbside service was due to come from the ZWS grant, the lack of external funding will have significant implications on Aberdeenshire Council's planned implementation of the kerbside service change.
- 2.9 ZWS has provided a written apology and explanation in the form of a letter to the Council (**Appendix 2**). A further meeting is due to be held between the senior officers of ZWS and the Council in May 2019.
- 2.10 The impact of DRS on recycling services in Aberdeenshire has been assessed by the Waste Service. Whilst the type of drinks containers to be included in DRS are yet to be published, given that glass is not collected on the kerbside in Aberdeenshire, the impact of DRS on kerbside recycling tonnages is likely to be significantly less than in some other local authorities. As the Council currently pays for the mixed recycling collected on the kerbside to be reprocessed, any reduction in the mixed recycling tonnage should be financially beneficial to the Council. If DRS resulted in emptier recycling bins, this would present an opportunity to use the additional recycling capacity for collecting other recyclable materials without increasing collection costs.
- 2.11 Given the decision by ZWS, Officers have considered the options available to the Council at this point, namely:

Option 1: Do nothing and put any kerbside service changes on hold until ZWS has reviewed the Code of Practice for the Household Recycling Charter for Scotland.

Option 2: Put a major service change on hold until there is further clarification on future charter-compliance arrangements and funding from ZWS. Use the

existing bins in a 3-weekly cycle to improve recycling rates in the interim, with the non-recyclable waste bin emptied once and the recycling bin twice in 3 weeks.

Option 3: Fund the kerbside option approved by Infrastructure Services Committee in January 2019 with extra borrowing and implement it as a “spend to save” project. The service changes involve residents having three bins on a 3-weekly collection cycle - a smaller 180L bin for non-recyclable waste and two recycling bins, with paper and card collected separately from other recyclables.

The advantages and disadvantages of each are detailed in **Appendix 3**.

- 2.12 Financial implications of each option over the next five years have been considered, together with the impact of the new Energy from Waste facility, on disposal costs. The worst case (with minimum recycling) and best case (with maximum recycling) for each of the options over the next 5 years, assuming that kerbside changes are implemented in 2020/21 and Energy from Waste starts in 2022/23, are shown in the table below:

Option		Projected cumulative budget pressure / under spend by financial year				
		2019/20	2020/21	2021/22	2022/23	2023/24
1	Worst case	£0	£74,000	£59,000	£61,000	-£91,000
	Best case	£0	£74,000	£59,000	£61,000	-£91,000
2	Worst case	£0	£100,000	-£16,000	£4,000	-£149,000
	Best case	£0	-£320,000	-£450,000	-£138,000	-£296,000
3	Worst case	£0	£0	-£56,000	£127,000	-£41,000
	Best case	£0	£0	-£879,000	-£164,000	-£340,000

- 2.13 As shown in the table above, by 2021/22 the savings from the implementation of the new Waste Strategy (recycling centres and kerbside service changes) have come through. In 2022/23 the operating costs of the new Energy from Waste facility are included, and 2023/24 is the first year showing the impact of both changes together.
- 2.14 Of the options available, it is considered that Option 2 is the most viable way forward given that it would allow progress to be made to increase recycling rates in the interim. This could potentially see a rise from the current 43% to 45-49% by 2023. This could result in a cumulative net under spend position of £61,000-£1,204,000 over the 5-year period. This can be achieved without committing the Council to any additional capital borrowing.
- 2.15 Option 3 is the most effective in increasing recycling rates, from the current 43% to 48-56% by 2023. However, this does require substantial capital investment. It has been assumed that this additional investment will be repaid over a 10-year period. Taking these repayments into account this option could result in small cumulative budget pressure of £30,000 through to a net cumulative under spend £1,383,000 over the 5-year period. Given the likely financial pressures on the Council over that period the long-term financial risk associated with the additional borrowing is not considered acceptable at this point. Using borrowing to fund implementation costs now would effectively

exclude the Council from being eligible for any external funding over the next few years.

- 2.16 Doing nothing (Option 1) would further delay the push that is required to significantly increase recycling rates in Aberdeenshire.
- 2.17 The Waste Strategy 2019-2023 approved by Infrastructure Services Committee in January 2019 has been revised accordingly, including the targets set within (**Appendix 4**).
- 2.18 The Head of Finance and Monitoring Officer within Business Services have been consulted in the preparation of this report and their comments are incorporated within the report and are satisfied that the report complies with the Scheme of Governance and relevant legislation.

3 Scheme of Governance

- 3.1 The Committee is able to consider and take a decision on this item in terms of Section F.1.1d as it relates to Roads, Landscape and Waste Management. The new Waste Strategy was developed in line with the Policy Development and Review Framework under Part 4B of the Scheme of Governance.

