

REPORT TO SUSTAINABILITY COMMITTEE – 14 SEPTEMBER 2022

RESOURCES AND CIRCULAR ECONOMY COMMITMENT UPDATE

1 Executive Summary/Recommendations

1.1 Following Full Council approval of Aberdeenshire Council's first Resources and Circular Economy Commitment on 21 November 2019 ([Item 5](#)) this report provides an update on progress against the Commitment for consideration and comment. The aim of this report is to share some key areas where the Commitment is being (or could be) worked out across the Council to enable the Committee to follow, scrutinise and support that progress.

1.2 The Committee is recommended to:

1.2.1 Consider and comment on this progress update against the Council's [Resources and Circular Economy Commitment](#).

2 Decision Making Route

2.1 Following Full Council approval of Aberdeenshire Council's first Resources and Circular Economy Commitment on 21 November 2019 (Item 5), this report is being presented to the Sustainability Committee to provide an update on the progress against the Commitment.

3 Discussion

3.1 'Circular economy' is a term describing an aspirational economy and society with increased value and use obtained from our physical resources and reduced 'waste' and negative environmental consequences of resource harvesting, depletion, processing and disposal. The Resources and Circular Economy Commitment itself, as well as Council internal circular economy training module, are recommended for gaining further insight into the concept of a more circular economy as well as potential opportunities for the Council and region.

3.2 Activity relating to maximising value from resources, reducing waste and other 'circular' principles is ongoing and has been a part of Council work long before the label of 'circular economy'. A few activities which were not necessarily considered under the banner of 'circular economy' are given below by way of example.

3.3 In 2010 the Joint Equipment Centre opened in Inverurie – in Partnership with NHS Grampian – as a purchaser and 'lending library' (including delivery and collection) for in-home medical and support equipment to ensure that best value was obtained from purchased items through professional cleaning, refurbishment and reuse.

- 3.4 For a period within the last decade, Aberdeenshire Council collaborated with the North East Scotland Preservation Trust to provide a wide range of reused heritage building material for purchase through its Mintlaw [materials store](#) ([Aberdeenshire Conservation Recycle Store](#)). The future of the store – currently out of operation – is under consideration.
- 3.5 The recent Stonehaven flood protection works have seen railings, stone, wood and a wooden cabin building that have been displaced by the project passed onto the wider community for reuse.
- 3.6 The Facilities team has had ongoing engagement in management of physical resources, such as furniture and office equipment, across the Council Estate with reuse being a significant part of this work.
- 3.7 Alongside, and since, the development of Aberdeenshire Council's first Resources and Circular Economy Commitment (approved 21 November 2019, Item 5), the following sections contain some key areas where related activity and discussions have been progressing within the Council.
- 3.8 General Internal Development
- 3.8.1 **Warp-It** – Since April 2017 the Council has used the [Warp-It](#) online reuse portal (replacing the previous Requip portal). There are well over 1,000 current registered Council Members and it is estimated that over 30 tonnes of waste has been avoided through reuse via the Warp-It portal.
- 3.8.2 **Circular Economy Officer support** – Through the Circular Economy Officer position there has been ongoing internal engagement, training and support, working with various teams across the Council.
- 3.8.3 **Incorporation of circular principles** – Circular economy principles have been incorporated into the strategies, plans and thinking of various Services and areas including: Facilities; Economic Development; Planning; Estates; Aberdeenshire Health and Social Care Partnership; and Education and Children's Services.
- 3.8.4 **Internal training** – In Spring 2022 a new internal circular economy training module was launched.
- 3.8.5 **Circular North-east support** – For the regional [Circular North-east](#) project (2018-2021), the Council contributed to the Steering Group and received support for Council projects, such as the Office Space Strategy Project. Circular North-east also supported the development of a framework for integrating the circular economy day-to-day Council activities and delivered a final report. The Strategic Leadership Team of the Council has supported the embedding of this framework approach across our Directorates .
- 3.8.6 **Zero Waste Scotland support** – On account of Aberdeenshire Council's proactive engagement with a circular economy agenda, the Council has secured Zero Waste Scotland backing in the form of a collaboration and

support plan for 2022-23. The plan is linked to Zero Waste Scotland's draft Local Authority Circular Economy Framework which is currently being piloted with a small number of authorities and includes the provision of expert advice and support to progress the circular economy at a local level. Through the pilot and support plan, Zero Waste Scotland is able to offer expert support and may be able to offer a small amount of funding to progress specific circular economy opportunities and officers are working with Zero Waste Scotland to identify and agree suitable projects. One such opportunity currently under discussion is the development of a feasibility study for reuse at Household Recycling Centres.

3.8.7 **MSc research** project – Over summer 2022 an MSc student from the University of Aberdeen has been completing a dissertation project looking into how Aberdeenshire Council manages physical resources and also into opportunities for circularity. This project is due for completion in autumn 2022.

3.9 Specific Internal Examples

3.9.1 **Office Space Strategy project** – The Council has participated in the [Interreg North Sea Region ProCirc](#) project, receiving support in introducing circular considerations into Office Space Strategy project, including consideration of materials used, modularity and disassembly in the Ellon office design process, as well as consideration of furniture reuse and remanufacture.

3.9.2 **Procurement specialist** – A proposal for the creation of a circular economy specialist position in the Procurement Service was put before the Strategic Procurement Board in 2021 and received support in principle.

3.9.3 **Housing and reuse** – The Housing team now uses the Circular Communities Scotland [Reuse Consortium](#) to enable Housing clients to have the option to select assured reuse furniture with quality, choice and cost benefits over new furniture.

3.9.4 **Reuse at Household Recycling Centres** – Over summer 2022 an internal Council Working Group begun collating relevant information with the aim of supporting a future feasibility study into the potential for further reuse provision at Household Recycling Centres and/or the Waste Service more generally.

3.9.5 **Property and Facilities** – Property and Facilities are considering the development of specific roles across the Service – in Estates, Facilities and Architecture – to support the embedding of circular economy principles.

3.10 Economic Development

3.10.1 **Regional business support** – Working together with Aberdeen City Council, up to £100k of Business Gateway Flexible Funding for 2022-23 has been put towards the running of a regional initiative to support businesses in adopting circular principles and making the most of circular opportunities.

3.11 As the above areas of activity illustrate, the Commitment has the potential to tie into the Council across a wide range of Services and agendas. Council work

that incorporates (or could incorporate) circular principles may be progressing without a conscious link to the Commitment, may be progressing as informed or inspired by the Commitment, or may still require fresh questions and new thinking in order to uncover the relevant, beneficial opportunities.

