Waste Strategy 2019-2023
Consultation Document

Aberdeenshire COUNCIL
Thank you for taking part in the consultation on Waste Strategy 2019-2023 for Aberdeenshire.

We are keen to hear your views on the package of proposals being put forward to ensure Aberdeenshire reaps the environmental, community and financial benefits from the waste it produces.

Please read through the whole strategy first so you have the complete picture before answering the consultation questions - see link at the end of this document. You can also check the Frequently Asked Questions.

This consultation is for Aberdeenshire residents and Aberdeenshire Council’s trade waste customers only.

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Aberdeenshire Council collects around 60,000 tonnes of recyclable waste and 80,000 tonnes of non-recyclable waste annually from 120,000 households and business customers across the region. In 2016 Aberdeenshire’s recycling rate was 43.5%, slightly below the Scottish average of 45.2%.

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 waste was recycled effectively through the existing recycling services, Aberdeenshire’s recycling rate could be well over 70%.

Here’s what goes in a typical non-recyclable waste bin in Aberdeenshire at the moment - over 50% could be recycled if sorted correctly:

- 30,000 tonnes of recyclable material landfilled at a cost of £3.5 million per year
- 10,000 tonnes is landfilled through recycling centres at a cost of £1.2 million per year

- Food Waste
- Garden Waste
- Plastic Bottles, Pots, Tubs & Trays
- Paper & Card
- Glass
- Textiles
- Metal
- Not Currently Recyclable
As well as 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 waste, and the sale of some recyclable waste even generates an income.

In line with the European Union Circular Economy Package, Aberdeenshire Council supports the Scottish Government’s ambition\(^1\) for moving towards a more circular economy where materials are considered as a resource and such resources are used efficiently.

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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 waste 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 reaps 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, 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.
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 these goals.

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

#1 Support the move towards a more circular economy
#2 Provide a cost-efficient service
#3 Meet statutory obligations
#4 Provide the same collection service across Aberdeenshire
#5 Provide an easy to use service for customers
#6 Reduce carbon emissions
#7 Operate a safe and efficient waste service
#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.

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 waste maximising its quality and value.

#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.

#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.

#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.
#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.

#6 Reduce carbon emissions

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

#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.

Q2: Do you agree that the seven objectives of the waste strategy are appropriate to ensure that Aberdeenshire reaps the environmental, community and financial benefits from the waste it produces?
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:

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

Details of each deliverable are provided in this section.
Encourage householders to treat materials as a resource

Aberdeenshire Council 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.

Q3: Do you agree that promotion of waste prevention and efficient use of resources will help change behaviours and encourage householders to treat materials as a resource?
#2 Maximise the quality and value of recyclable waste collected

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

We will look for operational solutions to maximise financial value from the recyclable waste collected to reduce the cost of the recycling and waste services to the taxpayer. In line with the Scottish Household Recycling Charter, we will start collecting paper & card separately from metals, cartons and plastic bottles, pots, tubs and trays at the kerbside to enable us to make an income from the sale of paper & card to buffer against the impact of varying market prices of other recyclable wastes.

Q4: Do you agree that it is important that residents fully understand what can be recycled if we are to maximise the quality and value of recyclable waste collected?

Q5: Do you agree that collecting paper & card separately on the kerbside will help to maximise the quality and value of recyclable waste collected?
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 43.5%, providing significant financial savings in addition to the environmental and local benefits.

Research across the UK\(^2\) 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.

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\(^2\) WRAP 2015: [Analysis of recycling performance and waste arisings in the UK 2012/13](https://www.wrap.org.uk/).
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.

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.
Two options were identified that best deliver the objectives of the new strategy:

**Option A: 4-Week Collection Cycle**
- Weekly collection of food waste in a 23L caddy.
- 2-weekly collection of non-recyclable waste in a 140L bin.
- 4-weekly collection of paper & card in a 240L bin.
- 4-weekly collection of metals, cartons and plastics in a 240L bin:
  - Metals: tins, cans, aerosols and foil;
  - Cartons: food and drink cartons e.g. tetra-pak type packaging; and
  - Plastics: bottles, pots, tubs and trays.