4 Implications and Risk

- 4.1 The equality impact assessment carried out as part of the development of the new Waste Strategy has been reviewed in light of the proposals set out above. There are no additional impacts on those with protected characteristics, in addition to those reported to Infrastructure Services Committee in January 2019, resulting from the proposals above.
- 4.2 There are no additional staffing implications, in addition to those reported to Infrastructure Services Committee in January 2019, resulting from the proposals above. Temporary posts that would have been created for the roll-out of the previously approved kerbside service will now not go ahead.
- 4.3 There are financial implications as a result of the proposals above as follows:
 - A delay in significantly increasing recycling rates means that the Council continues paying to landfill (and from 2021 produce energy from) materials that could have been recycled, had residents had an effective incentive to do so, i.e. a significantly smaller bin for non-recyclable waste. Landfilling recyclable materials currently costs the Council around £4.7 million every year - recycling is generally less than half the cost of landfilling.
 - Using the existing bins in a 3-weekly cycle has low financial risk, as the implementation costs are at £100,000 and could be covered from the existing Waste Service budget.
 - A low risk approach now could result in higher financial risk in future as increased budget pressures could make implementing a service change in future financially unviable.

- There is no guarantee that there will be external funding available for Aberdeenshire in future for a service change to help to significantly increase recycling levels and reduce disposal costs.

4.4 The town centre impact assessment carried out as part of the development of the new Waste Strategy has been reviewed in light of the proposals set out above. There are no town centre impacts compared to the existing kerbside service.

4.5 The following risks have been identified as relevant to this matter on a corporate and strategic levels:

Risk	Mitigation	Relevant Risks in Corporate / Directorate Risk Registers
Reputational risk if well-publicised changes to kerbside services do not go ahead.	<ul style="list-style-type: none"> • Interim service change using existing bins in a 3-weekly cycle is similar to the service change approved by ISC in January 2019. • Provides a logical progression from status quo towards a Charter Compliant kerbside service. 	ACORP006 – Reputation management ISSR007 – Reduction in waste to landfill
Market prices of reprocessing recyclables keep on changing and are affected by political and legislative changes affecting UK, EU and international markets. As a result, the actual costs and savings may be different from those projected – either higher or lower.	<ul style="list-style-type: none"> • Changing market prices of recyclables is a current risk the Waste Service must cope with. • Conservative pricing has been used to minimise negative impacts. 	ACORP001 – Budget pressures ACOPRP002 – Changes in government policy and legislation ACORP005 – Working with other organisations (e.g. supply chains) ISSR007 – Reduction in waste to landfill
There is no guarantee that funding will be available in future to make the required changes to services to significantly increase recycling and reduce disposal costs.	<ul style="list-style-type: none"> • Other opportunities may open in the future for funding. 	ACORP001 – Budget pressures ACORP005 – Working with other organisations (e.g. supply chains)

Risk	Mitigation	Relevant Risks in Corporate / Directorate Risk Registers
		ISSR007 – Reduction in waste to landfill
The estimated impact of service changes on residents' recycling behaviour is based on projections. As a result, the actual diversion from landfill may be different from those projected – either higher or lower.	<ul style="list-style-type: none"> The minimum recycling rate (45%) is considered extremely conservative, whilst the higher rate (49%) is considered as a realistic best-case scenario – the actual recycling rate that will be achieved, and savings made in disposal costs, is likely to be somewhere in between. 	ACORP001 – Budget pressures ISSR007 – Reduction in waste to landfill
The projections on diversion rates, resulting recycling tonnages and savings in disposal costs could be affected by population growth.	<ul style="list-style-type: none"> Based on projections made by National Records of Scotland, over the next 10 years the household growth in Aberdeenshire is likely to be well below 1%, hence the impact of household growth on tonnages is considered to be minimal. 	ACORP001 – Budget pressures ACORP007 – Social risk (e.g. population changes) ISSR007 – Reduction in waste to landfill
The Council will not achieve the Scottish recycling targets 60% by 2020 and 75% by 2025.	<ul style="list-style-type: none"> This is not different from the current situation. 	ACORP006 – Reputation management ACOPRP002 – Changes in government policy and legislation ISSR007 – Reduction in waste to landfill

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28th February 2019

Ros Baxter
Waste Manager
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Inverurie, AB51 4SG

Dear Ros,

Your application to the Household Waste Recycling Charter Fund

Thank you for your application to the Household Waste Recycling Charter Fund. Further to previous discussions, I am writing to update you on the current status of your application. Unfortunately, at this point, we are not able to confirm a funding offer, as the Scottish Government has yet to confirm the funding for Zero Waste Scotland and its Charter activities for 2019/20. As a result, this means your application was not presented to our Board on 28th February, as previously intended.