- 3.12 Aberdeenshire Council has a good foundation in terms of proactive engagement in circular principles and practice, which is demonstrated by its recent selection as a pilot and securing of backing linked to Zero Waste Scotland's draft Local Authority Circular Economy Framework. However, there is still much work to do in order to further increase awareness in circular principles and opportunities and to ensure that there is clear responsibility for the management of physical resources to achieve best value and reducing waste. Increased awareness and clearer responsibility will support the asking of relevant questions, the completing of appropriate feasibility studies, and the identification of advantageous investments – of time or finance – across the Council's management of its resources and projects.
- 3.13 The Sustainability and Climate Change team will continue to support the promotion and working out of the Commitment; particularly through the work of the Circular Economy Officer position which has led or contributed to most of the previously cited examples of activity within the Council alongside and since the development of the Commitment. However, in order for the Council to make the most of the potential opportunities a much wider proactivity and responsibility for working out the Commitment is required. Therefore, the signs of engagement, proactivity and responsibility seen across the Council are encouraging and this momentum will continue to be supported.
- 3.14 On 30 May 2022 the Scottish Government issued consultations on its proposals for a [Circular Economy Bill](#) and a related [route map](#) to 2025 and beyond, both under the title of 'Delivering Scotland's circular economy'. Aberdeenshire Council's Waste team took the lead in collating and developing responses to these consultations and given the deadlines (both 22 August 2022) being ahead of Committee dates, draft responses were sent for comment to the Chair, Vice Chair and Opposition Spokesperson for both the Infrastructure Services Committee and the Sustainability Committee.
- 3.15 The Council's submissions related to the Circular Economy Bill and route map to 2025 and beyond are given in **Appendix 1** and **Appendix 2** respectively. There are many options for progressing towards a more circular economy with potential for both synergy and conflict with other principles and objectives, and therefore discernment will be required as the Council engages with the national picture. For example, movement towards a more circular economy could be achieved through: various differing levels and characteristics of regulation and intervention; means which affect town centres, local economies and relationships in different ways; or investment and action that impacts the balance between onshoring of (re)manufacturing and local material loops and developing and maintaining longer supply chains.

4 Council Priorities, Implications and Risk

- 4.1 Working out the Council's Resources and Circular Economy Commitment has the potential to impact all areas of operations relating to physical resources as well as to impact external areas of influence such as the local economy. Therefore this report has potential to link right across the six Council Strategic Priorities of: Education; Health and Wellbeing; Infrastructure; Resilient Communities; Economy and Enterprise; and Estate Modernisation. The report also links to underpinning key principles such as: responsible finances; climate and sustainability; tackling poverty and inequalities; and economy.
- 4.2 The table below shows whether risks and implications apply if the recommendation is agreed.

Subject	Yes	No	N/A
Financial			X
Staffing			X
Equalities and Fairer Duty Scotland			X
Children and Young People's Rights and Wellbeing			X
Climate Change and Sustainability			X
Health and Wellbeing			X
Town Centre First			X

- 4.3 The screening section as part of Stage One of the Integrated Impact Assessment process has not identified the requirement for any further detailed assessments to be undertaken. This report is only providing an update on progress against the Council Resources and Circular Economy Commitment and providing opportunity for Councillors to review and provide comment.
- 4.4 The following Risks have been identified as relevant to this matter on a Corporate Level [Aberdeenshire Corporate Risks](#). However, it should be noted that this report is only providing an update on progress against the Council Resources and Circular Economy Commitment and providing opportunity for Councillors to review and provide comment.

Risk		Relevance to working out of Resources and Circular Economy Commitment
ACORP001	Budget pressures	Potential financial implications.
ACORP002	Changes in government policy, legislation and regulation	Circular Economy Bill and route map related to this area.
ACORP003	Workforce	Potential for different working processes and resource management principles.

Risk		Relevance to working out of Resources and Circular Economy Commitment
ACORP004	Business and organisational change	Potential for significant longer-term changes to working models.
ACORP005	Working with other organisations	Supply chain and partner working part of developing more circular solutions.
ACORP006	Reputation management	Management of sustainability is an increasing influence on reputation.
ACORP009	Operational risk management	Potential change in resource handling practices and introduction of new materials and supply routes (including construction).

4.5 The following Risks in the [Directorate Risk Register](#) have been identified as relevant to this matter on a Strategic Level:

Risk		Comment
ISSR002	Regeneration	Opportunity for craft, upcycling and repair enterprises to contribute to regeneration.
ISSR003	City Region Deal	Opportunity to support development of regional circular economy.
ISSR004	Climate change	Opportunity to reduce waste and environmental impact.
ISSR007	Reduction in waste to landfill	Opportunity to transform thinking towards avoiding creation of waste.
ISSR008	Economic development	Opportunity for new 'circular economy' economic sector.

5 Scheme of Governance

- 5.1 The Head of Finance and Monitoring Officer within Business Services have been consulted in the preparation of this report and their comments are incorporated within the report and are satisfied that the report complies with the Scheme of Governance and relevant legislation.
- 5.2 The Committee is able to consider this item in terms of Section R paragraphs 1.1a and 1.1c of the List of Committee Powers in Part 2A of the Scheme of

Governance as they relates to approving, reviewing and monitoring the Council's work in respect of sustainable development and climate change and promoting awareness of the need for sustainability within the Council and wider community of Aberdeenshire.

Alan Wood
Director of Environment and Infrastructure Services

Report prepared by Joel Evans, Circular Economy Officer
Date 31 August 2022

List of Appendices:

Appendix 1 - Consultation submission on proposals for a Circular Economy Bill
Appendix 2 - Consultation submission on 'A Route Map to 2025 and beyond'

Submitted to Delivering Scotland's circular economy: a consultation on proposals for a Circular Economy Bill
Submitted on 2022-08-22 16:55:13

Strategic Interventions

Circular economy strategy obligation

Neither agree nor disagree

2. Do you have any further thoughts on a statutory duty to produce a Circular Economy Strategy?:

Agree that there should be a duty on Scottish Ministers to publish a Circular Economy Strategy however consider 5 years as potentially too quick a turnover for a new Strategy. The Climate Change Plan sets out a vision for 2045; the waste route map sets out a clear direction for the next 5-10 years therefore it would be beneficial that any CE Strategy incorporates the aims and objectives of the waste route map and how these will be achieved therefore propose that any Strategy should follow the same overall timeframe of 10 years.

In realistic terms, any service change or legislative change can take several years to implement, for example the Deposit Return Scheme (DRS). A public consultation on DRS was first held in 2018 however it will be August 2023 before this goes live.

A longer term Strategy also allows local authorities to consider the implications on existing infrastructure and finances and allow for additional resources/fleet changes/additional financial assistance to be considered longer term to allow for this to be incorporated over a period of time.

Propose: A 10 year Strategy that is reviewed and updated at year 5, based on annual reviews of progress made on the aims and objectives.

This strategy should aim to include collaboration with the UK Government as the UK Government controls the biggest levers with regard to a transition to a more circular economy.

Statutory targets – consumption reduction, reuse and recycling

Neither agree nor disagree

4. Do you have any comments in relation to proposals to set statutory targets?:

Agree that targets require to be widened to incorporate more than just recycling to ensure capture of all options however we do have concerns with regards to these being statutory and if this would mean penalties if targets not met.

The potential use of statutory targets with respect to consumption only addresses the symptoms and not the causes of unsustainable consumption.

Consideration needs to be given as to how we actually drive attitude and behaviour change to always wanting new and more. There is a need for householders to fully understand the concept with regards to consumption. Most householders fully understand how and why to recycle or reuse as this has been the key messages communicated through national and local campaigns throughout Scotland for the last 20+ years however there has been very little communicated with regards to consumption and more so sustainable consumption and a national communications campaign regarding this is very much supported.

There is concern regarding how consumption based targets would be set and what data would have to be gathered and used to set these targets as any such targets need to be relatable and achievable.

To be able to have reliable data for setting such targets then there is a requirement for mandatory public reporting of all wastes including business waste and business surplus, food waste and food surplus (from all sectors) and textile/clothing waste and surplus.

Who would be responsible for meeting these targets – commerce, 3rd sector, local authority or a mix of all? Another concern is that these targets would be geared at local authorities only for compliance, for example a target for reuse, however there are many 3rd sector organisations, local and national charities that are actively involved in reuse in an area that would not be taken into account if the targets are only aimed at local authorities.

Targets also have the potential to add complexity and unfairness, remove the ability to innovate and have unintended consequences if not fully considered for each specific environment. Consideration should be given to a mechanism for these targets to be adjusted should it be highlighted that there is not the capacity to achieve such targets. Targets must be achievable.

