**Item 2**

**30th January 2024**

**Glasgow City Council**

**Environment and Liveable Neighbourhood City Policy Committee**

**Report by Executive Director of Neighbourhoods, Regeneration and Sustainability**

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# RESOURCE AND RECYCLING STRATEGY 2020-30 - UPDATE

**Purpose of Report:**

To update Committee on the progress made to deliver the action plan set out in the Resource and Recycling Strategy 2020-30 and provide an overview of emerging policy changes within the resource industry.

**Recommendations:**

It is recommended that Committee notes:

(a) The progress made in delivering the actions committed within the Resource and Recycling Strategy 2020-30 and detailed in Appendix A – Action Plan.

(b) The strategic priorities for 2024, which are key to delivering the ambitions of the Resource and Recycling Strategy 2020-30.

Ward No(s): Citywide: ✓

Local member(s) advised: Yes ☐ No ☐ consulted: Yes ☐ No ☐

***PLEASE NOTE THE FOLLOWING**:*

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## 1. Introduction

1.1 The purpose of this report is to update Committee on the progress made to deliver the action plan set out within the Resource and Recycling Strategy 2020-30 and provide an overview of emerging policy changes within the resource and recycling industry.

## 2. Background

2.1 The Resource and Recycling Strategy (RRS) 2020-30 was presented to the Environment, Sustainability and Carbon Reduction City Policy Committee on 2nd February 2021 and subsequently approved by the City Administration Committee (CAC) on 3rd June 2021.

2.2 The RRS responds to the Climate Emergency and seeks to reduce the carbon impact of waste on the environment. This will be achieved by improving the quality and quantity of materials captured for reuse and recycling.

2.3 The RRS complements other carbon reduction strategies, such as the Circular Economy Route Map for Glasgow 2020-30 and Climate Emergency Plan.

## 3. National Policy Landscape

3.1 The resource and recycling industry continues to undergo significant policy change. An update on the main policies is noted below.

3.2 In 2023 the Scottish Government consulted on the Circular Economy (CE) Bill, which heavily featured waste and recycling proposals. Amongst other powers, the CE Bill will give minsters powers to set local recycling targets, and targets for the delivery of a circular economy to measure progress in reducing waste. In addition, the Code of Practice which supports the Charter for Household Recycling will be updated to improve consistency of services and increase the quality and quantity of recycling collected.

3.3 The Scottish Government consulted on the Route Map to 2025 and beyond in 2022 and a subsequent consultation was published on 18 March 2024. Again, waste and recycling features prominently, including targets for reuse and recycling from 2025.

3.4 The Deposit Return Scheme (DRS) for single-use drinks containers, scheduled to go live on 16 August 2023, was delayed and is now due to be introduced, at the earliest, by October 2025. This impacted the proposed withdrawal of the council's kerbside glass collection service, a decision made whilst agreeing the 2023-24 budget at full Council on 16 February 2023.

3.5 Like many business sectors, the resource and recycling industry has had a challenging year. Volatile commodity markets and difficulties have been encountered with waste re-processor contracts as they seek to increase costs due to the financial climate while ensuring only high-quality recyclables are received.

3.6 In October 2023, the Scottish Environment Protection Agency (SEPA) published guidance on the management of Persistent Organic Pollutants (POPS). POPS is a group of hazardous chemicals which have recently been found in articles of upholstered domestic seating in quantities which exceed legal limits. POPS have a harmful impact on the environment and human health. This means that when affected items known as Waste Upholstered Domestic Seating (WUDS) become waste, they are subject to strict controls. This will impact the bulk waste collection service, clearance of these items from fly-tipping locations and the storage, transportation and treatment of these materials.

3.7 Extended Producer Responsibility (EPR) for packaging waste was due to be implemented in 2024 and will now not launch until October 2025. This policy will change the funding model for local authorities as the cost of managing this material stream passes from local authorities and the public purse to businesses. Implementation of a twin stream recycling service, noted in Section 5, will contribute towards the council implementing an 'efficient and effective' collection service, a key requirement of the new proposals.

