

FALKIRK COUNCIL

Subject: FOOD WASTE COLLECTION
Meeting: FALKIRK COUNCIL
Date: 23 JANUARY 2012
Author: DIRECTOR OF DEVELOPMENT SERVICES & DIRECTOR OF CORPORATE & NEIGHBOURHOOD

1. INTRODUCTION

- 1.1 The purpose of this paper is to further brief members as to the latest position in relation to Zero Waste Regulations and the Council's work in relation to the completion of the business case for the introduction of a separate collection of food waste.
- 1.2 Previous reports brought before members highlighted that the Scottish Government (SG) were due to release guidance regarding the introduction of regulations to support the Zero Waste Plan issued in 2010. In late October the Scottish Government (SG) issued its policy statement relating to the proposed Zero Waste Regulations. A public consultation on the proposed regulations has already been conducted, with the Council responding in February 2011. The Policy Statement; sets out the key aspects of the regulations when they are introduced. These regulations will implement proposals for landfill bans and recycle/food waste separate collection requirements proposed in the Zero Waste Plan and introduce:
- guidance on the application of the waste hierarchy for collections to ensure the quality of recycle material is maintained (including how comingled recycle collections should comply);
 - the provision for the government to develop further quality standards or codes of practice for recycling if required;
 - the requirement for local authorities to offer separate collection of glass, metals, plastics, paper, card, and food waste to householders and businesses in their area;
 - a voluntary biennial report for local authorities, developed in partnership with CoSLA, to build understanding and trust with the public on waste management within their area.

The timeline for the proposed bans and separation requirements is set out in Appendix 1.

- 1.3 The policy statement reaffirms that the Council will be obliged to commence implementation of a separate food waste collection by 2013 which must be completed by 2015. The Council already has one of the most comprehensive kerbside recycling systems in Scotland but currently does not have the provision to collect food waste separately. Therefore, the authority will have to introduce a separate food waste collection to comply with the new regulations and must prepare for its introduction during this year. Full details of available funding and options for collection are contained within this report, but in essence the Council must decide to either;
- a) Introduce a separate food waste collection delivering containers to all suitable households, or

- b) Introduce an 'opt out' separate food waste collection on a phased basis, which allows households to decide if they wish to receive the collection.

- 1.4 Previous reports to members highlighted that our residual waste treatment contract with Avondale Environmental Ltd would treat all residual waste (including food waste) through the facility currently under construction in Polmont. The arrangement with Avondale runs till August 2015 and the authority will shortly have to commence the procurement process to further test the market.

2. FOOD WASTE COLLECTIONS

- 2.1 As highlighted in previous reports to Committee, officers had commenced work on a business case in partnership with Zero Waste Scotland (ZWS) to review the options for separately collecting food waste. The business case modelled 4 collection options that were reviewed in detail, mainly;

- **Option 1** – Fortnightly collection of food waste using existing kerbside box vehicle, allowing food waste to be collected at same time as black box.
- **Option 2** – Weekly collection of food waste using the existing kerbside box vehicles every fortnight then using small 7.5t RCV to collect the other week.
- **Option 3** – Weekly collection of food waste using completely separate vehicles.
- **Option 4** - Fortnightly collection of food waste using the existing brown bin collection.

All of the above options will require householders to receive another container for options 1 to 3 this would involve a small kitchen caddie and an external caddie (25ltr) being provided. Option 4 would require only the provision of the small internal caddie.

- 2.2 In addition, a 'do nothing scenario' was modelled to compare costs. This option is not really a valid alternative due to the impending regulatory requirement to introduce a collection but was important to use as a baseline in comparison to the collection options discussed above.

- 2.3 A proposed business case has subsequently been submitted and the Council received an initial offer of funding in principle from our colleagues at ZWS. The business case and subsequent offer of funding are attached for further detail but the key findings can be summarised as follows;

- Collecting food waste weekly will increase capture of material, and as such will be the only option open to funding from ZWS, resulting in no funding being offered for options 1 & 4
- The funding offered varies by option but the most cost effective option for the Council to explore is option 2 and as such total funding offered by ZWS totals £994,740 (subject to weekly collection of food waste)

- 2.4 The original funding offer by ZWS is for the next 4 years with the majority of the money (up to £487,336) coming in this financial year, as such any delay in accepting the offer could result in the authority receiving reduced funding over the coming years. The initial funding offer and cost implications by option can be seen in Appendix 2.