Establishment of circular economy public body

No

6. Please provide evidence to support your answer to question 5:

There is recognition of the current role of ZWS in the introduction to the consultation question however no further indication of what impact establishing a public body would have on ZWS's work. ZWS are already providing much of this remit, this would therefore be duplicating many of their functions. It is not clear as to why this remit cannot be covered across existing governmental functions? This remit would benefit from being embedded across the public sector within existing economic and other government functions and does not require a new body to be created taking time and more resources to pull together.

7. If a Circular Economy public body were to be established, what statutory functions should it fulfil? :

Monitoring of the new statutory requirements and duties that arise from the CE Bill should be the core functions of whichever body is given this remit. Support, in an advisory role and in providing practical guidance for buyers/ suppliers on matters such as recycled content in products and materials, longevity of recycled/upcycled v's new and compliance in longer term solutions and circular initiatives.

Reduce and Reuse

Measures to ban the destruction of unsold durable goods

Neither agree nor disagree

9. Do you have any comments in relation to proposals to ban the destruction of unsold durable goods?:

Given the cost of living increase and increase in the number of families within Scotland struggling to make ends meet, a ban could see retailers/manufacturers potentially joining up with 3rd sector groups/charities to distribute unsold durable items particularly to those in need. The main outcome of any ban on destruction of unsold durable goods should force manufacturers/retailers to consider the quantities of goods being produced in the first instance therefore reducing the amount of unsold goods and wastage initially. Consideration would then need to be given as to how any unsold goods are then distributed for reuse, with a need to ensure that this is not just passing the problem on further down the line with 3rd sector groups/charities then having a problem (and cost) of getting rid of stock if no-one wants it, potentially ending up storing items for a period of time – how would that apply to items that may have warranties/guarantees? However, we do not have enough information or insight to make an informed decision as to the potential impact of this ban for various sectors.

10. Are there particular product categories that you think should be prioritised?:

- Clothing & footwear and other textiles
- Toiletries & hygiene products
- Cosmetics
- Electrical equipment
- Furniture
- Educational resources

Categories where consumer safety, public health or longevity of the product and economic development impacts would not be disproportionately compromised by regulatory market interventions.

11. Are there product categories that should be excluded from such a ban?:

- Electrical items withdrawn from market due to fault/safety reasons
- Items that are deemed to be unsafe/hazardous
- Items that do not comply with product legislation
- Items that have no prospect for reuse/resale such as out of date diaries

In these instances though recycling would be the priority for these goods over disposal where possible. Safety, public health and ongoing regulatory compliance should be key considerations.

Environmental charging for single-use items

12. The previous consultation showed broad support for the proposal that Scottish Ministers should have the power to set charges for environmentally harmful items, for example single-use disposable beverage cups. Is there any new context or evidence that should be taken into account in relation to this proposal? :

As previously stated, charging for environmentally harmful items, such as single-use disposable beverage cups, would be more effective if UK wide and not just Scotland.

In this context, retailers need to be supported to provide alternative options at affordable prices given the rising cost of living, rising supply chain costs and potential affordability of some alternatives in terms of impacts on buyers and the business community.

The implementation of the single-use plastics ban should be considered when looking to lessons learned when implementing any charges such as for single-use disposable beverage cups, especially if this is just for Scotland and not UK wide.

Poor marketing of the ban has shown many businesses such as take-aways still using these items and wholesalers still having substantial quantities of these items at the time the ban came into being on 1st June 2022. Due to a delay in changes to the Internal Market Act, these items have still been available to purchase within the UK, although exemptions have now been approved to the Act which will see the ban coming into full effect in Scotland from 12 August 2022. Therefore there wasn't the initial hard hitting impact of the ban being enforced from 1st June and with a soft launch the message has got slightly lost.

13. Do you have any further comments on how a charge on environmentally harmful items should be implemented? :

Any charge on environmentally harmful items should be implemented in such a way that there is an impact on both the retailer and the consumer to make both parties consider alternative options.

For example the single use disposable cup, as always, the consumer dictates the demand for such an item (i.e. production numbers), therefore:

- The consumer should pay an additional charge to request a single use disposable cup (in the form of a tax) in order to incentivise the consumer to change habits and consider a reusable option.
- The retailer should pay an additional charge to purchase single use disposal cups (in the form of a tax) in order to incentivise the retailer to promote the use of reusable options; and so on.
- Any taxes recovered from these charges could be used to subsidise the cost of purchasing a reusable cup from any retailer registered for the scheme.

The impact would require monitoring to identify any unintended consequences such as adverse socio-economic and equality impacts and economic development impacts. A sustainable choice should be flexible and affordable to all consumers and businesses. Businesses will need to be supported for any major policy considerations which will affect their core businesses.

Mandatory reporting of waste and surplus

14. The previous consultation showed broad support for the proposal that Scottish Ministers should have the power to require mandatory public reporting of unwanted surplus stock and waste. Is there any new context or evidence that should be taken into account in relation this proposal?:

To consider any new legislation that will also have a requirement on businesses to report data to an enforcing body e.g. DRS, EPR, etc. and look at potentially having the one system for reporting all options to make it easier for businesses to comply.

15. The previous consultation showed broad support for the proposal that food waste should be a priority for regulations. Is there any new context or evidence that should be taken into account in relation this proposal?:

Aberdeenshire Council still supports this as a priority.

16. Are there other waste streams that should be prioritised? :

Textiles

Recycle

Strengthening approach to household recycling collection services

17. The previous consultation showed broad support for the proposal that Scottish Ministers should have powers to place additional requirements on local authorities in order to increase rates and quality of household recycling. Is there any new context or evidence that should be taken into account in relation to the proposal?:

In light of the increases in fuel/energy costs, the costs to deliver existing services by local authorities have increased significantly with no capacity in existing budgets to be able to take on any additional or increase in services.

With the cost of living increasing also, local authorities are no longer able to compete with the private sector wages and are struggling to employ vital staff to undertake collections. For example, currently Aberdeenshire Council has 8 waste driver vacancies which we have been unable to fulfil which is having an impact on being able to carry out existing collections, any additional collection service would be unable to be fulfilled at this current time.

Should these powers to place additional requirements on local authorities include increasing or adding new collection services then there are significant concerns about the ability and cost to carry these out. Significant additional funding would be required to meet these additional requirements, and not only just the capital for any infrastructure, ongoing revenue funding would require to be increased/made available as well. In our experience the consideration of the financial impacts of new legislation at Scottish Parliamentary level pays lip service to the reality of delivery of national priorities by local authorities.

Careful consideration needs to be given for any penalties should a local authority not be able to comply due to lack of staffing/funding.

18. The previous consultation showed broad support for the principle that there should be greater consistency in household recycling collections. Is there any new context or evidence that should be taken into account?:

As per response to question 17 above, if greater consistency in household recycling collections requires additional or increased household collection requirements then there is significant concern about funding and staffing any additional collections.

Funding requirements needs to be more than just capital options for the initial infrastructure changes, consideration needs to be given to the ongoing annual revenue costs.

There also requires to be a degree of flexibility based on local issues that local authorities encounter. Consideration needs to be given to whether an urban or rural authority, the additional number of vehicles/business mileage undertaken/emissions produced that any consistent collection would incur and the additional tonnage that could be collected, over and above what is currently being collected through a bring system for example, to ensure that the method being utilised to capture the recycling is the most environmentally friendly option. It does not make sense to do more harm to the environment with any additional vehicle emissions if the additional recycling being collected does not have a positive impact or at least equal out the emissions being created.

