

## EAST AYRSHIRE COUNCIL

CABINET – 19 MAY 2010

### ZERO WASTE FUND: PROPOSED FOOD & PLASTICS COLLECTION TRIAL

#### Report by Depute Chief Executive/Executive Director of Neighbourhood Services

#### 1. PURPOSE

- 1.1 The purpose of this report is to submit detailed proposals to Cabinet for the introduction of a pilot scheme for the collection of organic kitchen waste and mixed plastics as agreed, in principle, at the Cabinet meeting held on 18 November 2009.

#### 2. BACKGROUND

- 2.1 East Ayrshire Council has to date achieved and exceeded all European and national legislative waste obligations. However, indications suggest that within the current infrastructure the maximum recycling rate achievable is 42-44%, which would mean that we would be unable to achieve the 45% recycling target by 2011 which we have set within the Single Outcome Agreement.
- 2.2 To ascertain the composition of domestic residual waste and to identify further recycling opportunities the Cleansing Service conducted a waste analysis in summer 2009. The study indicated that, by weight, 25.76% and 20.46% of waste collected comprised of food waste and mixed plastics respectively. In August 2009 Waste Resources Action Programme (WRAP) published *The Food we waste in Scotland* report. The report identified that each year Scots throw out 570,000 tonnes of waste and drink, more than two-thirds of which could have been consumed.
- 2.3 Over the past year, Government funded collection trials across Scotland indicate that yields from food only collections range from 1.3 - 2.6kg per household per week. Data for combined food and garden waste is limited at present as only one Council collects materials in this way.
- 2.4 A report setting out proposals to extend recycling activities in East Ayrshire, utilising the Zero Waste Fund, was considered and agreed by Cabinet on 18 November 2009. The then Executive Director of Neighbourhood Services was requested to report back to Members with proposals for the introduction of a pilot scheme for the collection of organic kitchen waste and mixed plastics.

### 3. PROPOSAL

- 3.1 Through utilising the Council's allocation of the Government's Zero Waste Fund, it is proposed to introduce a food and plastics collection pilot – initially covering approximately 9000 households. Using a compartmented vehicle, designed for this purpose, food waste would be collected for processing either by in-vessel composting (IVC) or anaerobic digestion (AD) technology. Contractors with IVC or AD technology would be invited to bid for the processing of food waste collected, in accordance with the Council's agreed procurement arrangements. Plastics and food cartons would be delivered to the Council's Material Recovery Facility (MRF) and processed accordingly.
- 3.2 The areas proposed for the trial are clearly defined to ensure that use of resources is controlled and measurable, and for logistical purposes are located within close proximity to the Council's main Cleansing Services depot and MRF located at Western Road, Kilmarnock. The selected areas comprise of a mixture of property types and Council tax bands. This will enable the Council to determine capture and participation rates associated with varying property types and wider area demographics. It is proposed that the pilot covers the following locations:

<u>Area</u>	<u>Number of Households</u>	<u>Phase</u>
Lugton	39	Phase 1
Dunlop	478	Phase 1
Kilmaurs	1349	Phase 1
Fenwick	447	Phase 1
Stewarton	3257	Phase 1
Southcraigs	1062	Phase 2
North West Kilmarnock	437	Phase 2
The Grange	337	Phase 2
Bonnyton	409	Phase 2
Crosshouse	1077	Phase 2
Gatehead	132	Phase 2
Knockentiber	277	Phase 2

- 3.3 The intention is for collected food waste to be treated where possible within East Ayrshire. Further, Cleansing Services are currently investigating the feasibility of utilising a bio fuel collection vehicle, which according to current partners offers the potential to reduce carbon emissions by up to 80%, all of which is in keeping with the aims of the Council's Sustainable Development Strategy.
- 3.4 Every household would be issued with: an internal caddy for kitchen waste with a year's supply of biodegradable liners; an external 55 litre food caddy; and, a 55 litre box (with a net) for plastics and food cartons. Mindful of public reaction to the introduction of the 3 bin system, it is proposed that collection days for food and plastics waste would not be the same as the existing kerbside collections thereby resulting in the number of containers at kerbside

on any given day being held at a maximum of 2. Procurement of containers would be facilitated through the Scotland Excel framework arrangements.