These would be collected as follows:

<table>
<thead>
<tr>
<th>Week 1</th>
<th>Food waste and non-recyclable waste.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Week 2</td>
<td>Food waste and paper &amp; card.</td>
</tr>
<tr>
<td>Week 3</td>
<td>Food waste and non-recyclable waste.</td>
</tr>
<tr>
<td>Week 4</td>
<td>Food waste and metals, cartons and plastics.</td>
</tr>
</tbody>
</table>

**Option B: 3-Week Collection Cycle**
- Weekly collection of food waste in a 23L caddy.
- 3-weekly collection of non-recyclable waste in a 180L bin.
- 3-weekly collection of paper & card in a 240L bin.
- 3-weekly collection of metals, cartons and plastics in a 240L bin:
  - Metals: tins, cans, aerosols and foil;
  - Cartons: food and drink cartons e.g. tetra-pak type packaging; and
  - Plastics: bottles, pots, tubs and trays.

These would be collected as follows:

<table>
<thead>
<tr>
<th>Week 1</th>
<th>Food waste and non-recyclable waste.</th>
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<td>Week 2</td>
<td>Food waste and paper &amp; card.</td>
</tr>
<tr>
<td>Week 3</td>
<td>Food waste and metals, cartons and plastics.</td>
</tr>
</tbody>
</table>
Current Kerbside Service: 2-Week Collection Cycle

Option A: 4-Week Collection Cycle

- **Paper & Card**
  - Collected every 4 weeks
  - Weekly capacity: 60 Ltr.

- **Metals, Cartons & Plastics**
  - Collected every 4 weeks
  - Weekly capacity: 60 Ltr.

- **Non-Recyclable Waste**
  - Collected every 2 weeks
  - Weekly capacity: 70 Ltr.

- **Food Waste**
  - Collected every week
  - Weekly capacity: 23 Ltr.

Total Weekly Capacity: 213 Ltr.

Option B: 3-Week Collection Cycle

- **Paper & Card**
  - Collected every 3 weeks
  - Weekly capacity: 80 Ltr.

- **Metals, Cartons & Plastics**
  - Collected every 3 weeks
  - Weekly capacity: 80 Ltr.

- **Non-Recyclable Waste**
  - Collected every 3 weeks
  - Weekly capacity: 60 Ltr.

- **Food Waste**
  - Collected every week
  - Weekly capacity: 23 Ltr.

Total Weekly Capacity: 243 Ltr.

What Is The Difference?

The non-recyclable waste bin is collected every 2 weeks in Option A but every 3 weeks in Option B.

Option B provides more overall bin capacity than Option A.

Option B provides more capacity in the recycling bins than Option A.

Option A provides more non-recyclable waste bin capacity than Option B.
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 will be available to 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

In addition to continuing to collect garden waste at Household Waste Recycling Centres throughout the year, we will increase the number of seasonal village garden waste collection points from the current six to 11 to further help residents recycle their garden waste during the summer months.

The seasonal collection points will be provided on Saturdays (morning and afternoon) from April to October in settlements with 400 or more domestic properties (based on 9/9/2017 property count) which are 7 miles or more (as the crow flies) from a Household Waste Recycling Centre or another seasonal collection point.

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

- Aberchirder (new)
- Aboyne
- Ballater
- Balmedie (new)
- Insch (new)
- Inverbervie
- Mintlaw
- Newmachar (new)
- New Pitsligo (new)
- Portsoy (new)
- Rothienorman (new)

Existing seasonal collection points at St Cyrus and Newtonhill will close as they do not meet the above criteria.
Residents can also compost their garden waste at home. 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 that residents may wish to run for their local communities.

Q7: Do you agree with the criteria set for the provision of seasonal garden waste collection points?
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 waste 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.
#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 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 to promote 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 centre nearest to them.

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

**A:** Make space for additional recycling skips and reuse areas by:

- Diverting trade waste from Household Waste Recycling Centres to the Council’s waste transfer stations.
- Diverting tyres from Household Waste Recycling Centres to commercial facilities.
- Diverting asbestos from waste transfer stations to commercial facilities.

**B:** Improve the infrastructure and layout of Household Waste Recycling Centres gradually by applying funding from the Capital Plan.

**C:** Close the smallest Household Waste Recycling Centres, which meet the following criteria:

1. Only have space for limited recycling facilities.
2. Handle less than 1,000 tonnes of waste per year.
3. Are within 10 miles or 20 minutes car travel from another Household Waste Recycling Centre.

