ABERDEEN CITY COUNCIL

COMMITTEE	Enterprise, Planning & Infrastructure
DATE	19 March 2013
DIRECTOR	Gordon McIntosh
TITLE OF REPORT	Internal Waste Minimisation Policy
REPORT NUMBER	EPI/13/010

1. PURPOSE OF REPORT

The purpose of this report is to present an Internal Waste Minimisation Policy (IWMP), which recommends the Council moves to a more sustainable way of managing waste from Council premises and service operations and outlines the requirements of the Waste (Scotland) Regulations 2012.

2. RECOMMENDATION(S)

It is recommended that the Committee:

a) notes the contents of the proposed Internal Waste Minimisation Policy, and refers this to the Corporate Policy & Performance Committee for approval.

b) Instructs officers to establish a plan of waste minimisation actions in 2013 and report back to committee with an annual review of corporate waste measures.

c) Approves the actions and timeline for meeting the requirements of the Waste (Scotland) Regulations 2012.

d) Instructs officers to refer the Internal Waste Minimisation Policy to the Zero Waste Management Sub Committee for information.

3. FINANCIAL IMPLICATIONS

The IWMP aims to minimise waste arising and waste to landfill. A sustainable approach to managing council waste will look to prevent and reduce waste arising as measures before recycling. This will have economic benefits, with a reduction in wasted materials and waste collection costs.

The introduction of the Waste (Scotland) Regulations 2012 will require an increase in recycling for key waste stream (paper, card, glass, metal and plastic) produced in corporate premises by 1 January 2014. In 2011/12, 6750 tonnes of waste from corporate buildings, including; offices, libraries, schools, community centres was sent to landfill at a

cost of around £523,987. Taking into account disposal costs for the remaining waste streams from these premises, such as clinical waste, the total waste cost for corporate buildings within Aberdeen City Council is in the region of £582,968.

Increasing landfill costs mean that waste disposal is not a cost effective means of waste management. Landfill tax on the disposal of waste is currently £64 per tonne (2012/13), rising to £80 a tonne by 1 April 2014.

Dry recyclates are currently mixed with operational waste, from service operations including; street cleansing, fleet, building services and road and street lighting with any segregation carried out by the contractor alongside other waste streams. Services are charged per uplift from depots with a further disposal charge which is to cover recycling or tipping charges, gate fees and landfill tax. Skip collections cost the Council £532,000.

An initial financial impact from the Waste (Scotland) Regulations 2012 may be seen in the one off cost of additional internal and external waste containers and added recycling collections. It is anticipated these costs will be met from existing budgets. The IWMP encourages a reduction in residual bin, numbers, size and/ or frequency of collection alongside introduction of any new recycling facilities to make cost savings on the volume of waste to landfill.

As a comparison, the cost of Aberdeen City Council's Collections Service Section trade waste charges from 1 October 2012 include a cost of £19.43 per bin for an uplift of residual waste in a 1280 litre bin, the cost for paper recycling in the same sized container is £4.48. Proposed trade waste charges for 2013/14 aim to encourage recycling, with a reduced rate for businesses already receiving recycling collections.

Key service contacts are liaising with the waste operative to determine the best options for meeting the regulations; the likely costs of additional recycling services required by the regulations and what savings can be made from a reduction in residual bin collections.

A report on anticipated costs in implementing the expanded recycling service will be presented to committee when this is determined.

4. OTHER IMPLICATIONS

The policy notes the key drivers for waste management including the requirements and the timeline for compliance with the Waste (Scotland) Regulations 2012. Existing legislative requirements for waste fully set out in Section 9 of the IWMP, are listed below:

- Environmental Protection (Duty of Care) Regulations 1991
- End of Life Vehicles Regulations 2003
- Controlled Waste Regulations 1992
- Waste Electrical and Electronic Equipment (WEEE) Regulations 2006

- Climate Change (Scotland) Act 2009
- Animal By- Products (Enforcement) (Scotland) Regulations 2011
- Waste Information (Scotland) Regulations 2010
- Producer Responsibility Obligations (Packaging Waste) Regulations 2007
- Waste Batteries (Scotland) Regulations 2009
- Waste Management Licensing (Scotland) Regulations 2011

Under the Duty of Care[1] requirements, the Council is required to take all reasonable measures to ensure that waste produced from our operations is stored, transported, treated, reprocessed and disposed of safely without harming the environment. Waste should only be transferred to a person or business authorised to deal with that particular type of waste.