3.8 Other pending policy changes which will impact how waste is managed, includes, but is not limited to:

- Ban on biodegradable material to landfill (end of 2025)
- Digital waste tracking (2024)
- Collection of textiles (2025)

## 4. Resource and Recycling Strategy Update for 2023

### 4.1 Flats – Options Appraisal

4.1.2 In 2023, in conjunction with Zero Waste Scotland and external consultants an Options Appraisal (OA) on the collection services for flats was completed. An OA had already been completed for kerbside properties in 2022. The OA for flats aimed to understand the impact of the DRS on Glasgow's waste collection services and assess options to improve performance in the context of the Household Recycling Charter and the supporting Code of Practice and other policy drivers. As a result of the delay to the DRS, additional modelling is being undertaken and an updated report, from the consultants, is expected early in 2024.

### 4.2 Bin Hub Infrastructure

4.2.1 Within Pollokshields (Jul – Aug), Haghill (Oct), and Berkely Street in Finnieston (Dec), new waste and recycling collection infrastructure was introduced for flats. A total of 98 bin hubs have been installed, serving c.2,400 properties.

4.2.2 The bin hubs have been fitted on the roads, which replaced stand-alone bins sited on pavements and bins located within tenement backcourts. A twin stream recycling service was implemented, expanding the range of materials collected,

and food waste bins were re-introduced. In addition, collection frequencies for all material streams have increased and residents are able to access replacement food waste liners and caddies at local collection points. Installation of this new infrastructure was accompanied by a communication campaign, including face-to-face events with residents in the local area.

4.2.3 The new hubs are providing a more effective and efficient collection service and the quality of the material collected within the fibre and container bins is better than the current dry mixed recycling service within the blue bins. Participation within the food waste collection service remains challenging, and additional communications and a survey of residents will be undertaken in 2024.

4.2.4 The successful preparation and installation of the bin hubs has involved the collaboration of several teams across NRS, including project, recycling, cleansing, roads, blacksmiths, communications/marketing, and environmental health teams.

### 4.3. Garden Waste Permits

4.3.1 In October, the permit system for the collection of garden waste approved at full Council in February 2023 went live. Approximately 21,000 permits were purchased in 2023, generating over £1m in revenue, and a second tranche of applications is expected at the start of the growing season in early Spring. There are c.120,000 kerbside properties within Glasgow and based on the experience of local authorities who already implement a charge, a 30-35% uptake is estimated within Glasgow.

### 4.4. Staff Training

4.4.1 A training programme for waste collection and disposal staff started in December 2023 and has received positive feedback from attendee's. The three-day course will enable employees within Grades 1-4 to achieve a Scottish Vocational Qualification (SVQ) on the Principles of Sustainable Resource Management and will provide an opportunity for attendees to build a foundation for future learning within the council and the resource industry. Approximately 50 staff will benefit from the initial training provision and as the course was oversubscribed, additional funding will be provided to extend the training into future years to allow more employees to participate. Complementing the SVQ programme, additional training, covering the introduction of twin stream recycling, will be undertaken in 2024.

### 4.5. Depot Investment

4.5.1 Several key initiatives have been successfully delivered across multiple waste transfer facilities. Whilst investment is focussed on essential repair and maintenance activities, opportunities to improve the overall layout and operation of transfer facilities have also been achieved; a key action of the Resource and Recycling Strategy.

4.5.2 Examples of investment includes the construction of new bays for the storage of recyclable material at several properties, including at Blochairn for material collected via the bin hub project, the provision of signage, skips and compactors at the household waste recycling centres, and the removal of a redundant weighbridge at Polmadie to improve traffic management.

4.5.3 Significant work is on-going at the Shieldhall depot to replace a retaining wall, the floor and electrical remedial works.

## 4.6. Glasgow Recycling and Renewable Energy Centre (GRREC)

4.6.1 The GRREC continues to provide a valuable role as part of the RRS, extracting recyclable material and recovering energy from waste which would historically have been landfilled.

