

**Glasgow City Council****Environment and Liveable Neighbourhood City Policy Committee****Report by George Gillespie, Executive Director of Neighbourhoods, Regeneration and Sustainability****Contact: David McCulloch Ext: 76751****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 2025, 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 the Climate Emergency Plan.

## 3. National Policy Landscape

- 3.1 During 2024, the resource and recycling industry has continued to undergo significant policy change and an update on some of the main policies is noted below.
- 3.2 The [Circular Economy \(CE\) Bill](#) was passed in the Holyrood parliament in June 2024, which was followed by the publication, in December 2024, of the [Circular Economy and Waste Route Map to 2030](#). Key aspects of the legislation and guidance, which will impact household recycling, include:
  - Introduction of a statutory Code of Practice (CoP) for household waste services (aligning with the current CoP is voluntary)
  - Introduce statutory recycling and reuse targets for household waste from 2030
  - Undertake a consultation on the collection of textiles from the kerbside
  - More powers for local authorities to support recycling and reduce contamination
  - Strengthen the householder's duty of care obligations in relation to household waste.
- 3.3 Local authorities have been impacted by the Scottish Environment Protection Agency (SEPA) [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. This means that when affected items known as Waste Upholstered Domestic Seating (WUDS) become waste, they are subject to strict controls. Whilst the guidance was introduced in October 2023, many local authorities have been implementing

changes in 2024, impacting the bulk waste collection service, clearance of these items from fly-tipping locations and the storage, transportation and treatment of these materials. The changes required to manage WUDS is a contributing factor to the pressures experienced on existing budgets.

- 3.4 Extended Producer Responsibility (EPR) for packaging waste will be implemented in 2025, as DEFRA and the devolved administrations progressed its development throughout 2024. This is complex legislation which will see the cost of managing packaging waste, including the collection, recycling and disposal, across all packaging material types, move from local authorities to the producers of packaging waste. A series of local and national parameters has been used to calculate the payment due to each UK local authority and in November 2024, all UK local authorities received their provisional notice of assessment on the payments they will receive via the EPR payment mechanism. The first payments are due in April 2025. Going forward, local authorities will have to submit annual data to DEFRA and implement an 'effective and efficient' collection service to ensure future EPR payments are received.
- 3.5 Other pending policy changes which will impact how waste is managed, includes, but is not limited to:
- Ban on biodegradable waste disposed to landfill - applied from 31 December 2025
  - Digital Waste Tracking – due for implementation April 2025, but likely to be delayed
  - Changes to the Material Recovery Facility Code of Practice – due to start April 2025
  - Deposit Return Scheme for single-use drinks containers – due for implementation in October 2027
  - Emissions Trading Scheme to include Energy from Waste facilities (including the GRREC) from 2028 – likely to increase cost per tonne of treating waste via this avenue.
- 3.6 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.

#### **4. Resource and Recycling Strategy Update for 2024**

- 4.1 Throughout 2024 progress has been made on some significant projects and a high-level summary on some of these are highlighted below.
- 4.2 Introduction of Twin Stream Recycling Service to Kerbside Properties
- 4.3 Starting in March 2024, the introduction of a new twin stream recycling service commenced in the Northwest of the city. This included the provision of a new dark grey bin for the collection of 'containers' and expanded the number of items

targeted for collection and recycling, including plastic pots, tubs, trays, film and cartons, in addition to, plastic bottles and food and drink cans, which were already targeted for collection. The blue bin is now used for the collection of 'fibres', namely paper, card and cardboard. The service change is funded from the Scottish Government Recycling Improvement Fund (RIF), following the completion of a kerbside options appraisal study in collaboration with Zero Waste Scotland and external consultants.