Services have identified internal waste as an area where they would like to build on existing good practice, improve performance and generate savings. Lack of time and resources to dedicate to operational waste management, as well as issues with space and storage for segregating waste were cited as barriers to change.

1 – Duty of Care is a code of practice set out in Section 34 of the Environmental Protection Act 1990 (as amended) which applies to everyone who produces, keeps, imports or manages waste.

5.0 BACKGROUND

The IWMP aims to move to more sustainable ways of managing council waste, reducing the volume of corporate waste going to landfill, to:

- see a reduction in resultant emissions, including methane and CO_2, from the treatment and disposal of waste; and
- minimise the risk of environmental pollution and harm to human health from waste management.

The IWMP sets out to make best use of council resources, ensure efficiency of waste management operations; and outlines legislative obligations in regards to waste management.

5.1 Benefits of waste minimisation

The Council has a responsibility to manage its waste and make effective use of resources from council buildings, operations and services. A reported 3.5% of municipal solid waste managed by Scottish Local Authorities is generated by the councils themselves, through their own activities, from schools, buildings, services and offices. *(source: Remade Scotland)*.

There are strong economic, environmental and social benefits to waste minimisation:

Economic - Reduced costs for: products and services; transportation costs for delivery; product/ material storage costs; waste handling and storage costs; and waste disposal costs.

Environmental – Reduced: depletion of raw materials and natural resources; environmental impact from waste, especially hazardous waste; pollution and carbon emissions from manufacturing processes and transportation of products and materials.

Social – Improved understanding of: waste as a resource; and safe practices and procedures for waste minimisation and waste management.

5.2 Current Situation

5.2.1 A list of the wide range of internal waste streams currently managed by the council is set out in the IWMP, in Appendix 1.

5.2.2 Waste management systems for Council buildings, operations and services have evolved at different rates. This is a result of operational limitations; current waste management infrastructure; operational capacity; funding issues; and lack of resources. As a result many buildings now receive different levels of provision.

5.2.3 Responsibility for operational waste management in smaller offices and other corporate buildings such as libraries, residential premises and schools (excluding catering) is with services. Waste from main corporate offices and school catering is managed by Facilities Management.

In the majority of these corporate premises council waste and dry recyclables are collected by the Council's own Waste Management Service with collections based on container size, number and frequency of pick up and paid for accordingly. Without monitoring there is no way of knowing the level of use and whether this arrangement is most appropriate for waste needs – this is especially true in older buildings where the waste arrangements have been long standing. Additional collections for waste streams such as confidential waste, clinical waste and waste electronic and electrical items are provided by external contractors under existing contracts.

In corporate office buildings, Marischal College and Balgownie One, where recycling facilities are in operation for paper and card, glass, plastic and cans, a "recycling island system" is in operation. This involves locating banks of recycling bins for segregating waste at suitable locations in buildings and the removal of desk waste bins to encourage recyclates to be placed in appropriate containers and not in the general waste stream.

Good practice is demonstrated with the reuse and redistribution of corporate furniture in council buildings. Through the "Disposal of Furniture, Fittings and Equipment Protocol", £13,914 was made from the sale of surplus furniture in 2011, following the closure of St Nicholas House.

5.2.4 Operational waste streams from roads, fleet, street cleansing, street lighting and building construction are managed by the relevant service areas. These areas may have responsibility for waste streams, governed by legislation, such as the End of Life Vehicle Regulations and the Special Waste Amendment (Scotland) Regulations 2004 that require specific segregation and treatment. Across operational areas, where space and activity permit, waste is segregated for separate collection. Otherwise waste in skips in mixed, with any potential segregation carried out by the waste operative under contractual arrangement, under these arrangements paper, plastics, wood, cardboard, rubble, soils and metals are removed from the general waste streams.

5.2.5 There is no overarching post for operational internal waste management and an option for the future could be to examine the benefits and costs associated with a dedicated resource to oversee and manage internal waste operations.