- 3.5 As was the case with the roll out of the Council's kerbside recycling service during 2004-2006, the food and plastics collection service would be implemented on a phased basis. If agreed, it is anticipated that phase 1 roll-out would commence in autumn 2010, followed by phase 2 approximately 4-6 months later.
- 3.6 Prior to roll-out, every household within the pilot area would receive information relating to the pilot scheme. This would include information on the types of container to be used and their frequency of uplift. Officers from the Cleansing Service would also make themselves available to householders at public information sessions provided at the relevant local community facilities. Local Members would be briefed fully on all aspects of the scheme prior to commencement.
- 3.7 Detailed information booklets on the scheme would be distributed at the same time as the recycling containers. In addition, Community Waste Officers would be available to meet with Members of the public to help resolve any specific queries or issues. Other enquiries would be handled via the Council's designated Recycling Helpline.
- 3.8 It is proposed that the collection pilot scheme would also cover approximately 9000 properties as detailed at para 3.2 above. From similar schemes across Scotland, such coverage should divert 613 – 1200 tonnes of food waste per annum. Studies conducted by Waste and Resources Action Programme (WRAP) indicate that in Scotland the average household disposes of £430 of food waste each year, with two-thirds of this not exceeding its expiry date. It is estimated that the collection and disposal costs of food waste currently costs Scottish Councils £85M each year.
- 3.9 In East Ayrshire during 2009/10, 200 tonnes of mixed plastics were collected via the Recycling Centre and Point network. From WRAP and the Council's own waste analysis, plastic waste accounts for approximately 20% of the average household waste currently being disposed of in residual waste bins. In East Ayrshire during the period April 2009 – March 2010 approximately 41,000 tonnes of waste was disposed of via landfill, indicating the significant scope for plastic diversion.

#### **4. POLICY IMPLICATIONS**

- 4.1 In terms of Community Planning in East Ayrshire, optimising waste diversion from landfill is consistent with Aim 8 of the Delivering Regeneration Action Plan "to mitigate against and adapt to the negative effects of climate change". The introduction of the proposed scheme is also consistent with the recommendations made within the Review of the Waste Recycling Policy/Technical Evaluation of the Kerbside Recycling Scheme as published by the Governance & Scrutiny Committee in May 2008.

## **5. LEGAL IMPLICATIONS**

- 5.1 East Ayrshire Council is obliged to comply with the European Landfill Directive EC/1999/31/EC and national recycling/composting targets of 50% by 2013, 60% by 2020 and 70% by 2025. Further, the proposals set out in Section 3 of the report as they relate to procurement will be progressed in accordance with the Council's Standing Orders relating to contracts and in accordance with agreed procurement strategy.

## **6. FINANCIAL IMPLICATIONS**

- 6.1 Failure to meet landfill diversion obligations may result in the Council facing significant financial penalties from the European Union. Moreover, the Council would be required to meet the increasing cost of landfill gate fee and taxation. The Chancellor of the Exchequer recently confirmed that the Landfill tax accelerator will remain at least until 2013/14.

- 6.2 The Council's allocation of Zero Waste Fund monies amounts to £318,063 earmarked balance in 2009/10 and £0.547M in 2010/11. The associated costs for the pilot scheme on a full year basis are estimated at £352,832, comprising:-

- £166,300 - provision of containers & one year's supply of food waste liners
- £65,000 - Food waste processing costs
- £46,972 - Staff Costs (driver plus one collector)
- £27,000 - 1 x Collection Vehicle (lease)
- £20,000 - Fuel
- £17,560 - Routine & non routine maintenance, tyres, licence
- £10,000 - Publicity & Promotion

- 6.3 The Cleansing Service has taken a number of steps to address issues of resident dissatisfaction identified in the Scottish Household Survey in 2007 including the deployment of Community Waste Officers who work directly with the public to resolve issues. The Cleansing Service is also reviewing existing waste collection routes to identify opportunities for improving the efficient use of the Council's resources and the outcomes of that review, together with detailed proposals for the use of remaining Zero Waste Fund monies, will be submitted to Cabinet in due course.

## **7. CONCLUSION**

- 7.1 Significant improvement has been achieved by East Ayrshire Council since the production of the Review of the Waste Recycling Policy/Technical Evaluation of the Kerbside Recycling Scheme as published by the Governance & Scrutiny Committee in May 2008.
- 7.2 High levels of public support for the Council's approach to household recycling have helped establish the Council's position as a leading recycling authority. However, it is clear from discussions with residents and tenants at

the Annual Tenants Conference that there is support for additional measures to cut waste being sent to landfill and to increase recycling of more domestic waste. The introduction of the pilot scheme for food and plastics collection will provide the mechanism to achieve increased landfill diversion rates and will realise public aspiration to recycle plastics from the kerbside. In addition the collection of food waste will assist the Council towards an increased diversion of biodegradable municipal solid waste from landfill.

## **8. RECOMMENDATIONS**

### **8.1 Cabinet is invited to:**

- i) approve the proposals for the introduction of a pilot scheme for the collection of organic kitchen waste and mixed plastics as set out in Section 3.
- ii) note that further reports will be submitted to Cabinet in due course with proposals for additional Zero Waste Funded projects and, on progress achieved in the first six months of the pilot scheme.
- iii) otherwise note the content of this report

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**Depute Chief Executive/Executive Director of Neighbourhood Services**

EM/MR/DG/JB

13 May 2010

### **LIST OF BACKGROUND PAPERS**

“Sustainable Development Strategy” Cabinet 18 November 2009

WRAP Scotland report “The food we waste in Scotland” - published August 2009

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