19. The previous consultation showed broad support for the principle of moving away from the current voluntary approach to Scotland's Household Recycling Charter towards a more mandated approach, whereby implementation of the Charter and its supporting Code of Practice becomes a statutory obligation. Is there any new context or evidence that should be taken into account?:

Aberdeenshire Council has participated in the review of the Code of Practice and are supportive of the proposed changes. Comments made in Question 17 and Question 18 concerning budget restrictions would also apply here.

The role of targets to support recycling performance

Neither agree nor disagree

Neither agree nor disagree

22. Please explain your answer:

Any such targets set although challenging must be achievable based on potential of each local authority.

If a local authority is providing the service but unable to achieve the recycling targets through lack of participation, this should be taken into account with regards to any penalties as the local authorities do not have means to enforce householders to recycle.

Given that Councils are struggling with current budgets to increase or add any additional recycling collections or services then setting a financial penalty for not meeting a target is only reducing their budgets even further and making it even harder to finance additional collections.

A financial incentive for meeting targets would be more appealing than a penalty as that could assist in financing additional recycling services.

The Duty of Care for households

23. The previous consultation showed broad agreement that householders' existing obligations are not sufficient. Is there any new context or evidence that should be taken into account? :

Aberdeenshire Council still agrees with this statement.

Evidence of this can be shown with regards to the Councils' kerbside service for food waste - participation is poor and over 20% of the residual waste bin consists of food waste (by weight) despite providing a weekly kerbside service and also providing food waste bags free of charge to the householders to make it easier and more convenient to participate.

Consideration would need to be given as to how any change to a householder's obligations would relate to those that have communal collections e.g. flats, sheltered housings, etc.

With recycling rates dropping overall in Scotland (as per SEPA data) then this would evidence that householders' existing obligations are not sufficient.

Yes

25. Please add any additional comments:

Consideration should be given to providing local authorities with enforcement powers for those that choose to continue to not recycle and currently use their landfill bin for all waste including recycling. Currently local authorities do not have powers to deal with recycling put into non-recyclable waste bins, or for contaminated recycling bins. Being able to stipulate that recycling cannot be put into the non-recyclable waste bin or contamination in the recycling bins, and then follow it up with a fixed penalty notice would make it very clear to residents that not recycling is simply not acceptable. The fines would be a way of establishing a budget for paying any penalties should targets not be met. Consideration would need to be given to socio-economic and equalities impacts and whether potential exemptions would need to apply in certain circumstances. For example, there would need to be an understanding for those living in small terraced dwellings or flats who do not have access to outdoor space for storing recycling materials until they are collected - these would be residents who continue to have bagged collections for both recycling and non-recycling waste and are expected to keep this waste in their house until the day of the collection. Proper consideration should also be given to the process and resource required to pursue those parties who do not then pay the fines imposed.

Local authorities can provide all the recycling collection services, make them easy to use and communicate/educate how and why to use recycling services however have no way of enforcing householders to use them. An example of this is with regards to our food waste collection service - Aberdeenshire Council provides a weekly collection service for food waste, along with 2 bins (an indoor caddy for the kitchen and an outdoor caddy) and compostable bags for lining the indoor caddy (free of charge). However, despite this level of service, recent waste composition analysis of the residual waste bin shows that this still contains approx. 24% food waste (by weight) with approx. 50% of the food waste still being in packaging which could also be recycled.

Incentivising waste reduction and recycling (households)

26. Are there further powers, if any, for Scottish Ministers, and/or local authorities, that should be considered in order to incentivise positive household behaviours, to support waste reduction and increased recycling in Scotland?:

Restricting residual waste bin capacity, either through smaller bins and/or less frequent collections - set volume of waste per household per week. This is in the current Household Recycling Charter Code of Practice as desirable and is proposed as mandatory following the review of the Code of Practice however not statutory. If all authorities had to adopt a set weekly residual waste volume as a maximum then getting households to support this and encourage waste reduction would be more palatable as any decrease, especially when compared to a neighbouring authority, can be difficult to get residents to support. As always, exemptions to any bin size restriction would need to apply in relation to households where additional waste is generated such as for medical needs, large families, etc. Presently, these exemptions are determined by each authority. Aligned to the reduction in waste capacity, there also needs to be an increase in recycling capacity provided.

Any such initiative should be supported by a nation-wide funded communication campaign and strategy on radio, tv, press and social media enforcing the message as to the why and what. Providing a sustained and targeted communication campaign is near impossible to achieve within a council area alone unless a serious budget gets allocated to communications to do this.

Leading by example should be incorporated into everyday life including TV/radio/social media to help change behaviours. Public actions often reflect social and broadcast media therefore having influence in this area would be beneficial. People should be seen to be recycling, using food waste bins, shopping in charity shops, making sustainable choices through broadcast media such as TV programmes, etc.

27. Are there any other legislative measures that you consider Scottish Government should take to strengthen recycling and reuse at a household level, helping accelerate the rate and quality of household recycling in Scotland?:

No comment

28. Please add any additional comments:

No additional comments

Business recycling collection zoning

Neither agree nor disagree

30. Please add any additional comments::

Being a large rural authority we do not foresee commercial waste zoning to be of any benefit to us. We usually find that many waste management companies will sub-contract commercial waste collections in our area to the Council as more cost effective than for the company to carry out the

collections themselves, especially if it is a national contract and they don't have any base in this area. This would be of more benefit to larger towns and cities, whereby it could reduce the requirement and impact on the local authority to provide a service, and also reduce impact on town centres as the collection day for businesses within that zone would all be same day/same time therefore ensuring that disruption to city centre is minimised.

Littering and Improving Enforcement

New penalty for littering from vehicles

31. The previous consultation showed broad support for the proposal that Scottish Ministers should have the powers to introduce a new fixed penalty regime for littering from vehicles. Is there any new context or evidence that needs to be taken into account? :

Continue to support this.

The outcome of the National Litter and Flytipping Strategy consultation should provide context for this. Roadside litter is mainly generated from littering from vehicles and is a significant concern not only for the wildlife/farm animals but also for the safety aspect of our cleansing staff that have to collect this. Removing barriers to enforcement will allow for more fixed penalties to be awarded which should act as a deterrent. Experience of enforcement of fixed penalty notices across other sectors would need to be used in developing any enforcement regime including subsequent prosecutions for non-payment of fines.

32. The previous consultation showed broad support for the principle that the registered keeper of a vehicle bears primary responsible for offences such as littering from or in relation to their vehicle (for example by passengers or people using that vehicle at that time). Is there any new context or evidence that needs to be taken into account? :

Continue to support this.

Seizure of vehicles

33. The previous consultation showed broad support for the principle that enforcement authorities should be given powers to seize vehicles linked to waste crime. Is there any new context or evidence that should be taken into account?:

Continue to support this.

Assessing impact of bill proposals

Equality

34. Taking into account the accompanying EQIA, are there any additional likely impacts the proposals contained in this consultation may have on particular groups of people, with reference to the 'protected characteristics' listed above?:

Business and regulation

35. Taking into account the accompanying BRIA, do you think that the proposals contained in this consultation are likely to increase or reduce the costs and burdens placed on any business or sector? :

The BRIA process has not served Local Authorities well in previous legislation as it tends to work on the assumption that any additional costs associated with extra duties can usually be absorbed by the authority who has those new duties placed on them. The scale of the new duties around this new legislation will need properly funded at a base level and not be purely funded through estimated fine income.