- 4.4 The service change is being introduced in geographical phases and is expected to be complete by the end of February/early March 2025, by which time approximately 122,000 properties will have received the new service.
- 4.5 To support the introduction of the new service, a communication campaign was undertaken directly to households impacted by the service change. This involved the provision of a teaser letter, followed by a communication pack, including an instructional booklet and a hard copy of the new collection calendar. Geo-targeted social media messaging has also been utilised, following service introduction, in addition to engagement at localised events as the service has been introduced in each area.
- 4.6 In addition, as the service is introduced, two new policies are being implemented, namely a contamination policy and bin policy. These will assist aligning with the Code of Practice, which supports the Charter for Household Recycling, and contribute to implementing an 'efficient and effective' service, as required by EPR noted in section 3.4. Frontline staff received training from the University of Central Lancashire (funded via the RIF) on applying the contamination policy whilst servicing recycling bins.
- 4.7 Furthermore, provision has been made to offer householders access to food waste caddies and liners (provided free) to increase participation in the food waste collection service. These are available from local libraries and options for additional collection points are being explored. Food waste comprises the largest percentage of the general waste bin and recycling this waste stream offers a good opportunity to improve household recycling performance.
- 4.8 Expansion of Twin Stream Recycling to Flatted Properties
- 4.9 During 2023, bin hub infrastructure, which provided a twin stream recycling service to c.2,400 flats, was introduced within three areas, namely, Pollokshields, Haghill and Finnieston. In 2024, this was extended to include Paisley Road West, and the number of properties was expanded within Haghill and Finnieston. Over 4,100 flats are now serviced via a network of 171 bin hubs.
- 4.10 At the budget setting meeting of 2024/25, £7.1m was awarded to fund the expansion of the bin hub project to traditional tenement flats. Two tenders were undertaken in 2024 to appoint contractors to supply bin housing units and bin infrastructure, and these contracts are expected to be awarded at the start of 2025.

4.11 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 previous dry mixed recycling service within the blue bins, although issues (graffiti, fly-tipping) still present themselves and participation within the food waste collection service remains challenging.

#### 4.12 Garden Waste Permits

4.13 The council introduced a garden waste permit scheme in October 2023 and in year one of the scheme (October 2023 – September 2024), over 41,000 permits were sold, generating over £2m income. There are c.122,000 kerbside properties in Glasgow eligible to purchase a permit, and the participation was similar to other local authorities who have introduced a charge for this waste stream. Seventeen Scottish councils apply a charge, with two more due to introduce a permit system in 2025.

4.14 All kerbside properties were written to in July 2024, outlining the renewal process for year two of the scheme. At the time of preparing this report, over 34,500 permits had been purchased between September and mid-December 2024, with a second tranche of applications expected at the start of the growing season in early Spring 2025.

#### 4.15 Staff Training

4.16 A training programme for frontline waste collection and disposal staff started in December 2023 and completed in early 2024 and received positive feedback from attendees. The three-day course enables 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, funding has been allocated to extend the training into future years to allow more employees to participate. As noted in 4.6, complementing the SVQ programme, additional training, covering the introduction of twin stream recycling, was provided throughout 2024.

#### 4.17 Depot Upgrades and Material Recovery Facility (MRF) Procurement

4.18 Throughout 2024 a lengthy procurement exercise, involving various internal stakeholders, with support provided by external consultants, was undertaken to procure the equipment for the new MRF, due for construction at the council's Queenslie depot.

4.19 Preparation has continued for the wider redevelopment of Queenslie, including the demolition of several buildings, and upgrade work was completed at the Shieldhall depot, which comprised the strengthening of walls and the laying of a new floor. 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.

4.20 Glasgow Recycling and Renewable Energy Centre (GRREC)

4.21 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.

4.22 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 and the council has not sent any waste direct to landfill since October 2023.

4.23 Collaborative Agreement with West Dunbartonshire Council

4.24 Glasgow City Council and West Dunbartonshire Council signed a collaborative agreement where both parties will co-operate to achieve Net Zero by developing and implementing initiatives and programmes across four areas, one of which is waste and recycling.

4.25 Both parties will work together to shape resource and recycling strategy through knowledge transfer and the sharing of lessons learned in respect of waste management and recycling services. Since the start of 2024, Glasgow has assisted West Dunbartonshire with the management of their residual waste and from October 2024, their residual waste has been treated via the GRREC.