One factor in the extended discussion of your application, is the introduction of the Deposit Return Scheme. This will necessitate significant changes to the Household Recycling Charter Code of Practice to reflect the anticipated changes of materials available for recycling.

As we consider next year's plans, we would appreciate the opportunity to meet to discuss how we can work together – and specifically what support Zero Waste Scotland can provide. I'd therefore be keen to meet at your earliest convenience to talk this through. Please let me know of dates that would be suitable and I will arrange this.

Again, I apologise for the time taken to deal with your funding application. It is our intention to progress applications in a timely fashion, but on this occasion, circumstances have led to delays.

Yours sincerely,

Charlie Devine
Head of Resource Management

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21st March 2019

Ros Baxter
Aberdeenshire Council
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Dear Ros,

Your application to the Household Waste Recycling Charter Fund

I refer to the above and to the matters discussed at our meeting on the 12th of March 2019 and I can now confirm that Zero Waste Scotland are currently unable to progress the funding element of the application With the Council at this time.

As outlined at the meeting, the forthcoming introduction of a deposit and return scheme for single use drinks containers in Scotland (DRS), by early 2021, has necessitated a review of the Household Recycling Charter's associated code of practice and at this point any further development of collection systems and changes has been paused until such time as the final DRS scheme design has been announced and the impact of the materials available for kerbside recycling has been assessed and code of practice updated accordingly.

As mentioned, we realise that this is both disappointing and frustrating at this stage of the planned changes and can only apologise for the timing, however, at this stage any future investment in major service changes such as this will require to be based on detailed evidence and information which is currently not available.

You did highlight that the current system of collecting dry mixed recyclate in Aberdeenshire will in all likelihood require a service re-design as part a required improvement process and as offered at the meeting, Adrian Bond and his team are prepared to assist the Council with this whilst undertaking work in relation to scoping out the impact and actions required to allow local authorities to adapt to the introduction of DRS in Scotland.

I hope that you will find this information of use and happy to discuss any of the matters raised as required and please accept my apologies for any issues or concerns that this and previous delays may have caused.

Yours sincerely,

Charlie Devine
Head of Resource Management

Appendix 3 – Analysis of options available

Option	Advantages	Disadvantages
<p>Option 1. Do nothing and put any kerbside service changes on hold until ZWS has reviewed the Code of Practice for the Household Recycling Charter for Scotland.</p> <p>Potentially submit a new funding bid in once new code of practice is in place.</p>	<ul style="list-style-type: none"> • Compliance with revised code of practice and working towards having consistent recycling services in place with the rest of Scotland, with the environmental, financial and educational benefits it brings through consistency of approach and larger scale markets for recyclable materials. • Potential future ZWS funding support for charter-compliant activities. 	<ul style="list-style-type: none"> • Significant delay in implementation – at least 24 months before the review completed and any new proposals approved by councillors. Kerbside services are unlikely to be changed until 2022-23 at the earliest. • Significant financial implications as savings from disposal costs and income from separate paper and card not realised for another 24 months, estimated at £1.1-2.6 million. • No progress made towards meeting the Scottish 60% recycling target by 2020 or maximising recycling before the statutory ban on landfilling non-recyclable waste collected by the Council starts in January 2021. • Uncertainty as there is no guarantee what the future service might look like nor that ZWS can provide funding in future. • Reputational damage as the Council did not do what it said it would do.
<p>Option 2. Put a major service change on hold until there is further clarification on future charter-compliance arrangements and funding from ZWS. Use the existing bins in a 3-weekly cycle to improve recycling rates in the interim, with the non-recyclable waste bin emptied once and the recycling bin twice in 3 weeks.</p>	<ul style="list-style-type: none"> • Minimal implementation costs estimated at £100,000 to send out a postcard to residents explaining the new collection frequency and when it is due to start. • Minimal change to residents as the same bins used and they do not need to accommodate another bin. • Reputational damage might be limited as the widely publicised change to the collection cycle of non-recyclable waste (from fortnightly to 3-weekly) would still go ahead. • Would allow progress to be made to increase recycling rates in the interim, 	<ul style="list-style-type: none"> • Limited impact on increasing recycling – estimated at around 1,200-6,000 tonnes of extra recycling per annum or resulting in a recycling rate of 45-49%. This is significantly less than estimates used for calculating the cost of temporary disposal arrangements following the landfill ban and the estimates made regarding the amount non-recyclable waste required to be sent to the new energy from waste facility. • Limited financial benefits – the lower recycling estimate would result in no savings whilst maximum recycling scenario is estimated to deliver savings of £420,000 per annum.