3. NEXT STEPS

- 3.1 It is of little doubt that the costs of introducing a separate food waste collection will be prohibitive if merely looking at adding the collection onto existing schemes. As such it is suggested that we have to review our current collection systems holistically to ensure that all collections remain fully compliant moving forward. Officers will therefore require to review all the Council's collection arrangements (with the inclusion of food waste) to identify the requirements moving forward, this will include;
- Review collection frequencies and bin capacity
 - Account for changes in statutory requirements
 - Overall cost of service.
- 3.2 Since the submission of the original business case officers have continued to discuss with ZWS options regarding food waste. As part of those discussions, officers asked if they would consider offering funding if the Council offered a collection on an 'opt out' basis. This would see any householders not willing to participate in the scheme having the opportunity to reject the opportunity to participate.
- 3.3 ZWS have subsequently confirmed that they would still offer funding based on this proposal at similar levels as detailed previously. This would be on a per household basis and would equate to c£7.25 per household this year. On the back of those discussions officers would recommend consideration of the following approach to an opt-out scheme;
- Rollout an 'opt out' collection to 30,000 households before end of April 2012 (total funding this year c£217,500)
 - Review the success of initial rollout with intention of adding another 30,000+ by end of October next year, subject to full review of costs and participation.
- 3.4 The original offer of funding would have seen 64,000 households receive a container and collection which could have resulted in some receiving the collection who did not wish to participate. By moving to the opt out option we can make it clear that only people wishing to take part will receive the collection, but at the same time we will remain fully compliant with the upcoming regulations. This will also ensure a more efficient collection as it will only be delivered to households that show an interest in participating. An example timeline for the rollout of this collection is available in Appendix 3.
- 3.5 Alternatively the authority can accept the offer of funding as it stands and commence complete rollout of the scheme immediately. While this would allow immediate access to funding there would be a potential cost implication (£669,651), and potentially may not be well received by the public. As a consequence it is considered that a phased approach to the opt-out scheme is more appropriate and most likely to enable success in meeting the regulatory requirements.

4. KEY RISKS

- 4.1 By accepting the original offer of funding without changing or reviewing existing schemes the authority would be fully compliant with the proposed regulations but would require an additional £669,651 over the next 4 financial years. This would be reduced through the implementation of the 'opt out' scheme but would still require careful monitoring, and be subject to a further report to members in due course.
- 4.2 If the Council rejects the funding offer by ZWS for this year the authority would have to reapply for funding at a time closer to the introduction of the regulation and as such is most likely to have access to reduced funding opportunities, the introduction of an 'opt out' scheme would see the Council continue to work in partnership with ZWS receive funding this year and remain compliant moving forward.
- 4.3 By reviewing collection frequencies the results while offering a clear path moving forward could require significant changes to the existing collection arrangements.
- 4.4 It is important to stress that 'do nothing' is not an option as failure to rollout a food waste collection by 2015 could result in the authority being in breach of a statutory obligation and subject to potential action.

5. IMPLICATIONS

Financial

- 5.1 As detailed above funding is being made available through Zero Waste Scotland, but the Council could be subject to additional financial burdens dependent on the outcome of the proposed trial.

Legal

- 5.2 The requirements laid down in the proposed Zero Waste Regulations will require the Council to implement this collection.

Policy

- 5.3 None

Personnel

- 5.4 None

6. RECOMMENDATIONS

It is recommended that Members:-

- 6.1 i) approve the introduction of phase one of the separate food waste collection on a 'opt out' basis covering c30,000 households and;
 ii) officers are to bring back a report to the Policy & Resources Committee in due course highlighting the findings of the collection and appropriate steps required moving forward.

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DIRECTOR OF DEVELOPMENT SERVICES
16th JANUARY 2012

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DIRECTOR OF CORPORATE & NEIGHBOURHOOD SERVICES
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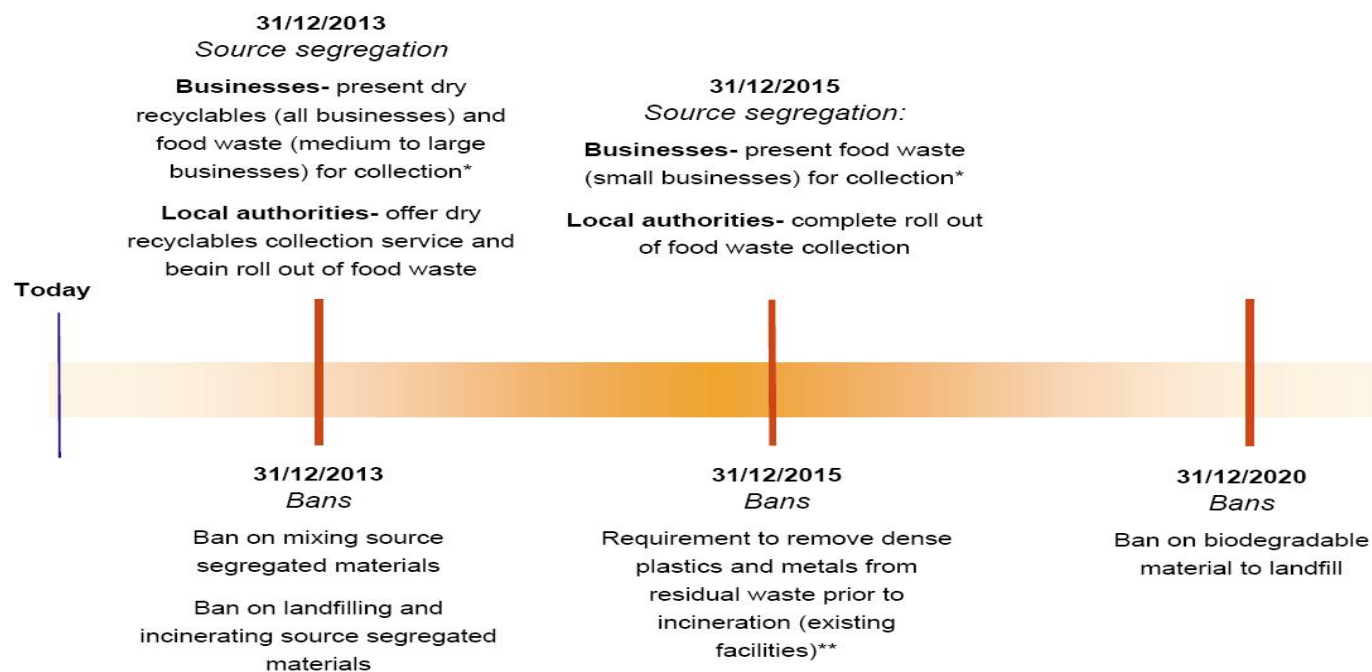
Ref: DSWS1-4

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LIST OF BACKGROUND PAPERS

- 1 Food Waste Collection & Treatment Business Case Document
- 2 Environment & Community Safety Report 15 March 2011
- 3 Policy Statement – Zero Waste Regulations October 2011
- 4 Environment & Community Safety Report 25th October 2011

APPENDIX 1 – TIMELINE FOR SEPARATE COLLECTIONS



* Applies to businesses involved in food production, food retail or food preparation

** For new facilities, this requirement will come into effect on commencement of the regulations

APPENDIX 2 – FUNDING & IMPLICATIONS BY OPTION

Year	Option 1		Option 2		Option 3		Option 4	
Description of Option	Fortnightly food waste service, co-collected with current box recycling collection		Weekly food waste service, part co-collected with current box recycling and part dedicated fleet.		Weekly food waste service on dedicated fleet		Fortnightly food and garden co-mingled service	
Year of Operation	Proposed Funding	Cost to Council Net of Funding	Proposed Funding	Cost to Council Net of Funding	Proposed Funding	Cost to Council Net of Funding	Proposed Funding	Cost to Council Net of Funding
Year 1 (11/12)	Zero	£487,336	£487,336	£0	£443,656	£0	Zero	£233,992
Year 2 (12/13)	Zero	£142,494	£237,404	£142,494	£300,000	£219,382	Zero	£176,719
Year 3 (12/14)	Zero	£49,240	£200,000	£87,768	£200,000	£230,739	Zero	£68,077
Year 4 (14/15)	Zero	£43,824	£70,000	£213,251	£70,000	£359,796	Zero	£60,096
Year 5 (15/16)	Zero	£7,473	Zero	£226,138	Zero	£376,347	Zero	£21,301
TOTAL	Zero	£730,367	£994,740	£669,654	£1,003,656	£1,186,264	Zero	£560,185

APPENDIX 3– TIMELINE OF OPT OUT COLLECTION

February

- Send a leaflet to the initial c30,000 properties informing of the new service commencing in April and giving details of how to opt out.
- Run community roadshows to engage with and inform the public on how the new service will work and how to opt out if required.

March

- Compile all returns from opt out leaflet.
- Deliver containers to all households which have not opted out of the service.

April

- Commence collection.

June

- Assess performance of collection and report findings.