Children's Rights and Wellbeing Impact Assessment

36. Taking into account the accompanying CRWIA, do you think that the proposals contained in this consultation are likely to have an impact on children's rights and wellbeing? :

Islands Communities Impact Assessment

37. Taking into account the accompanying ICIA, do you think that the proposals contained in this consultation are likely to influence an island community significantly differently from its effect on other communities in Scotland? :

Fairer Scotland Duty

38. Taking into account the accompanying Fairer Scotland Assessment summary template, do you think that the proposals contained in this consultation are likely to have an impact in relation to the Fairer Scotland Duty? :

Environment

39. Do you think that the proposals contained in this consultation are likely to have an impact on the environment? :

Yes, they should play a part in reversing the negative impacts on our environment associated with the linear approach that has been prevalent for many decades.

Conclusion

40. Do you have any other comments that you would like to make, relevant to the subject of this consultation, that you have not covered in your answers to other questions?

please specify:

Consideration needs to be given to how waste and recycling is reported through all nations of the UK especially if comparisons are to be made to the success of Wales and their recycling rate. All nations should be reporting identically if we are to compare. In Scotland, bottom ash from incineration can make up to 28% of the total overall weight of waste sent for incineration however even though the bottom ash is recycled, this is not permitted to be counted as recycling with regards to recycling rates. In contrast for Wales, incineration bottom ash that is recycled is counted towards their recycling rate. For example in 2020/21, the annual municipal waste collected in Wales was 1,488,253 tonnes; 558,107 tonnes was reused/recycled and 302,079 tonnes was composted giving a total of 860,185 which reflects as 57.8%. However, the actual overall tonnage reused/recycled/ composted was 972,863 tonnes – a difference of 112,678 tonnes which accounted for the incineration bottom ash being recycled and pushed their recycling rate up to 65.4% for the year (total waste incinerated for 2020/21 was 424,073 tonnes). This makes a strong argument for Scotland to include incineration bottom ash that is sent for recycling to be included and reported as recycling.

Any changes to legislation or new legislation that Councils/businesses are required to comply with requires to be fully enforced by the Scottish Government to ensure full compliance by all local authorities, businesses, etc. There is no point in doing all of this if there are no repercussions if local authorities/businesses do not comply. This requires to happen to ensure that the full impact of these changes can be achieved, however full support from the Scottish Government needs to be provided to ensure that any changes that are required to be made can be achieved within timeframes provided.

Although not in direct relation to the consultation subject itself, consideration needs to be given as to the timing of these consultations and the length of time given to respond given the lengthy documents and range of proposals to be considered. The timing of this consultation is very poor in relation to ensuring properly considered and detailed responses by local authorities. Given the local authority elections had just been held, which saw a large increase in new Councillors being elected, and summer recess almost following straight after, there has been no time to get comments/ feedback from elected members on any proposed response with our Councillors only returning on the 22nd August (the day that the consultation requires to be submitted). Additional time should have been given for consultation responses especially when also considering staff absent on summer holidays. This is not the first time that Scottish Government has ignored the constraints of how Local Authorities are governed when issuing consultations.

About you

What is your name?

Name:

Diane Rotherham

What is your email address?

Email:

diane.rotherham@aberdeenshire.gov.uk

Are you responding as an individual or an organisation?

Organisation

What is your organisation?

Organisation:

Aberdeenshire Council

The Scottish Government would like your permission to publish your consultation response. Please indicate your publishing preference:

Publish response only (without name)

We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for Scottish Government to contact you again in relation to this consultation exercise?

Yes

I confirm that I have read the privacy policy and consent to the data I provide being used as set out in the policy.

I consent

Evaluation

Please help us improve our consultations by answering the questions below. (Responses to the evaluation will not be published.)

Matrix 1 - How satisfied were you with this consultation?:

Slightly dissatisfied

Please enter comments here.:

Consideration needs to be given as to the timing of these consultations and the length of time given to respond given the lengthy documents and range of proposals to be considered. The timing of this consultation is very poor in relation to ensuring properly considered and detailed responses by local authorities. Given the local authority elections had just been held, which saw a large increase in new Councillors being elected, and summer recess almost following straight after, there has been no time to get comments/feedback from elected members on any proposed response with our Councillors only returning on the 22nd August (the day that the consultation requires to be submitted). Additional time should have been given for consultation responses especially when also considering staff absent on summer holidays. This is not the first time that Scottish Government has ignored the constraints of how Local Authorities are governed when issuing consultations.

Matrix 1 - How would you rate your satisfaction with using this platform (Citizen Space) to respond to this consultation?:

Slightly satisfied

Please enter comments here.:

Submitted to Delivering Scotland's circular economy: A Route Map to 2025 and beyond

Submitted on 2022-08-22 17:22:41

Package 1: Promote responsible consumption, production and re-use

1 To what extent do you agree with the measures proposed in this package to promote responsible consumption, production and re-use?

Agree

Supporting evidence:

There is a need for householders to fully understand the concept with regards to consumption. Most householders fully understand how and why to recycle or reuse as this has been the key messages communicated through national and local campaigns throughout Scotland for the last 20+ years however there has been very little communicated with regards to consumption and more so sustainable consumption and a national communications campaign regarding this is very much supported.

Ensuring that products being produced have options for reuse/repair to extend the product lifespan and also recycling options available at end of life is also a requirement. Producers must be supported in making these changes. Producers must accept responsibility for the products that they place on the market and product stewardship along with Extended Producer Responsibility Schemes will ensure that is considered. Businesses must be fully supported to make changes/diversify their business operations to more sustainable choices. More sustainable choices must exist, be feasible in terms of manufacture and be affordable to businesses and ultimately consumers. Scottish Government, industry trade bodies and economic development agencies need to sell the idea of sustainable alternatives and allow for a "just transition" between one product and another. Advice and assistance (including financial assistance) must be available to businesses to facilitate the creation, penetration or enhancement of a market for more sustainable goods or materials. A virtual monopoly should not result in that only larger, well-resourced companies can benefit from a reasonable market share of available business in Scotland.

Prolonging life of existing products/materials must make safety paramount and not be contrary to manufacturer tolerances without strong evidence and to a degree that insurance premiums and insurance compensation payments would be unaffected.

Building customer confidence in repair and reuse is critical in reducing consumption and extending product lifespan. The repair/reuse of products can be relatively expensive and inaccessible due to a skill shortage in this field, with many consumers finding it not much more expensive to buy a brand new item to replace with the added benefit of having a guarantee/warranty for a set period should anything go wrong. The option to repair/reuse should be significantly cheaper than buying new to encourage extending the product lifespan, with product design making it easier to repair/replace common parts at a lower cost.

Setting of consumption and reuse targets would be welcome to act as a driver and to guide policy and priorities within local authorities however would these targets be set at local authority level for compliance, and will the onus be on the local authorities to deliver these targets in full? Although local authorities have a part to play in achieving these targets, businesses through product stewardship and business models through innovation to develop and prolong product life will also be responsible with regards to reducing consumption levels. Third sector organisations and charities also have a significant role in repair and reuse. Mandatory reporting from all sectors would be a requirement to ensure that all data is captured and reported. Product passports for larger products could be beneficial in monitoring and recording goods reused as well as building confidence in consumers to purchase used goods.

Many local authorities have outdated, cramped recycling centres with limited space to implement Reuse options to its fullest potential. Significant investment would be required to assist local authorities in providing this service, not just in setting up (capital) but potentially ongoing (revenue) especially if there is consideration to be given to how bulky uplifts are transported to minimise damage and preserve for reuse.

2 Are there any further measures that you would like to see included in the Route Map to promote responsible consumption, production and re-use?