5.2.6 Examples of Council sustainable waste management practice in 2011/12 including waste reduction, reuse and recycling, are indicated in Table1 below:

Table 1

Reduce	• A reed bed system provides an effective solution to reduce the volume of waste from cleaning roadside gullies. The reed bed treats waste from gully tankers filtering out water from this waste to reduce volume and weight. The water can then be reused and the resultant, much reduced, residue waste solids are then sent for disposal. • The Sustainable Building Standards for Council Buildings ensure contractors on new council buildings produce site waste management plans.
Reuse	• 4,301 tonnes of road planings, from excavations during city council road resurfacing operations, were segregated for reuse. • Granite kerbstones from road operations were reused and granite setts were put into storage, for reuse where possible. • Sustainable planting was demonstrated through the reuse of plants, replanting between sites rather than sending to landfill. • Making best use of resources, surplus furniture, fittings and equipment were redistributed and reused internally, within council properties and operations, to reduce the unnecessary purchase of new furniture. During the relocation of Council premises from St Nicholas House to Marischal College in 2011, a

	"Disposal of Furniture, Fittings and Equipment Protocol" was produced to ensure items were disposed of in the most cost effective and sustainable way. This looked to reuse items internally; then make sales of any surplus items; before the remainder was offered to charities.
Recycling	• 500 tonnes of vegetation and plant matter from council operations was recycled. Shrub prunings, hedge trimmings and other green waste gathered from parks, open spaces and amenity areas during maintenance was shredded and made into mulch, to improve the soil's moisture retention and reduce weed growth. • 275 damaged traffic bollards were recycled. • 500 tonnes of waste wood from council woodland management and street trees in Aberdeen was reused for firewood timber and furniture with residual wood waste chipped for paths and similar. • Library book and media sales take place annually allowing income generation from the recycling of older stock.

5.2.6 Under the Waste Electronic and Electrical (WEEE) Regulations 2006, care needs to be taken when disposing of waste electronic and electrical equipment. This waste should be separately collected and recycled. In 2011/12 sustainable waste management included:

Reuse	• Corporate Governance ensure the reuse of surplus ICT equipment, where possible, and the removal of parts such as memory chips in older equipment.
Recycling	• The remainder of surplus ICT equipment was sold for secure recycling, with 30.43 tonnes of waste PC/ media equipment recycled in this period. • 11,500 lamps and 650 lanterns from end of life street lighting were segregated and sent for recycling to ensure compliance with the WEEE Regulations.

5.3 Meeting the Waste (Scotland) Regulations 2012

5.3.1 The Waste (Scotland) Regulations 2012 set a requirement for recycling of key materials. The Council IWMP proposes that waste is prevented, reduced or reused ahead of recycling, as a more sustainable approach to managing and reducing waste. Where this is not possible waste should be recycled and under the regulations an expansion of current recycling provision will be required.

To meet the requirements of the Waste (Scotland) Regulations 2012 the Council will need to extend the segregation of key waste streams (paper and card, glass, plastics, metal) for recycling across all council buildings and service operations, by 1 January 2014.

Food waste is not currently collected from council premises. Under the regulations schools producing over 50kg of food waste a week from catering will require a food waste collection service by 1 January 2014. Based on average figures for food waste in Scottish schools, 92% of city schools are producing food waste of 50 kg a week or more. Food waste collections will also need to be in place, by this date, at office premises with canteen facilities, such as the Town House and Kittybrewster. Smaller food producing premises (5kg – 50 kg) will have until 1 January 2016 to meet these regulations.

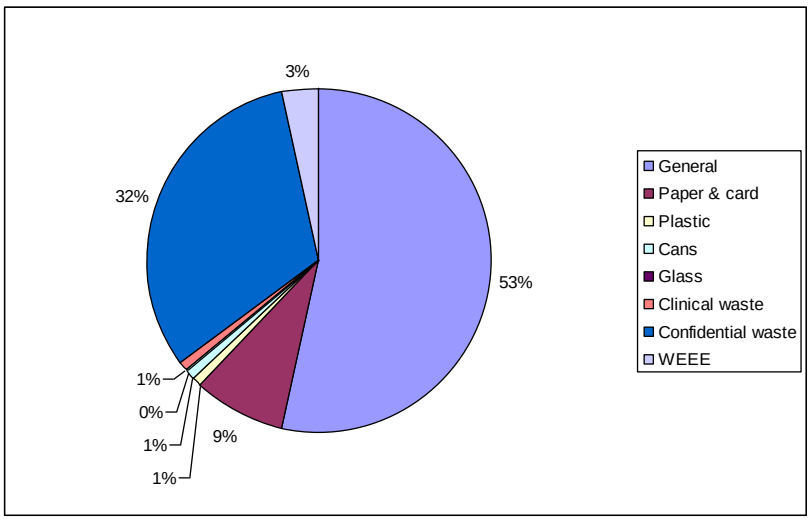
Food waste disposal units (macerators) are in place in a number of city schools and Social Care and Wellbeing premises and under the regulations there will be a ban on use of this equipment from 1 January 2016. A programme of removal of operational macerators is being developed for schools.