Option	Advantages	Disadvantages
	<p>potentially from the current 43% to 45-49% with annual savings in disposal costs up to £420,000, without committing the Council to paying back borrowing costs over the 10 years together with other financial pressures.</p>	<ul style="list-style-type: none"> • Not segregating paper and card for a separate collection means this material (2/3 of mixed recycling equating to 10,000 tonnes per year) will continue to be sent for reprocessing at significantly higher cost and the savings resulting from selling paper and card to the market, estimated to be at least £460,000 per annum, would not be realised. • For residents, this service would mean that following the non-recyclable waste collection week, residents would put out a relatively full recycling bin out for collection. However, they would need to decide whether to put their relatively empty recycling bin out on the 2nd recycling week or wait another 2 weeks and put 3 weeks' worth of recycling out for collection. • Operationally, making the recycling rounds efficient would be challenging as residents are unlikely to use the 2 recycling weeks evenly. • Some reputational damage as the Council did not do what it said it would do.
<p>Option 3. Continue with the kerbside option approved by ISC in January 2019 as a spend to save project, fund it by extra borrowing, paid back through the revenue savings made.</p>	<ul style="list-style-type: none"> • Minimum delay in implementation if capital funding arrangements can be agreed in due course. • Less confusion to residents as the well-publicised changes to kerbside services would be made as planned. • Less reputational damage as the Council does what it said it would do. • Would allow progress made towards meeting the Scottish 60% recycling target by 2020 and maximising recycling before the statutory ban on landfilling non-recyclable waste collected by the Council starts in January 2021. 	<ul style="list-style-type: none"> • The cost of implementation is significant (£4.27 million) and extra capital funding would be required in 2019/20 and 2020/21. • Longer payback time of 10 years from implementation. • The increased level of long-term financial risk resulting from paying back borrowing costs over the next 10 years, given the likely pressures on the Council's budget over the next 10 years. • Using borrowing to fund implementation costs now would effectively exclude the Council from being eligible for any external funding over the next few years.

Option	Advantages	Disadvantages
	<ul style="list-style-type: none"> • Annual borrowing costs, estimated at £514,000 per year over 10 years, could be covered by the minimum revenue savings made (estimated at £554,000 per annum). • Segregating paper and card at source still makes sense as it accounts for 2/3s of the mixed recycling collected in the blue-lidded recycling bins and would allow paper and card to be sold for income, with estimated savings of at least £460,000 per year. • Future-proofs the kerbside service as the second recycling bin increases the recycling capacity residents have and would allow additional materials to be added in future, should DRS significantly reduce the amount of metals and plastics collected through the service. • Collecting paper and card separately makes segregating the remaining plastics, metals and cartons technically more feasible, and would potentially allow the Council to sell those materials for income in future too. 	<ul style="list-style-type: none"> • It is unknown whether Aberdeenshire's kerbside service would be compliant with the code of practice in future, with the missed environmental, financial and educational benefits resulting from consistency of approach across Scotland and larger scale markets for recyclable materials.



From mountain to sea

Waste Strategy 2019-2023

~~Approved~~ Updated draft

~~January~~ April 2019

 **recycle** for Aberdeenshire



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1 Introduction

Aberdeenshire Council collects around 60,000 tonnes of recyclates and 80,000 tonnes of non-recyclable waste annually from 120,000 households and business customers across the region. In 2017 Aberdeenshire's recycling rate was 43.7%, slightly below the Scottish average of 45.6%.

Aberdeenshire Council first introduced a kerbside recycling service to households in 2005-2006, and rolled out a more user-friendly kerbside recycling service to all households in Aberdeenshire in 2013-2015. Whilst the new service significantly increased the use of the kerbside recycling service by households, the recycling levels have now plateaued.

To understand what is still being put into non-recyclable waste bins by households, Aberdeenshire Council undertook extensive waste analysis of non-recyclable waste in 2016-2017. The research showed that if all recyclable materials were recycled effectively through the existing recycling services, Aberdeenshire's recycling rate could be well over 70%.

The graph below shows the type of materials put into non-recyclable waste bins in Aberdeenshire.



In addition to the missed environmental and local benefits, not making full use of the recycling services does not make best use of the taxpayers' money. This is because recycling is generally less than half the cost of landfilling it and the sale of some recyclable materials even generates an income.

In line with the European Union [Circular Economy Package](#), Aberdeenshire Council supports the Scottish Government's ambition¹ for moving towards a more circular economy where materials are considered as a resource and such resources are used efficiently.