4.6.2 A key initiative being developed at present is the role of the GRREC to support delivery of the Local Heat and Energy Efficiency Strategy (LHEES), which was approved by the City Administration Committee on 16th November 2023. Specifically, the GRREC has the capability to produce heat and support a district heating network; a key aspect of the LHEES.

4.6.3 As the GRREC continues to treat the city's residual waste, the tonnage of waste sent to landfill has significantly fallen over the last decade. The table below highlights the decreasing tonnage sent to landfill over the last 10 years. In 2023 the council sent c.15,000 tonnes direct to landfill from the transfer stations and from August to December 2023, only 17 tonnes have been sent directly. The remaining fraction is sent to landfill by contracted partners e.g. contingency measure at the GRREC.

| Year | Household Waste to Landfill (Tonnes) |
|---|---|
| 2014 | 164,811 |
| 2015 | 161,918 |
| 2016 | 156,337 |
| 2017 | 150,943 |
| 2018 | 167,502 |
| 2019 | 123,466 |
| 2020 | 78,826 |
| 2021 | 97,416 |
| 2022 | 61,219 |
| 2023 | 35,889* |

*Subject to verification and publication by SEPA

## 4.7 Communications

4.7.1 In March and April 2023, a campaign was undertaken to raise awareness on the implications of placing household hazardous items e.g. batteries, vapes, electronics, into any of the domestic bins. These items have been responsible for fires within vehicles and infrastructure across the wider waste industry.

A social media campaign was completed, briefings were sent to key stakeholders, including housing associations, and adverts were aired on Radio Clyde. This committee has previously written to the Scottish Government calling for a ban on single use vapes and this will form part of the strategy going forward.

4.7.2 Graphics were installed on the side of several refuse collection vehicle to promote the hazardous waste campaign, the blue bin recycling service, and a campaign to promote being respectful to council staff.

4.7.3 The installation of screens within depots continued in 2023. These provide opportunity to convey key messages to frontline staff, who do not normally access a desktop computer, and can be used for toolbox talks, presentations, and will be used to provide staff updates on the implementation of key service changes, including twin stream recycling.

## 5. Strategic Project Priorities 2024

5.1. Planning for the implementation of future national policy changes, as highlighted in Section 3, will be required, however, during 2024 the following key project priorities will be undertaken.

### 5.2. Introduction of Twin stream Recycling Service and Communication Campaign

5.2.1 With the announcement of the delay to the introduction of the DRS, the introduction of the garden waste permit scheme, and the scale of service implementation, the introduction of the twin stream recycling service for kerbside properties is delayed from October 2023 to March 2024. This will commence in the North West of the city and will be rolled out in phases across the city, and is scheduled to be complete by March 2025.

5.2.2 Introducing twin stream recycling will contribute to the Council aligning with the Code of Practice (CoP) which supports the Charter for Household Recycling, which the ESCR committee signed up to in February 2019. The service introduction will be accompanied by a comprehensive communication campaign to residents of kerbside properties, including the provision of an instruction booklet and collection calendar on the new service.

5.2.3 To engage residents with the food waste collection service, replacement food waste caddies and liners will also be available for collection from strategic locations within local neighbourhoods e.g. libraries, community centres.

### 5.3. Introduction of Contamination and Bin Policies

5.3.1 At the same time as the twin stream introduction, new contamination and bin policies will be introduced. These were presented to the ESCR committee in November 2022 and CAC committee in April 2023 and are intended to improve the quality of materials captured and sent for recycling to re-processing partners. A key aspect of the bin policy is the collection of one general waste

bin only per three weekly collection cycle for each kerbside property, to encourage use of the full suite of recycling bins.

### 5.4. New Material Recovery Facility and Depot Re-development

5.4.1 In support of the above initiatives, the council has committed to the construction of a new Materials Recovery Facility (MRF) as part of the wider re-development of the Easter Queenslie property.

5.4.2 The new MRF will have the capability to process up to 50k tonnes per annum of fibre and containers material collected as part of the new twin stream recycling service.

5.4.3 The council is currently progressing the procurement process and expects to appoint a supplier to design and build the new MRF in 2024.

5.4.4 In relation to the wider re-development of Easter Queenslie, work has already commenced on site, focussed initially on demolition and site clearance. Full decant of the site is planned for January 2024 which will then allow an escalation of works. Completion of the overall development at Easter Queenslie is planned for the end of 2026.

### 5.5. Extension of Bin Hub Pilot for Flats

5.5.1 Additional bin hub infrastructure has been procured and are expected to be received by the end of March 2024. Expanding the current pilots, a further 75 hubs will be installed between Pollokshields, Haghill and Finnieston. Opportunity to extend to other areas will be explored, although no decisions have been made and all impacted residents and elected members will be briefed prior to any additional installation.

### 5.6. Wider Review of Service Provision to Flats

5.6.1 A report was presented to the Environment and Liveable Neighbourhoods City Policy Committee in October 2023 highlighting the options considered for introducing a twin stream recycling service to flats across the city. Work will be undertaken in 2024 to determine the collection infrastructure installed in each area. Zero Waste Scotland will continue to support this project and it will contribute to informing a second bid to the Recycling Improvement Fund or other future funding opportunities.

### 5.7 Impact of External Policies

5.7.1 As noted in Section 3.6, compliance with new guidance on the management of POPs within WUDS will significantly impact aspects of service delivery, across both collection and disposal services. The council will require support and collaboration from a range of stakeholders including residents, housing associations, contractors and, businesses using the transfer stations to separate identified POPs material from other waste streams. This will result in

an increase in the cost to manage this waste stream via council sites and for future treatment costs, impacting council revenue budgets.

## 6. Policy and Resource Implications

**Resource Implications:**

| | |
|---|---|
| *Financial:* | There is no direct financial impacts in providing this update, although implementing actions within the strategy will require funding from internal and external sources, including submissions to the Recycling Improvement Fund |
| *Legal:* | No legal implications on the update of the strategy, but compliance with existing and new legislation will be required throughout the duration of this strategy. |
| *Personnel:* | Opportunities will arise for temporary recruitment of staff implementing different aspects of the strategy and the development of existing staff through structured training. |
| *Procurement:* | The procurement of new contracts for the management of waste and purchase of infrastructure will be required throughout the duration of the strategy and subject to separate reports to Committee |
| **Council Strategic Plan:** | Supports Grand Challenge 3, Mission 2, Commitment 8<br>Supports Grand challenge 4, Mission 1, Commitments 3, 10, and 12 |

**Equality and Socio-Economic Impacts:**

| | |
|---|---|
| *Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.* | Yes. The implementation of the RRS applies to all Glasgow residents and service users will be afforded all relevant information. |
| *What are the potential equality impacts as a result of this report?* | Separate EQIAs will be required as different aspects of the strategy are implemented. |
| *Please highlight if the policy/proposal will help* | No negative impacts anticipated. |

| | |
|---|---|
| *address socio-economic disadvantage.* | |

**Climate Impacts:**

| | |
|---|---|
| *Does the proposal support any Climate Plan actions? Please specify:* | The strategy seeks to increase the quantity and quality of materials collected for recycling and reduce the impact of climate change. |
| *What are the potential climate impacts as a result of this proposal?* | The strategy is seeking to reduce the impacts waste has on the environment. |
| *Will the proposal contribute to Glasgow's net zero carbon target?* | Yes. Reducing waste, maximising the longevity of resources, and increasing recycling will contribute towards Glasgow meeting a net zero carbon target. |
| **Privacy and Data Protection Impacts:** | No data protection impacts identified. |

**7. Recommendations**

It is recommended that Committee notes:

(a) the progress made in delivering the actions committed within the Resource and Recycling Strategy 2020-30 and detailed in Appendix A – Action Plan.

(b) the strategic priorities for 2024, which are key to delivering the ambitions of the Resource and Recycling Strategy 2020-30.