5.3.2 Offices

Main office buildings including Marischal College and Balgownie One have recycling in place for paper and card, plastic bottles, cans and glass as well as their general waste collections. However, these facilities are not currently in place for the remainder of council offices, where there may be collections for paper and card only and or no recycling at present. Around 53% of council waste from offices is currently sent to landfill.

Paper and card is considered to be the largest waste stream for council offices, Remade Scotland put this figure at 75% of waste arising from Scottish council offices. Currently around 41% of council waste paper and card from Aberdeen City Council offices is currently recycled through paper, card and confidential waste collections.

Figure 1: *Break down of corporate waste from offices 11/12*



5.3.3 Schools

Waste from schools forms the highest percentage of the council internal waste from premises. In 2011/12, around 4879 tonnes of school waste was sent to landfill at a cost of over £323,000, this is around 90% of school waste.

Paper and card is the main waste stream in city schools with food waste the second main waste stream. Paper recycling exists in most city schools with around 399 tonnes of paper and card currently recycled, this is around 8% of total waste arising.

Food waste recycling is not currently in place in schools, although a pilot with several city schools in 2011 showed this could be successfully introduced with no operational issues encountered.

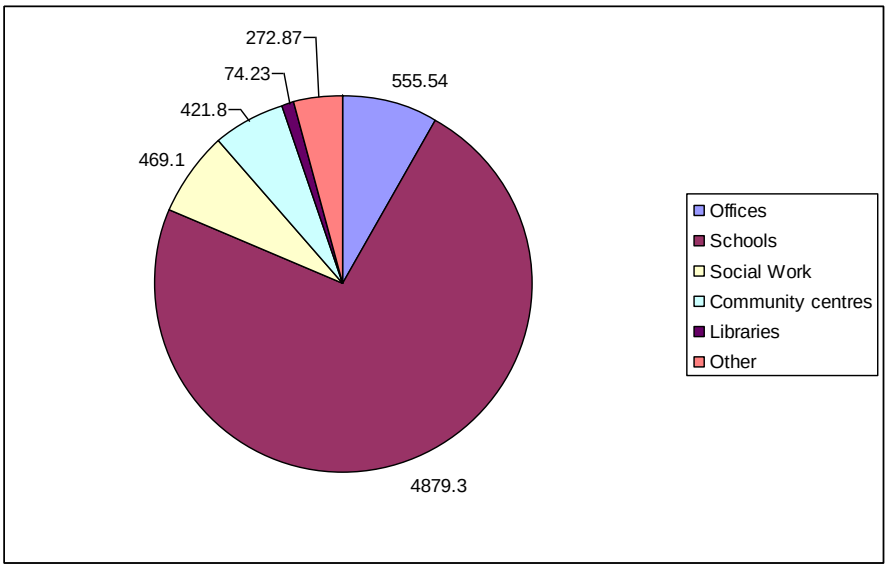
There is limited recycling of other school waste streams, with collections for cans and plastic bottles (around 57 tonnes and 9 tonnes respectively) taking place in only a few city schools and no glass collections in place.

In schools, there are strong educational benefits to waste minimisation. 93% of local authority schools in Aberdeen are registered for the Eco-schools programme. This European wide initiative for schools is designed to include environmental issues in the curriculum and includes an effective mechanism to reduce and recycle school waste arisings and make pupils aware of the benefits of this approach.

5.3.4 Other

Waste from other council buildings including; libraries, community centres, cultural buildings and Social Care and Wellbeing premises, is mostly send to landfill, with annual tonnage from these premises indicated in the chart below. Limited recycling, mostly paper and card, is available in some of these premises in others there is no recycling facilities at present. In the region of 147 tonnes of waste was recycled from these premises in 2011/12, around 11% of waste arising.