~~The Council has also signed the [Scottish Household Recycling Charter](#) which aims to provide more consistent recycling services across Scotland.~~

~~Signing the Charter further commits the Council to improving recycling services to maximise the quality and quantity of recyclable materials collected, encouraging residents to use the services provided, operating a safe and efficient service and applying current best practice through the implementation of the [Code of Practice](#). Signing the Charter also enables the Council to apply for funding from [Zero Waste Scotland](#) for implementation of any new charter-compliant services.~~

The new Waste Strategy 2019-2023 has been developed to ensure Aberdeenshire maximises the environmental, community and financial benefits from the waste it produces.

The new strategy will also help the Council to comply with the statutory obligations set out in the [Waste \(Scotland\) Regulations 2012](#) which ban landfilling of biodegradable waste by 2021 (effectively this bans landfilling of any non-recyclable waste collected by the Council), and work towards meeting the reuse and recycling targets set by the Scottish Government (60% by 2020 and 70% by 2025).

This document replaces the Council's Integrated Sustainable Waste Management Strategy 2001-2020 which was last reviewed and updated in 2014.

2 Strategic direction

The Waste Strategy 2019-2023 sets the strategic direction and objectives for waste management in Aberdeenshire for the next five years and will work as a road map for achieving those goals.

The waste strategy is set to deliver the following seven objectives:

Objective 1: Support the move towards a more circular economy

Aberdeenshire Council supports the Scottish Government's ambition for moving towards a more circular economy where materials are considered as a resource and such resources are used efficiently.

¹ Scottish Government, 2016: [Making Things Last. A Circular Economy Strategy for Scotland](#).

We will play our role in creating a more circular economy by promoting waste prevention and enabling materials that are being discarded by households in Aberdeenshire to be used as a resource again, through providing services that maximise opportunities for reuse and recycling of materials, and recovering energy from the rest.

~~We will work towards aligning our services with [Scottish Household Recycling Charter](#) and [Code of Practice](#) to ensure householders are provided with consistent services across Scotland for reuse and recycling, and to allow us to collect high quality recyclable materials maximising their quality and value.~~

Objective 2: Provide a cost-efficient service

We will provide an efficient waste service which will maximise reuse and recycling whilst minimising the cost to the taxpayer. This approach will ensure we will strike the right balance and provide a cost-efficient solution delivering environmental and local benefits without increased costs to the taxpayer.

Objective 3: Meet statutory obligations

We will meet our statutory obligations in line with our duties as a local authority, including complying with the statutory requirements set out in the [Waste \(Scotland\) Regulations 2012](#) which ban landfilling of biodegradable waste by 2021.

Objective 4: Provide the same collection service across Aberdeenshire

We will treat householders equally and continue collecting the same materials from all residents, whether they live in urban or rural areas, in flats or houses.

Objective 5: Provide an easy to use service for customers

We will ensure the services we provide are easy to use for householders and enable householders to maximise reuse and recycling of materials.

Objective 6: Reduce carbon emissions

We will ensure the services we provide are resource-efficient in terms of the vehicles we use, the fuel we need and the reuse, recycling and recovery options we procure to reduce carbon emissions.

Objective 7: Operate a safe and efficient waste service

We will operate in a safe manner and deliver operational efficiencies where possible whilst providing an effective service to the householders.

3 What we will do

Changes are required to ensure Aberdeenshire meets these strategic objectives. The following five measures will be taken to deliver the strategy:

- Deliverable 1: Encourage householders to treat materials as a resource.
- Deliverable 2: Maximise the quality and value of recyclable materials collected.
- Deliverable 3: Maximise recycling through reduced non-recyclable waste capacity.
- Deliverable 4: Improve the network of Household Waste Recycling Centres.
- Deliverable 5: Recover energy from waste that cannot be prevented, reused or recycled.

All of the deliverables work as a package and together deliver the objectives of the strategy, ultimately ensuring Aberdeenshire maximises the environmental, community and financial benefits from the waste it produces.

Details of each deliverable are provided in the sections below.

Deliverable 1: Encourage householders to treat materials as a resource

Whilst the Council has no regulatory tools to control the amount or recyclability of packaging put on the market by producers, we will continue lobbying local and central governments and support any extended producer responsibility initiatives, including the Scottish Government's Deposit Return Scheme for drinks packaging.

We will continue promoting waste prevention and efficient use of resources to householders in line with our commitment to circular economy. We will put in place an effective communications and engagement strategy to promote opportunities for using resource-efficient services and resource-efficient behaviours.