Further measures to include:

Retailers should be supported to offer takeback for all items that could be repaired/reused, e.g. sofas, dining furniture, etc., when customers are purchasing to replace. Retailers could either partner with local third sector/charity reuse organisation or be supported to sell on as used goods through their stores, with a limited warranty if needed, in the same way that cars have been bought and sold for many years. Retailers focus too much on sales, their focus needs to shift to include highlighting/promoting/targeting product longevity, repair, refurbish and reuse. This may require an incentive to influence a whole business approach by means of legislation or taxation.

The Route Map should include how it intends to collaborate with the UK Government to propose means by which the largest levers in our economy (e.g. taxation) can support a transition to a more circular economy. It does not seem sensible to be progressing too far down other routes without having some idea of how the overall economy is going to be shaped to support a more circular economy.

Package 2: Reduce food waste

3 To what extent do you agree with the measures proposed in this package to reduce food waste?

Strongly agree

Supporting evidence:

Waste composition analysis of residual waste bins within our local authority has seen high levels of food waste despite having a weekly food collection – 24%. Over half of the food waste within the residual waste bin is still packaged – presumably having gone out of date and therefore consumers not wishing to open the packaging to dispose of the food through the food waste recycling collection / packaging through the dry mixed recycling collection

are opting to place directly in the waste bin in the original packaging. Due to this we are therefore fully supportive of any awareness campaign to engage consumers on date labels and enhancing support for households to reduce food waste.

Whilst fully supportive of funding and focus on food redistribution through national or localised schemes, is there any data captured on how much of the food redistributed is utilised or ends up as waste due to potential dislike of choice, or food not being used before going off? Once that food is with the consumer, it then becomes the local authorities cost to dispose of either through food recycling or residual waste. Food apps such as "Too Good To Go" provide the consumer with a magic bag of items that are going out of date (that day normally) for a small fee however it is very much potluck in what you are supplied with and there is potential for quite a bit of wastage with retailers viewing this as a means of reducing their wastage but not really considering if the food choices provided could all be reasonably utilised. More support for food redistribution organisations would be welcome.

During the pandemic, there has been increased demand for services in food banks (and other community food alternatives). Intervention in ensuring viable food stays in the food chain could meaningfully address various forms of poverty as well as deriving significant environmental/circular benefits. Whilst removing "best before" dates from some supermarket produce seems ostensibly positive, it may present issues in determining how long donated food remains safely viable from a public health point of view. If food is coming from a wide variety of sources without best before dates, how can there be any certainty that the food is truly viable or has not been contaminated (accidental or by design). Traceability and public safety could be challenging if increasing volumes of food donated from a considerably wider range of new, smaller sources without the checks, balances, stock control resources that a larger supermarket might have at its disposal.

4 Are there any further measures that you would like to see included in the Route Map to reduce food waste?

Further measures to include::

Any awareness campaign should also include information and guidance to help consumers understand the role of home composting in the context of certain food waste such as peelings, egg shells, etc. encouraging certain types of food waste to be dealt with at source.

Package 3: Improve recycling from households

5 To what extent do you agree with the measures proposed in this package to improve recycling from households?

Agree

Supporting evidence:

Aberdeenshire Council agrees in principle to the measures proposed in this package to improve recycling from households and appreciate the benefits they can deliver however we have some concerns and suggestions that we would like to be taken into account as these proposals are progressed:

- Strengthen the monitoring and reporting framework for local authority waste services by 2025:
 - o Any additional reporting functions should be linked to the existing waste data flow/digital waste tracking system as would be easier and less time consuming if all within one system for updating. Need to ensure that the proposal to place a statutory duty upon collecting local authorities to report on final end destinations is not duplicating reporting. Surely, if waste and recycling is being sent to a licenced facility, the licenced facility should be reporting to the enforcing authority of their end destinations therefore when submitting waste data flow information on processors then this should link up to the end destinations being reported by the licenced facility. Although we list on our website the end destinations of our recycling and waste, the separated streams from the mixed recycling can differ from month to month with the waste management company choosing whichever option provides best value/income for that month therefore as this can be continually changing, it would be less onerous on a local authority if this information is reported just the once from the reprocessor with the link from the local authority to the reprocessor through the waste data flow and subsequently linked to their end markets. This would show complete transparency as the information is not being provided by the local authority but by the reprocessor who would be the one able to provide the verification through Waste Transfer Notes for the transfer of the material.
- Take powers to place additional requirements on local authorities regarding household collection services and develop statutory guidance for household waste services –
 - o There are concerns regarding the placing of additional requirements on local authorities regarding household collection services where it could include increasing or adding new collection services as this would require significant additional funding to be provided to implement this (both capital and revenue). Concern also with regards to being able to staff any additional requirements for collections – Aberdeenshire Council currently has 8 driver vacancies that they are struggling to fill, even through Agency services. For example, introducing a garden waste kerbside collection service for ALL households in Aberdeenshire is likely to require an additional 14 vehicles as a minimum and associated staff (driver + loader for each vehicle) and cost around £4.6 million for initial capital costs and running a fortnightly garden waste collection around £2.7 million per year. With no internal funding being available for such extra services, we are keen to understand what support is available from the Scottish Government for the introduction of and running costs of such new services.
 - o There requires to be a degree of flexibility based on local issues that local authorities encounter. Consideration needs to be given to whether an urban or rural authority, the additional number of vehicles/business mileage undertaken/emissions produced that any additional kerbside collection would incur and the additional tonnage that could be captured, over and above what is currently being collected through a bring system for example, to ensure that the method being utilised to capture the recycling is the most environmentally friendly option. It does not make sense to do more harm to the environment with any additional vehicle emissions if the additional recycling being collected does not have a positive impact or at least equal out the emissions being created.
- Take powers to introduce statutory recycling local performance targets for household waste services, with targets to be met from 2030:
 - o Consideration needs to be given to consistency across all UK nations in how they report i.e. Wales includes recycling of incinerator bottom ash in their recycling tonnage whereas this is not included in recycling data for Scotland.
 - o Any such targets set although challenging must be achievable based on potential of each local authority.
 - o If a local authority is providing the service but unable to achieve the recycling targets through lack of participation, this should be taken into account with regards to any potential penalties as the local authorities do not have means to enforce householders to recycle.
 - o Financial support and incentives to meet targets would be welcomed.
 - o Additional support by way of additional powers for local authorities to take enforcement action against households not willing to recycle or ongoing

contamination of recycling.

• To undertake a review of waste and recycling charging by 2024:

o As the outcome of this could affect the Councils' ability to recover costs for any household waste and recycling collection service they carry out, which would impact the bulky waste collection service and any proposed opt-in chargeable garden waste collection service, the concern would be with regards to funding. I note that the consultations states that "we (Scottish Government) will account for current and future funding availability for household services including the potential revenue stream from the reformed packaging EPR scheme." Councils will be using any funding provided from the EPR scheme to subsidise any additional costs of collecting waste streams under the EPR scheme and for the processing costs of such materials unless the funding mentioned in the consultation refers to funds collected from producers for EPR but not allocated to a local authority for recovering costs?

6 Are there any further measures that you would like to see included in the Route Map to improve recycling from households and incentivise positive behaviours?

Further measures to include:

Consideration of polluter pays principal especially with regards to potentially paying for residual waste collections whereby a householder would have a financial incentive to recycling/reuse their waste.

Package 4: Improve recycling from commercial businesses

7 To what extent do you agree with the measures proposed in this package to improve recycling from commercial businesses?