Figure 2: *Break down of corporate waste to landfill from premises 11/12*



5.3.5 Service Operations

Under the regulations key dry recyclates should not be mixed with other waste that cannot be recycled. Packaging is a major source of cardboard waste in service operations and plastic bottles from consumables in fleet operations, these items are currently placed with mixed waste in skips under present systems.

5.3.6 Implementing additional recycling facilities

The introduction of new recycling provision would need to:

- ensure the service meets the requirements for each building
- offer value for money
- make best use of resources; and
- effectively demonstrate a reduction in waste to landfill

Relevant Service Managers and staff from the Collection Service Section have met to discuss the corporate implications of the Waste (Scotland) Regulations 2012 and the best way to meet them. It is recommended that Directorates nominate a Service Manager to act as point of contact and support the roll out of extended recycling collections across relevant service areas to meet this legislation.
An indicative timeline to meeting the requirements of the regulations is set out below:

No	Item	Action	Responsibility	Date
1	Examine options for expanding recycling and a reduction in residual waste.	• A Service Manager from each Directorate nominated as point of contact.	Directorates	Feb/ March 2013
		• Collection Services Section to present extended trade waste delivery options and costs.	Collection Services Section	May 2013

2	Assessment of current provision for key waste streams *(as defined by the regulations)* in each service area.	• Check information on premises and existing collections.	Services	March/ April 2013
		• Determine any existing budget allocations for waste at each site.		
		• Determine the quantity and type of waste to be recycled and the remainder requiring disposal.		
		• Ensure programme for compliance with the ban on macerators is in place.		
3	Determine site requirements for meeting the regulations	To consider: • Requirements for recycling bin size, numbers and frequency of collections and corresponding requirements for a reduction in residual collections (bin size, numbers and/or frequency).	Services/ Collection Services Section	April/ May 2013
		• Locations for containers internally & externally.		June 2013
		• Available vehicle access at sites.		June 2013
		• Liaise with Collection Services Section on suitable new collection arrangements.		April - June 2013
4	Assess costs for implementing additional recycling and savings from a reduction in residual waste	• Identify cost of or hire of internal and external bins, depending on contractual arrangements.	Services	April 2013
		• Identify any additional costs, such as installation of external bins.		
		• Identify savings from the reduction of residual waste collections.		

		• Procure any required internal/ external bins	Services	July - Nov 2013
5	Staff awareness of the aware of the changes and timeframe for implementation.	• Ensure those with responsibility for waste and for handling waste at each site are aware of the changes and timeframe for implementation.	Services/ Corporate Comms	Ongoing from April 2013
		• Ensure staff all staff are aware of the requirements of the Waste Minimisation Policy and their obligations to segregate their waste in the correct containers.	Services/ Environmental Policy/ Corporate Comms	Ongoing from April 2013
		• Ensure those with responsibility for waste and for handling waste at each site are aware of any new collection days and requirements.	Services	Nov/ Dec 2013
		• Launch and promote the new recycling collections.	Services/ Environmental Policy/ Corporate Comms	Dec 2013 Feb 2014
6	Monitoring and review	• Monitoring of the new collection service to ensure bin size requirements, numbers and frequency of collections are appropriate to needs and adjustments made as required.	Services/ Collection Services Section	Jan - March 2014

6. IMPACT

The Internal Waste Minimisation Policy supports the strategic priority of the 5 year Business Plan to “manage our waste better and increase recycling”

Aberdeen – the Smarter City, the administration's partnership statement includes priorities:

- We will manage waste effectively and in line with UK and European legislative requirements by maximising recycling and reducing waste to landfill, thereby reducing our costs and carbon footprint.
- We will design and construct all new infrastructure to be energy efficient by maximising the use of low carbon technology and materials. We will use recycled materials where appropriate.

The policy has undergone Strategic Environmental Assessment (SEA) prescreening and an Equality and Human Rights Impact Assessment (EHRIA) has been carried out.

7. BACKGROUND PAPERS

Aberdeen City Council Waste Strategy 2010 – 2025
Sustainable Printing Policy (2006)
Sustainable Building Standards for Council Buildings (2008)
Carbon Management Plan 2010 – 2015
Environmental Management Policy Statement 2009
Corporate Procurement Strategy 2012 - 2015

8. REPORT AUTHOR DETAILS

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