Deliverable 2: Maximise the quality and value of recyclates collected

We will continue working with householders to ensure householders know what materials can be reused and recycled and how they need to be prepared for reuse and recycling. This will help maximise the quality and value of the reusable items and recyclates collected. We will put in place an effective communications and engagement strategy, and provide household-specific advice through a home visiting service provided by our team of Community Waste Officers.

We will look for operational solutions to maximise financial value from the recyclates collected to reduce the cost of the recycling and waste services to the taxpayer. ~~In line with the Scottish Household Recycling Charter householders will have two recycling bins; one for paper, card & cardboard and one for metals, cartons and plastic bottles, pots, tubs and trays. Paper, card & cardboard account for about two thirds of the mixed kerbside recyclables collected in Aberdeenshire. Householders putting paper, card & cardboard into a separate recycling bin enables us to make an income from the sale of paper, card & cardboard as the material has more value when collected cleaner on its own. This would significantly reduce the cost of recycling mixed kerbside recyclables and provide a buffer against the impact of varying market prices of other recyclables.~~

Deliverable 3: Maximise recycling through reduced non-recyclable waste capacity

Based on the waste analyses carried out on the waste sent to landfill by residents in Aberdeenshire in 2016-2017, over half of the waste put into non-recyclable waste bins is actually recyclable through the recycling services currently available to residents. If all this waste was recycled using the existing recycling services, Aberdeenshire's recycling rate could be well over 70%, instead of the current 43.7%, providing significant financial savings in addition to the environmental and local benefits.

Research across the UK² shows that one of the most effective ways to encourage residents to use the recycling services available to them is to reduce the quantity of non-recyclable waste collected from households. By 2018 over a third of the Scottish local authorities had already taken measures to reduce the amount of non-recyclable waste collected, either by reducing the size of the non-recyclable waste bin, collecting it less frequently, or both, resulting in significant increases in recycling. Based on an online survey carried out in Aberdeenshire in 2018, 50% of respondents said they use $\frac{3}{4}$ or less of their weekly non-recyclable waste capacity, with 28% of respondents managing with $\frac{1}{2}$ a bin or less.

Reducing the non-recyclable waste capacity available at kerbside is a key component of Aberdeenshire's waste strategy to encourage householders to make better use of the recycling services available to them. [Accordingly, we will use the existing bins in a 3-weekly cycle to improve recycling rates, with the non-recyclable waste bin emptied once and the recycling bin twice in 3 weeks.](#)

~~An options appraisal was carried out, and scrutinised by Zero Waste Scotland, to determine which kerbside collection service would best deliver the objectives of the waste strategy. The options considered included introducing garden waste and glass kerbside collection service.~~

~~The kerbside service option that best delivers the objectives of the strategy is a weekly collection of food waste with a 3-weekly collection of non-recyclable waste in a 180L bin, 3-weekly collection of paper, card & cardboard in a 240L bin and 3-weekly collection of metal (tins, cans, aerosols and foil), cartons (tetra-pak type packaging) and plastic (bottles, pots, tubs and trays) in a 240L bin, working as follows:~~

- ~~• Week 1: Food waste (green caddy) and non-recyclable waste (180L bin)~~
- ~~• Week 2: Food waste (green caddy) and paper, card & cardboard (240L bin)~~
- ~~• Week 3: Food waste (green caddy) and metal, cartons and plastic bottles, pots, tubs and trays (240L bin)~~

~~This means that householders need to have one extra bin: the existing blue-lidded mixed dry recyclables bins would be used for paper, card & cardboard, the existing non-recyclable waste bin for metals, cartons and plastic bottles, pots, tubs and trays,~~

² WRAP 2015: [Analysis of recycling performance and waste arisings in the UK 2012/13.](#)

~~and new bins for non-recyclable waste would be purchased with funding from Zero Waste Scotland.~~

The new kerbside service will be rolled out in 2020-2021.

We will continue to provide additional recycling bins and food waste containers to households free of charge. Additional non-recyclable waste bins can be requested by households that fully use the recycling services and meet the criteria for additional non-recyclable waste bin capacity.

We will work with householders prior to, during and after the roll-out to help residents adapt to their new kerbside service. We will provide information to all households about how to use the recycling services available to them, provide tips on how households can reduce the amount of waste they produce and provide household-specific advice using our team of Community Waste Officers.

Garden Waste

Councils are not required by law to collect garden waste from the kerbside.

To provide a 'free-for-all' garden waste collection from the kerbside would involve running a separate fleet of garden waste collection vehicles and the provision of garden waste bins to households at a significant additional cost. Whilst such a collection would be popular amongst residents, there is no funding available for the introduction of a garden waste collection service. Whilst some residents would be happy to pay for a garden waste collection service, such proposals do not have enough support from the community to justify additional expenditure on additional collection vehicles and garden waste bins.