On this basis the following five sites will be formally closed:

- Gardenstown (closed in 2015 due to a landslide).
- Hatton.
- Insch.
- Portsoy.
- Whitehills.

Residents currently using these sites can take their waste to the other 13 Household Waste Recycling Centres at Alford, Banchory, Ellon, Fraserburgh, Huntly, Inverurie, Laurencekirk, Macduff, Peterhead, Portlethen, Stonehaven, Turriff and Westhill where it will be recycled more effectively.

Insch and Portsoy will also be provided with seasonal village garden waste collection points on Saturdays from April to October (see page 18 for details).
5. The same opening hours at all Household Waste Recycling Centres and at times convenient to households to make reuse and recycling as easy and convenient as possible to householders.

Household Waste Recycling Centres will therefore be open seven days a week from 9am until 5pm. During the summer (April-October), the sites will also be open on Tuesday evenings 5-8pm.

The only exceptions are the Household Waste Recycling Centres at Alford and Portlethen which will be open five days a week from Thursday to Monday from 9.30am until 4.30pm. These opening hours will be implemented at Alford once the recycling centre has been extended. 7-day service provision is currently not justified at Alford due to the size of the population served nor 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.

Q8: Do you agree that the package of measures put forward to improve the network of recycling centres will help householders to maximise reuse and recycling of materials that are not collected at the kerbside?

The above measures together as a package provide a cost-neutral basis for improving the network of Household Waste Recycling Centres.
#5 Recover energy from waste not prevented, reused or recycled

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 a joint facility for recovering energy (heat and power) from non-recyclable waste.

In addition to its environmental benefits, the energy from waste facility would 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, and the Scottish Government’s target, set out in Scotland’s Zero Waste Plan, to reduce landfilling to 5% of all waste by 2025.

Q9: Do you agree with the proposals to, as the last resort, recover energy from waste that can’t be prevented, reused or recycled?
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:

Q10: Do you agree that the following targets and indicators are appropriate for measuring progress towards achieving the strategy objectives?
<table>
<thead>
<tr>
<th>Strategy Objective</th>
<th>Target</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objective 1:</strong> Support the move towards a more circular economy.</td>
<td>Reduce total waste arisings per household by 5% by 2023.</td>
<td>Total waste arisings per household.</td>
</tr>
<tr>
<td></td>
<td>Increase Aberdeenshire’s recycling rate to 60% by 2023.</td>
<td>Recycling rate.</td>
</tr>
<tr>
<td></td>
<td>Decrease the amount of food waste placed in non-recyclable waste bins by 20% by 2023.</td>
<td>% of food waste placed in non-recyclable waste bins.</td>
</tr>
<tr>
<td></td>
<td>Increase recycling rate of Household Waste Recycling Centres to 75% by 2023.</td>
<td>Recycling rate by centre.</td>
</tr>
<tr>
<td><strong>Objective 2:</strong> Provide a cost-efficient service.</td>
<td>Reduce the cost of waste and recycling service provision by 4% by 2023 through savings in landfill disposal.</td>
<td>Cost of service provision per household per year.</td>
</tr>
<tr>
<td><strong>Objective 3:</strong> Meet statutory obligations.</td>
<td>Stop landfilling biodegradable municipal waste by 2021.</td>
<td>Tonnes of biodegradable municipal waste sent to landfill.</td>
</tr>
<tr>
<td>Strategy Objective</td>
<td>Target</td>
<td>Indicator</td>
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</tr>
<tr>
<td><strong>Objective 4:</strong> Provide the same collection service across Aberdeenshire.</td>
<td>The same recyclable materials collected from all households.</td>
<td>% of households with full service provision.</td>
</tr>
<tr>
<td><strong>Objective 5:</strong> Provide an easy to use service for customers.</td>
<td>As per Objective 1.</td>
<td>As per Objective 1.</td>
</tr>
<tr>
<td><strong>Objective 7:</strong> Operate a safe and efficient waste service.</td>
<td>Minimise accidents and incidents.</td>
<td>Number of accidents and incidents per 1,000 households serviced. Number of accidents and incidents per 1,000 tonnes of waste handled. As per Objective 2 for efficiency. As per Objective 2.</td>
</tr>
</tbody>
</table>
Thank You

Click here to take part in the consultation and answer the questions in this document.