Agree

Supporting evidence:

Aberdeenshire Council fully supports the measures proposed in this package to improve recycling from commercial businesses, in particular:

- Conducting a national compositional study of waste from commercial premises by 2024. This data will be valuable in supporting and expanding on services offered to commercial customers and identify where potentially there are failings around services offered to capture as much waste for recycling.
- Reviewing compliance with recycling requirements by 2024. There is a lack of enforcement with regards to businesses and their compliance with the Waste (Scotland) Regulations 2012. Without the enforcement, there is a good amount of businesses either not attempting to recycle or only making a half hearted attempt at it.
- Tackling waste crime – there are a significant number of "men with a van" that are offering collections from households unlicensed. This ultimately has a connection to fly-tipping as they are unwilling to pay for disposal which has a large impact on local authorities in their costs for clean up and disposal. Householders have a part to play in this by ensuring that companies are SEPA registered waste carrier and should request paperwork to identify disposal of waste – this should be part of any campaign to ensure that householders fully understand their role in this.

8 Are there any further measures that you would like to see included in the Route Map to improve waste recycling from commercial businesses?

Further measures to include:

Tyres are a major issue for fly-tipping by businesses especially small garages that have problems in being able to get these collected for recycling. Consideration should be given to introducing an EPR scheme or deposit return scheme in relation to tyres or some kind of tyre licensing system with the manufacturer/seller of a tyre being responsible to ensuring that these are returned/collected for recycling. The ban on tyres going to landfill was put in place in 2003 for whole tyres and 2006 for shredded tyres however no process was put in place to support and encourage the recycling of the tyres from businesses therefore the onus (and cost) has fallen on to local authorities to deal with this type of waste, more commonly through fly-tipping. As a local authority, incidents of flytipped tyres have accounted for 17% of all flytipping incidents this year so far – 79 incidents this year so far; 154 incidents for 2021. Having a system in place to ensure that businesses are supported to return tyres for recycling would reduce the impact on the environment and also reduce the impact on local authorities in relation to flytipping clean ups.

Package 5: Embed circular construction practices

9 To what extent do you agree with the measures proposed in this package to embed circular construction practices?

Agree

Supporting evidence:

With construction being such a large and high-cost sector then costs (and legislation) are going to be key drivers. As such the proposals to work with and support industry seem sensible, as well as looking into options to develop financial incentives for material reuse. As with previous comments it would be worth engaging with the UK Government as some of the levers that could have a potentially significant impact here are at a UK level.

Whilst the measures being proposed for embedding circular construction practices are to be welcomed, the principals are not new, and it has to be questioned whether the approaches taken will be strong enough to persuade those who take the short term view that profits now are more important than sustainability for the future. As a high value / high profit industry the construction industry has been extremely reluctant to adopt many of the circular economy principles enshrined within Scottish Planning Policy, (such as reuse of existing buildings and "Long life / loose fit " developments). Circular economy principles are found in the Local Development Plan but remain almost "advice" in the face of the other demands made of the construction industry to meet needs. Perhaps it is because the construction element of the business offers a quicker and easier way to deliver shareholder profits?

The biggest change to construction waste arising seem to have come from the increased costs of landfill itself, and this would suggest that financial

mechanisms are the best way of achieving collective circular economy actions. The use of taxes and bonds, and the introduction of mandatory best practice guidelines will have a significantly greater impact on Construction waste arisings.

In this context the "soil symbiosis" programme seems like a practical and workable approach however it has to be questioned as to why this cannot be achieved for a further three years?

Direct action by Government in the form of punishing undesirable behaviours through taxation and bond approaches would seem to be the most appropriate means of achieving change. National Planning Policy already favours reuse of buildings and land over greenfield development therefore unsure as to how much further that can be progressed. Modern environmental standards frequently make replacement of buildings a more sustainable option than refurbishment, however there is the risk that constraining land supply to promote more refurbishments may have the effect of depressing supply and leading to consequential impacts on meeting housing and business needs.

10 Are there any further measures that you would like to see included in the Route Map to embed circular construction practices?

Further measures to include:

No comment

Package 6: Minimise the impact of disposal

11 To what extent do you agree with the measures proposed in this package to minimise the impact of the disposal of residual waste?

Neither agree or disagree

Supporting evidence:

The route map identifies actions that need to be taken upstream to minimise the fossil carbon in the residual waste stream and these actions are welcome and considered essential first steps. The commitment to developing a Residual Waste Plan in the near term is welcomed, however, the parameters for the plan should be more clearly defined in the route map. In particular, the route map needs to recognise that despite best intentions source separation is unlikely to achieve complete removal of fossil carbon and so only provides a partial solution. Accordingly, actions to deal with the reality need to be included. The scope for the Plan should include greater emphasis on how to derive the greatest carbon benefit from residual waste management and highlight the opportunity that energy from waste (EfW) facilities provide to achieve carbon negative status through installation of carbon capture systems. Carbon capture and storage is an inevitable requirement across the Scottish economy if Net Zero is to be achieved therefore the supply chain will develop in coming years and the suite of relatively new EfWs in Scotland are well placed to be able to access the Scottish Cluster should it develop. The route map fails to identify this opportunity and should be amended accordingly. The Residual Waste Plan remit should include definition of how the Scottish Government can assist the resource management sector to deliver carbon negative facilities. In relation to fiscal instruments, implementation of ETS for EfW in the route map should be accompanied by a commitment by the Scottish Government to lobby the UK government to establish a mechanism for carbon negativity to be rewarded or credited; this is essential if investment in carbon capture is to be commercially viable for EfW facilities. A commitment to introduce further fiscal measures or, as a minimum, an increase in current funding to incentivise district heating networks associated with EfWs should be included in the route map.

12 Are there any further measures that you would like to see included in the Route Map to minimise the impact of disposal?

Further measures to include:

See response to Question 11

Package 7: Cross-cutting measures

13 To what extent do you agree with the measures proposed in this package to support action across the circular economy?

Strongly agree

Supporting evidence:

Aberdeenshire Council fully supports the measures proposed in this package however please note below some suggestions in relation to progressing these measures:

- We will put a duty on Scottish Ministers to produce a Circular Economy Strategy

- o Agree that there should be a duty on Scottish Ministers to publish a Circular Economy Strategy however consider 5 years as potentially too quick a turnover for a new Strategy. The Climate Change Plan sets out a vision for 2045; the waste route map sets out a clear direction for the next 5-10 years therefore it would be beneficial that any CE Strategy incorporates the aims and objectives of the waste route map and how these will be achieved therefore propose that any Strategy should follow the same overall timeframe of 10 years.

In realistic terms, any service change or legislative change can take several years to implement, for example the Deposit Return Scheme (DRS). A public consultation on DRS was first held in 2018 however it will be August 2023 before this goes live.

A longer term Strategy also allows local authorities to consider the implications on existing infrastructure and finances and allow for additional resources/fleet changes/additional financial assistance to be considered longer term to allow for this to be incorporated over a period of time.

Propose: A 10 year Strategy that is reviewed and updated at year 5, based on annual reviews of progress made on the aims and objectives.

- We will develop a monitoring framework and associated targets:

- o Agree that targets require to be widened to incorporate more than just recycling to ensure capture of all options such as consumption and other circularity measures.

o To be able to have reliable data for setting such targets then there is a requirement for mandatory public reporting of all wastes, and not just from local authorities. To include business waste and business surplus, food waste and food surplus (from all sectors) and textile/clothing waste and surplus.

14 Are there any further measures that you would like to see included in the Route Map to support action across the circular economy?