Home composting is the best environmental option for recycling garden waste. It does not require any vehicle transport and provides householders with free mulch and compost to help their garden grow. The Council will continue to provide advice on home composting and sell discounted home composting bins to residents. The Council will also continue to support community composting initiatives residents may wish to run for their local communities. Providing unstaffed garden waste skips in villages is not an option as they end up being filled with all sorts of waste.

We will continue collecting garden waste at Household Waste Recycling Centres throughout the year. In addition, we will increase the number of seasonal village garden waste collection points from the current six to 12 to help residents recycle their garden waste during the summer months. Whilst many would like to have a garden waste point in their village, providing a garden waste point in every Aberdeenshire village is simply not financially and operationally feasible.

The seasonal collection points will be provided on Saturdays (either morning or afternoon) from April to October in settlements where the service is already operating and also in settlements with 1000 or more domestic properties (based on 9/9/2017 property count) and which are more than 2 miles (as the crow flies) from a Household Waste Recycling Centre or another seasonal collection point. This approach

maximises the number of residents with access to a seasonal garden waste collection point in their village.

Based on the above, seasonal village garden waste collection points will be provided in the following locations:

- Aboyne
- Ballater
- Balmedie (new)
- Blackburn (new)
- Inverbervie
- Kemnay (new)
- Kintore (new)
- Mintlaw
- Newmachar (new)
- Newtonhill
- Oldmeldrum (new)
- St Cyrus

Glass

Colour-segregated glass will continue to be collected through the network of over 400 local glass recycling points and Household Waste Recycling Centres. This is because collecting glass separately on the kerbside would require a new fleet of glass-only vehicles or kerbside sort vehicles to be purchased which would be costly and also reduce the flexible multi-use of the collection fleet.

Based on the waste analysis undertaken in 2016-2017, residents are using the network of glass recycling points effectively, with a glass capture rate exceeding 70%. Only relatively small amounts of glass are landfilled (4% of the non-recyclable bin contents) which does not justify running a separate fleet of vehicles.

Residents can request a local glass recycling point to be installed in their neighbourhood.

Deliverable 4: Improve the network of Household Waste Recycling Centres

The network of Household Waste Recycling Centres will be improved to ensure that householders can maximise the reuse and recycling of those materials which are not collected through the kerbside collection service.

The measures below together as a package provide a cost-neutral basis for improving the network of Household Waste Recycling Centres.

The following measures will be taken to improve the network of Household Waste Recycling Centres:

1. **Increase the number of materials that can be recycled through Household Waste Recycling Centres** as recycling technologies develop and become financially feasible. Feasibility studies will be undertaken for mattresses, carpets, polystyrene and dense plastics, and other materials will continue to be assessed as recycling facilities become available.
2. **Improve customer service and segregation of incoming waste** by ensuring there is a sufficient number of appropriately trained staff at each Household Waste Recycling Centre to help and provide advice to customers.
3. **Provide opportunities for reuse** by providing reuse areas at Household Waste Recycling Centres and working in partnership with other organisations to best redistribute the items collected.

We will also continue promoting the use of charity shops and online reuse forums, such as Ebay, Preloved and Gumtree, as these are well-established and readily available reuse services benefiting the local area. The reuse areas at Household Waste Recycling Centres will provide the last resort for redirecting reusable items back into use.

4. **All Household Waste Recycling Centres will accept the same range of materials** to ensure households across Aberdeenshire can maximise recycling at the Household Waste Recycling Centre nearest to them.

To make this possible, we will need to do the following:

1. Make space for additional recycling skips and reuse areas by:
 - Diverting trade waste from Household Waste Recycling Centres to Council's waste transfer stations.
 - Diverting tyres from Household Waste Recycling Centres to commercial facilities.
 - Diverting asbestos from waste transfer stations to commercial facilities.
 2. Improve the infrastructure and layout of Household Waste Recycling Centres gradually by applying funding from the Capital Plan.
 3. Close the smallest Household Waste Recycling Centres, which meet the following criteria: 1. only have space for very limited recycling facilities 2. handle less than 300 tonnes of waste per year and 3. are within 10 miles (as the crow flies) or approximately 20 minutes car travel from another Household Waste Recycling Centre. On this basis the following three sites will be formally closed:
 - Gardenstown (closed in 2015 due to a landslide)
 - Hatton
 - Whitehills
-

Residents currently using these sites can take their waste to the other 15 Household Waste Recycling Centres at Alford, Banchory, Ellon, Fraserburgh, Huntly, Inch, Inverurie, Laurencekirk, Macduff, Peterhead, Portlethen, Portsoy, Stonehaven, Turriff and Westhill where it can be recycled more effectively.

5. **More consistent opening hours at Household Waste Recycling Centres and at times convenient to households** to make reuse and recycling as easy and convenient as possible to householders. Based on current usage, the opening hours will be as follows:

Type	Recycling centres	Opening hours	Summer Tuesday evening opening (April-September)
Full-time centres	Banchory Ellon Fraserburgh Huntly Inverurie Laurencekirk Macduff Peterhead Stonehaven Turriff Westhill	Mon-Thurs & Sat-Sun 9am-4.30pm Fri 9am-4pm	Tue 4.30-7pm
Part-time centres	Portlethen	Thurs, Sat, Sun & Mon 9am-4.30pm Fri 9am-4pm	n/a
	Alford	Fri 9am-4pm Sat, Sun & Mon 9am-4.30pm	n/a
	Insch Portsoy	Tue & Sat 9-12pm & 12.30-4.30pm	Tue 4.30-7pm

The above opening hours will be implemented at Alford once the recycling centre has been extended. Additional service provision is currently not justified at Alford, Inch and Portsoy due to the size of the population served and at Portlethen due to other 7-day Household Waste Recycling Centres located nearby.

We will continue monitoring the use of recycling centres through visitor numbers, and may amend the above opening hours to better fit with customer and operational demand, whilst maintaining the level of service provision.

Deliverable 5: Recover energy from waste not prevented, reused or recycled

The strategy is aimed at maximising reuse and recycling of waste. Whilst taking measures to promote resource-efficient behaviours and services, and ensuring opportunities for reuse and recycling are maximised, we will continue working with Aberdeen City and Moray Councils to [develop a business case for the procurement of build](#) a joint facility for recovering energy (heat and power) from non-recyclable waste.

In addition to its environmental benefits, the energy from waste facility will also enable us to comply with the statutory requirements set out in the Waste (Scotland) Regulations 2012 which ban landfilling of biodegradable waste by 2021 (effectively this bans landfilling of any non-recyclable waste collected by the Council), and the Scottish Government's target, set out in [Scotland's Zero Waste Plan](#), to reduce landfilling to 5% of all waste by 2025.

4 How we will measure our success

The following targets and performance indicators have been put in place to monitor and manage the progress to achieve the strategy objectives:

Strategy objective	Target	Indicator
Objective 1: Support the move towards a more circular economy.	<ul style="list-style-type: none"> Reduce total waste arisings per household by 5% by 2023. 	<ul style="list-style-type: none"> Total waste arisings per household.
	<ul style="list-style-type: none"> Increase Aberdeenshire's recycling rate to 5560% by 2023. 	<ul style="list-style-type: none"> Recycling rate.
	<ul style="list-style-type: none"> Decrease the amount of food waste placed in non-recyclable waste bins by 20% by 2023. 	<ul style="list-style-type: none"> % of food waste placed in non-recyclable waste bins.
	<ul style="list-style-type: none"> Increase recycling rate of Household Waste Recycling Centres to 75% by 2023. 	<ul style="list-style-type: none"> Recycling rate by centre.
Objective 2: Provide a cost-efficient service.	<ul style="list-style-type: none"> Reduce the cost of waste and recycling service provision by 24% by 2023 through savings in landfill disposal. 	<ul style="list-style-type: none"> Cost of service provision per household per year.
Objective 3: Meet statutory obligations.	<ul style="list-style-type: none"> Stop landfilling biodegradable municipal waste by 2021. 	<ul style="list-style-type: none"> Tonnes of biodegradable municipal waste sent to landfill.

Strategy objective	Target	Indicator
Objective 4: Provide the same collection service across Aberdeenshire	<ul style="list-style-type: none"> The same recyclables collected from all households. 	<ul style="list-style-type: none"> % of households with full service provision.
Objective 5: Provide an easy to use service for customers.	<ul style="list-style-type: none"> As per Objective 1. 	<ul style="list-style-type: none"> As per Objective 1.
Objective 6: Reduce carbon emissions.	<ul style="list-style-type: none"> Reduce carbon emissions from the collection, disposal and reprocessing of waste by 15% by 2023. 	<ul style="list-style-type: none"> Carbon emissions from collection vehicles. Carbon emissions from disposal and reprocessing of waste.
Objective 7: Operate a safe and efficient waste service.	<ul style="list-style-type: none"> Minimise accidents and incidents. 	<ul style="list-style-type: none"> Number of accidents and incidents per 1,000 households serviced. Number of accidents and incidents per 1,000 tonnes of waste handled.
	<ul style="list-style-type: none"> As per Objective 2 for efficiency. 	<ul style="list-style-type: none"> As per Objective 2.