4.26 Other aspects, where joint working will be considered may include, frontline staff training, sharing of communication strategies and collateral, re-use initiatives, management of street litter at the boundary between both authorities, and longer term, the processing of West Dunbartonshire recyclables via the new MRF at Queenslie.

**5. Strategic Project Priorities 2025**

5.1 Planning for the implementation of future national policy changes, as highlighted in Section 3, will be on-going, however, during 2025 the following key project priorities will be undertaken.

5.2 City-wide Twin stream Recycling Service and Communication Campaign

5.3 The roll out of the twin stream service for kerbside properties will be completed in February/March 2025 and planning is already underway to introduce a comprehensive twin stream recycling service to flats.

5.4 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. As noted in section 4.9, bin hub pilots are already operating in some areas of the city and the bin hub service will be expanded to other traditional tenement flats, where crew access and health and safety concerns, whilst servicing bins, is an issue.

Not all flats will receive bin hubs. Where access is good and no challenges are presented to collection crews, bins will remain within current bin storage areas, but the configuration of the bins will change.

- 5.5 The south west of the city will be the first area to receive an area wide roll out of the twin stream recycling service and assessments are already underway, with staff from operations and the project team, reviewing properties to determine service provision at each location.
- 5.6 The twin stream recycling project team has been liaising with several key stakeholders, including teams within the council and housing associations to ensure different projects align and do not conflict e.g. cycle hubs, bike lanes. The provision of a twin stream service to all flats city-wide, is estimated to take 2-3 years to complete and residents and elected members impacted by any service change will be briefed prior to any changes being implemented.
- 5.7 Consideration is also being given to domestic properties in the city centre. Due to the unique space and access restrictions for some properties, bespoke solutions may be required, and a review of waste and recycling services, within other UK and European cities is being undertaken by consultants, funded by Zero Waste Scotland, which will review some of the options available. The output from the consultants is expected in April 2025.
- 5.8 Introducing city wide 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. This is important as it will support the implementation of an 'effective and efficient' service, which is an essential requirement to maximise payments made by the EPR for packaging waste noted in section 3.4. Each service change will be accompanied by a comprehensive communication campaign to residents of the respective properties.
- 5.9 New Materials Recovery Facility (MRF) and Depot Re-development
- 5.10 In early 2025, we anticipate to award the contract for the supply and installation of the MRF equipment, subject to approval of the recommendation by the council's Contracts & Property Committee. This will signify a major milestone in the project and allow the appointed MRF supplier to begin the detailed MRF design process for the equipment which will be integrated into a new building to be constructed at the re-developed Queenslie depot.
- 5.11 Other significant works scheduled to be undertaken at Queenslie during 2025, include the re-configuration of the existing Household Waste Recycling Centre (HWRC), piling and foundation works, and completion of demolition related activities to fully prepare the site for construction.
- 5.12 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.

### 5.13 Impact of External Policies

5.14 As noted in Section 3, preparing, aligning and complying with new guidance and policies will be addressed by the waste and recycling team, with input from other council teams as required. The council will require support and collaboration from a range of stakeholders including residents, housing associations, contractors and, businesses using the council's transfer stations, which will enable waste and resources to be managed as effectively as possible.

### 5.15 Landfill Restoration

5.16 The council is responsible for the management of five closed landfill sites, and whilst these sites have not accepted any waste for a number of years, monitoring and aftercare at all sites is required to ensure compliance with the waste management licences and pollution prevention control permits. The Cathkin and Summerston sites require ongoing attention and consultants are currently assessing options for the management of leachate at both sites, which will be progressed in 2025.

## 6. **Policy and Resource Implications**

### **Resource Implications:**

#### *Financial:*

There are no direct financial impacts in providing this update, although implementing actions within the strategy will require funding from internal and external sources e.g. 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 the 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



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 address socio-economic disadvantage.*

No negative impacts anticipated.

### **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 2025, which are key to delivering the ambitions of the Resource and Recycling Strategy 2020-30.