Further measures to include:

Investment and co-ordination regarding a nationwide communications campaign. High profile planned and sustained campaigns can make a significant difference in participation by increasing awareness and how important a role the public play. Although ZWS provide support by way of providing template materials, best practice, images, and case studies in relation to communication campaigns, it is still down to each local authority to finance the production of any communication materials and advertising. Even with the recent Recycling Improvement Fund, the funding for new collection services does not include the communications, which is a vital part of any new service, with this funding having to be found from within existing Council budgets. To really drive behaviour change, communication will need to be varied for impact but sustained and the funding for that needs to be forthcoming.

Beyond 2025

15 To what extent do you agree with the principles proposed to underpin future circular economy targets?

Agree

Supporting evidence:

Aberdeenshire Council agrees with the principles which will underpin future circular economy targets, namely:

- Achieve net zero by 2045. Agree that future targets should align with our commitment to achieve this with targets being considered and viewed not only by weight percentages but by carbon reduction also.
- Reduce the material footprint of our resources and waste. Agree that future targets should help ensure that resources are reused. A great example of this is in procurement and ensuring that items contain a minimum amount of recycled material therefore reducing virgin material use, such like waste and recycling bins containing a percentage of granulated plastic from end of life bins.
- Maximise the value of our circular economy. Previously, in the past the waste industry has struggled to retain reprocessors in Scotland with much of recyclate material heading south to be processed. The Government needs to ensure that there are plenty of incentives and funding to encourage and retain businesses in Scotland, building a thriving, sustainable economy.
- Align with EU. Agree with continuing to align our targets with EU to ensure market alignment however consideration should also be given to local issues that can be a barrier to Scotland achieving those targets and ensuring that the targets are realistic for Scotland. Although targets should be challenging, they should also be achievable as otherwise the targets themselves can become a barrier to commitment and investment to progress if the targets are always deemed to be unreachable.

Impact assessments

16 Please provide any further information or evidence that should be considered in the accompanying Equalities Impact Assessment.

Further information:

17 Please provide any further information or evidence that should be considered in the accompanying Fairer Scotland Assessment.

Further information:

18 Please provide any further information or evidence that should be considered in the accompanying Island Communities Impact Assessment.

Further information:

19 Please provide any further information or evidence that should be considered in the accompanying Business and Regulatory Impact Assessment.

Further information:

20 Please provide any further information or evidence that should be considered with regards to the environmental impact of proposals outlined in the Route Map.

Further information:

1. With regards to the introduction of separate collections for textiles, hazardous waste and garden waste as part of the EU Circular Economy Package (CEP), we would like to emphasise that the amendments to the Waste Framework Directive do not dictate that these collections should be kerbside collections. The directive EC 2018/851 amending Directive 2008/98/EC clearly states:

“(42) Separate collection could be achieved through door-to-door collection, bring and reception systems or other collection arrangements. While the obligation to separately collect waste requires that waste be kept separate by type and nature, it should be possible to collect certain types of waste together provided that this does not impede high-quality recycling or other recovery of waste, in line with the waste hierarchy. Member States should also be allowed to deviate from the general obligation to separately collect waste in other duly justified cases, for instance where the separate collection of

specific waste streams in remote and scarcely populated areas causes negative environmental impacts that outweigh its overall environmental benefits or entails disproportionate economic costs. When assessing any cases in which economic costs might be disproportionate, Member States should take into account the overall economic benefits of separate collection, including in terms of avoided direct costs and costs of adverse environmental and health impacts associated with the collection and treatment of mixed waste, revenues from sales of secondary raw materials and the possibility to develop markets for such materials, as well as contributions by waste producers and producers of products, which could further improve the cost efficiency of waste management systems.”

In addition, so far, the requirement to collect household hazardous waste separately has not been mentioned or discussed in the context of the changes anticipated from the EU CEP and we would welcome early clarity on Scottish Government's plans to implement this requirement.

As a large rural local authority with a vast geographical spread we are concerned of the cost of providing such services, in addition to the other kerbside collections we already provide and would welcome early clarity of funding available for such services, given that the collection and reprocessing costs of these materials will not be covered by the Extended Producer Responsibility proposals for packaging.

2. With regards to reporting, consideration needs to be given to how waste and recycling is reported through all nations of the UK especially if comparisons are to be made to the success of Wales and their recycling rate. All nations should be reporting identically if we are to compare. In Scotland, bottom ash from incineration can make up to 28% of the total overall weight of waste sent for incineration however even though the bottom ash is recycled, this is not permitted to be counted as recycling with regards to recycling rates. In contrast for Wales, incineration bottom ash that is recycled is counted towards their recycling rate. For example in 2020/21, the annual municipal waste collected in Wales was 1,488,253 tonnes; 558,107 tonnes was reused/recycled and 302,079 tonnes was composted giving a total of 860,185 which reflects as 57.8%. However, the actual overall tonnage reused/recycled/ composted was 972,863 tonnes – a difference of 112,678 tonnes which accounted for the incineration bottom ash being recycled and pushed their recycling rate up to 65.4% for the year (total waste incinerated for 2020/21 was 424,073 tonnes). This makes a strong argument for Scotland to include incineration bottom ash that is sent for recycling to be included and reported as recycling.

3. Any changes to legislation or new legislation that Councils/businesses are required to comply with requires to be fully enforced by the Scottish Government to ensure full compliance by all local authorities, businesses, etc. There is no point in doing all of this if there are no repercussions if local authorities/businesses do not comply. This requires to happen to ensure that the full impact of these changes can be achieved, however full support from the Scottish Government needs to be provided to ensure that any changes that are required to be made can be achieved within timeframes provided.

4. Although not in direct relation to the consultation subject itself, consideration needs to be given as to the timing of these consultations and the length of time given to respond given the lengthy documents and range of proposals to be considered. The timing of this consultation is very poor in relation to ensuring properly considered and detailed responses by local authorities. Given the local authority elections had just been held, which saw a large increase in new Councillors being elected, and summer recess almost following straight after, there has been no time to get comments/ feedback from elected members on any proposed response with our Councillors only returning on the 22nd August (the day that the consultation requires to be submitted). Additional time should have been given for consultation responses especially when also considering staff absent on summer holidays. This is not the first time that Scottish Government has ignored the constraints of how Local Authorities are governed when issuing consultations.

About you

21 What is your name?

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22 What is your email address?

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23 Are you responding as an individual or an organisation?

Organisation

24 What is your organisation?

Organisation:
Aberdeenshire Council

25 The Scottish Government would like your permission to publish your consultation response. Please indicate your publishing preference:

Publish response only (without name)

26 We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for Scottish Government to contact you again in relation to this consultation exercise?

Yes

27 I confirm that I have read the privacy policy and consent to the data I provide being used as set out in the policy.

I consent

Evaluation

28 Please help us improve our consultations by answering the questions below. (Responses to the evaluation will not be published.)

Matrix 1 - How satisfied were you with this consultation?:

Slightly dissatisfied

Please enter comments here.:

Consideration needs to be given as to the timing of these consultations and the length of time given to respond given the lengthy documents and range of proposals to be considered. The timing of this consultation is very poor in relation to ensuring properly considered and detailed responses by local authorities. Given the local authority elections had just been held, which saw a large increase in new Councillors being elected, and summer recess almost following straight after, there has been no time to get comments/ feedback from elected members on any proposed response with our Councillors only returning on the 22nd August (the day that the consultation requires to be submitted). Additional time should have been given for consultation responses especially when also considering staff absent on summer holidays. This is not the first time that Scottish Government has ignored the constraints of how Local Authorities are governed when issuing consultations.

Matrix 1 - How would you rate your satisfaction with using this platform (Citizen Space) to respond to this consultation?:

Slightly satisfied

Please enter comments here.: