

CODE OF PRACTICE

Household Recycling in Scotland

Version 1, October 2015

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Foreword

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Contents

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Section 1: Using this Code of Practice

This Code of Practice (CoP) is intended to be used by local authority waste managers in Scotland. Throughout the CoP, there is general text that provides context to the section and references to further reading. There is then 'Essential' and 'Desirable' requirements, which shall be interpreted in the following manner:

ESSENTIAL

These requirements are vital in the effort to achieve consistency across waste and recycling services in Scotland. The adoption of these requirements is mandatory and the Council should prioritise the progression of these elements.

DESIRABLE

These requirements are important in the effort to achieve consistency across waste and recycling services in Scotland. The adoption of these requirements is something that Councils shall consider after they have met the essential requirements.

Finally, there is also reference to elements that have not been captured within this CoP. These sections outline other factors that were discussed or considered but at this time have not been included within the scope of the CoP.

ELEMENTS NOT CONSIDERED

These requirements are important in the effort to achieve consistency across waste and recycling services in Scotland. The adoption of these requirements is something that Councils shall consider after they have met the essential requirements.

Section 2: Outcomes

A Zero Waste Taskforce was formed between 2014 and 2015 with the aim to identify ways in which parties could work together to create the conditions for investment in the waste industry in Scotland whilst supporting local authorities to deliver efficient and accessible services. One of the outputs from the Taskforce was the voluntary Household Recycling Charter and within this, there was a recognition of the potential advantages of local authorities developing more consistent and coherent waste collection services, leading to both more efficient services and increased quality and quantity of recycling collected. The Household Recycling Charter was approved in August 2015¹. The charter makes 21 ambitious commitments from local government that will achieve an agreed set of outcomes, listed below.

- To improve our household waste and recycling services to maximise the capture of, and improve the quality of, resources from the waste stream, recognising the variations in household types and geography to endeavour that our services meet the needs of all our citizens.
- To encourage our citizens to participate in our recycling and reuse services to ensure that they are fully utilised.
- To operate our services so that our staff are safe, competent and treated fairly with the skills required to deliver effective and efficient resource management on behalf of our communities.

The Code of Practice contains a more detailed set of outcomes that will deliver the aspirations of the Household Recycling Charter. The outcomes that will be delivered by this Code of Practice are:

OUTCOME ONE: ACHIEVE HIGH QUANTITIES OF RECYCLING AND MINIMISES NON-RECYCLABLE WASTE

Recycling more and wasting less is good for the Scottish economy and for local government. This Code of Practice seeks to increase quantities of recycling and reduce the amount of waste that cannot be recycled being disposed in less favourable ways.

OUTCOME TWO: SUPPORT THE CIRCULAR ECONOMY THROUGH MAXIMISING HIGH-QUALITY MATERIALS

High-quality recycling, typically defined as 'closed loop' recycling, generally achieves higher value in global, European and UK markets. There is also greater opportunity for investment in reprocessing industry where there is a ready supply of high-quality materials available to the market in consistent formats and standards. This Code of Practice seeks to provide consistent, high-quality materials for the market, supporting the work of the Scottish Materials Brokerage Service.

OUTCOME THREE: COST EFFECTIVE SERVICES FOR LOCAL GOVERNMENT

¹ <http://www.cosla.gov.uk/news/2015/10/household-recycling-charter-agreed>

Local government spends £368m every year² on waste and recycling services. This Code of Practice seeks to deliver services that make financial sense for most Scottish Councils in the medium to long term.

OUTCOME FOUR: KEEP CITIZENS, STAFF AND CONTRACTORS SAFE AND HEALTHY

The services delivered by local government impact on the lives of citizens, staff and the contractors who all make the services work effectively. This Code of Practice seeks to ensure that services being delivered recognise and manage any hazards to the safety and health of these groups.

OUTCOME FIVE: SERVICES THAT ENCOURAGE PARTICIPATION FROM CITIZENS

At the heart of all high-performing services is a recognition that the need for citizens to understand and use the services available to them is vital. This Code of Practice seeks to ensure that the waste and recycling services being delivered to citizens are easily understood and communicated in language and formats that they understand to allow them the ability to participate fully.

OUTCOME SIX: COMPLY WITH REGULATIONS

Local government has a duty to meet a wide range of legislative requirements. In the context of this Code of Practice, the Waste (Scotland) Regulations 2012 are most relevant and this Code of Practice will ensure that these regulations are met.

OUTCOME SEVEN: SERVICES THAT SUPPORT SCOTTISH AND LOCAL EMPLOYMENT

Local government employs an estimated 2,670³ people to deliver waste and recycling collections services. This Code of Practice will seek to deliver services that support employment in Scotland and within local areas either through collection services or from the onward sorting or sale of materials.

² Audit Scotland (2013/14). Indicator: Environmental Services. [Online] <http://www.improvementservice.org.uk/benchmarking/environmental.html> [Accessed October 2015].

³ Estimated number of drivers and loaders required to undertake kerbside waste and recycling collections from households (calculated by Zero Waste Scotland, 2015).

Section 3: Designing household waste & recycling services

This section provides guidance on the key principles to be considered for designing waste and recycling services that will follow the current established best practice. The design of services is most fundamental to the performance and operation of the services thereafter and is believed to be the most important factor in achieving the outcomes of the household recycling charter.

3.1 ESTABLISHING COMMON COLLECTION SYSTEMS

The household recycling charter states:

We will design our household collection services to take account of the Code of Practice (CoP) for the variety of housing types and geography in our community. In doing so, over time, **we will establish common collection systems**, as appropriate, for paper, card, glass, plastics, metals, food and other commonly recycled materials as deemed feasible (e.g. textiles, small WEEE, nappies) across Scotland.

3.2 HOUSEHOLDS CLASSIFICATION

There are a number of different household types across Scotland, located in different geographies, each with their own unique design and community. However, for the purposes of this CoP, efforts have been made to classify households in broad categories, which will allow definitions for established common collection systems to be given.

HOUSEHOLDS WITH ACCESS TO THE KERBSIDE

These are the most common households in Scotland⁴. Access to the kerbside is important for waste collection as individual containers can be placed out and returned for collection to specific properties. How has this been determined? Where did the information come from?

HOUSEHOLDS WITHOUT ACCESS TO KERBSIDE OR WITH SHARED CONTAINERS

Many properties, as a result of the historical design, do not permit direct access to the kerbside for individual properties to place containers for waste collection. Examples of these types of properties include terraced houses, flats, tenements and maisonettes. As a result of not having direct access to the kerbside without pulling containers through the property, waste collection in such households may need to vary from the main waste and recycling collection.

Some properties will have been given containers to share with their neighbours for logistical reasons. Examples of this would be flatted properties, tenements and rural properties where space constraints mean that waste storage is shared.

HOUSEHOLDS THAT ARE DIFFERENT, CHALLENGING OR REMOTE

There is a recognition within this CoP that some geographical areas will not fit in with the descriptions given above and there will be exceptions where a 'standard' service is not appropriate. This is often because of the challenges with operating a service to the property or because of the cost of delivering a service. **As a basic rule, if it is possible to deliver a refuse service then surely it**

⁴ *Detached & Semi-Detached properties were 48% of total households. Flats were 30% and Terraced properties were 21%. Scottish Neighbourhood Statistics (2013). Standard Reporter. [Online] <http://www.sns.gov.uk/Downloads/DownloadHome.aspx>. [Accessed October 2015].*

should almost always be possible to deliver a recycling service of some kind provided that the container is suitable and the service is as safe and convenient as the refuse service and therefore has a high enough participation rate to warrant a regular collection. Providing a refuse collection but not a recycling collection gives out the wrong message of the priority we give to recycling.

We believe that we should be aiming for as few variations in service as possible across housing types.

For the purposes of the CoP such properties are defined in the following list, although it is recognised that this is not exhaustive and there will be other property types that could be categorised as being different, challenging or remote:

Rural properties: Within the Scottish Government 6-fold Urban/Rural classification⁵, these properties are most likely to be found categorised as Category 6 (Remote Rural), which is settlements of less than 3,000 population that is greater than 30 minutes drive from the nearest town of more than 10,000 population. This amounts to 6.1% of Scottish households. There will also be small pockets of households within Category 5 (Accessible Rural) where access to specific properties requires driving down narrow or private roads. Many of these are properties with access to the kerbside as they are in hamlets or villages. This needs further definition.

City Centre: Although difficult to define accurately, many city centre locations, where many households are co-located next to or above commercial properties are likely to require almost bespoke services due to restricted access times and availability of suitable kerbside storage for containers.

Islands: Although rural in nature, so likely captured above, waste and recycling collections from island locations often incurs additional expense resulting from transport and shipping costs. The CoP recognises that this is a factor for Councils to consider when designing waste and recycling services.

Special housing: Across most Council areas there will be properties that are difficult to access or provide a regular service to. Often the reasons for this are due to the design of the properties, the access (e.g. via private roads) or the conditions (e.g. over-grown lanes). In many cases, bespoke services have been created for these properties and they may require further consideration.

I do not think these classifications are correct for this document. Given that the preferred option being proposed is a kerbside sort then we should break down the housing types into “kerbside sort suitable” and kerbside sort non-suitable”. Only two classifications are required which are then defined - suggested criteria is:

Suitable

Properties located on streets where there is a road with a footpath or other suitable space for roadside working.

⁵ Scottish Government (2013/14). Scottish Government Urban Rural Classification 2013-2014. [Online] <http://www.gov.scot/Publications/2014/11/2763/downloads> [Accessed October 2015].

Properties that have space to store the container(s) listed within the curtilage of their property. This may be a shared space (under the ownership/control of the residents, or an individual yard/garden/driveway space.

Not Suitable

Properties with no roadside space or footpath to allow kerbside sorting.

Properties with insufficient space to store the container(s) listed within the curtilage of their property.

It would be interesting to do some work on the numbers that fall into each of these categories?

Options for the not suitable properties would then be proposed along the lines later in this document?

3.3 A MODEL FOR BEST PRACTICE COLLECTIONS

In the process of developing the Household Recycling Charter, there was a recognition of the potential advantages of local authorities developing more consistent and coherent waste collection services, leading to both more efficient services and increased quality and quantity of recycling collected. To understand the potential for more consistent collection services, a modelling exercise was undertaken by Zero Waste Scotland, with input from a core group of waste management officers, COSLA and Scottish Government officers, to determine the most appropriate collection system that would benefit Scotland as a whole in achieving the stated seven outcomes.

The seven outcomes should be prioritised so that we can be confident that the chosen model is the best fit.

3.4 MODELLING METHODOLOGY AND STUDYING CURRENT PRACTICE

The methodology for undertaking the modelling is provided in **Appendix C**. Further to this, the results of this modelling were discussed at meetings of the core group of waste managers, SOLACE leads and the Code of Practice Summit⁶ with 31/32 waste managers in September 2015. The scenarios considered were based on the current practice in Scotland and from the approaches adopted elsewhere in the UK, notably in Wales, where the Municipal Sector Plan⁷ was published in 2011.

Whilst the modelling work established what would be the best collection service for Scotland in the context of the seven outcomes, there is a recognition in this approach that the following assumptions have had to be made:

⁶ The Code of Practice Summit was held in Stirling on 10th and 11th September 2015 with waste managers from 31 local authorities in attendance.

⁷ Welsh Assembly Government (2011). The Welsh Municipal Sector Plan. [Online] <http://gov.wales/docs/desh/publications/110310municipalwastebblueprinten.pdf> [Accessed October 2015].

- a) The same costs for vehicles, containers, gate fees and material sales income has been applied to all Councils. All costs were derived from a survey of 15 local authorities in August 2015.
- b) Standard depreciation of 7 years on vehicles, assumed to be purchased not leased, has been applied.
- c) No benefits from collaborative procurement or shared services have been accounted for within the model.

As a result, Councils are reminded that this modelling exercise was to demonstrate the potential for more consistent collection service across Scotland and therefore, each Council will have to assess the actual costs of implementing the 'Collection Model' and the associated policy, operational and communications requirements that will support this.

3.5 PREFERRED COLLECTION MODEL

INTRO REQUIRED

Figure 1 below shows the results of the modelling exercise for the scenario that meets all of the outcomes stated in Section 2. This model shall be considered by all Councils following this CoP. However sufficient flexibility to adapt this locally whilst still achieving a more consistent recycling service to citizens, is described in sections 3.5.1-3.5.6. The important factor in making services more consistent relates to the experience of the citizens. First, every citizen should understand what they can and cannot recycle in their collection service. Second, when they understand what is acceptable to be recycled the mix of materials and the way that they mix materials shall remain consistent across the country. This means that the container that citizens place each item in to is the most important decision we ask them to make and this is where consistency shall be focussed. Citizens no less about the way a service is operated or what happens to materials once they have placed their container out for collection. Thus, this CoP has retained some flexibility for Councils regarding the type of container used, the vehicles used, the frequency of collection and the operational parameters.

We agree that “the container is the most important decision we ask them to make”. It is our experience that one of the main issues householders face is knowing which container to put which material in. The simpler this is the better participation there is.

Figure 1: Preferred collection model

INSERT FIGURE SIMILAR TO SCENARIO 4 (Weekly trolley-box with food waste co-collected) from COP SUMMIT.

As outlined earlier, Councils following this CoP are expected to evaluate their service against the Preferred Collection Model shown in **Figure 1**. However, it is also recognised that many Councils will be able to deliver container-consistency for citizens using a different recycling collection system.

Does this mean the trolley is optional?

3.5.1 Households with access to the kerbside

For 'Households with access to the kerbside', which covers the majority of properties in Scotland, where the Preferred Collection Model is not being followed, the following requirements shall be adopted within their service.

3.5.1.1 Essential contents

The service for these properties **shall adopt** the following requirements:

- a) Separate containers shall be provided to each property for the following:
 - I. Paper and card;
 - II. Metals, plastics and cartons
- b) Separate containers shall be provided for food waste collection in all areas where the Waste (Scotland) Regulations 2012 require a collection.
- c) Collection of these containers will take place from the kerbside or nearest safe point of collection.
- d) Separate containers for glass shall be provided to each property or alternatively within the community. These containers will facilitate the colour separation of glass to occur.
 - I. Where the Council is not providing a glass collection from each property, the Council is required to demonstrate that the alternative provision (i.e. from recycling points) is achieving the same quality and quantity of glass that would otherwise be collected from kerbside collection. This can be demonstrated through benchmarking with other Councils, comparing with historical data or monitoring waste composition analysis of non-recyclable waste to show capture rates of glass as outlined below.
 - The glass collected should achieve a minimum benchmark yield of 55kg/hh/year (to exclude tonnage rejected at a MRF or by a reprocessor), or alternatively the arisings of glass in the non-recyclable waste stream should not exceed a maximum benchmark yield of 15kg/hh/yr.
 - The glass should be of sufficient quality to allow closed loop recycling and be of comparable quality to materials collected separately.
 - The residual target will likely be the one that has to be used in many cases as it will be difficult for some authorities to be able to separate out the glass tonnage to make this calculation as in some places glass is co-collected with glass from trade collections and in some cases traders are allowed the use of public recycling points. How will this be accounted for? Can this glass be counted towards the target of 55kg/hh/yr? Where did the 55kg come from? (This seems quite a challenging target? In Aberdeenshire, total tonnage collected per annum was around 7000 tonnes which equates to around 55kg/hh/yr but that was when a glass included comingled service provided to 70,000 hh, as well a significant trade glass collection and one of the highest density recycling point services in the country. If the trade glass was discounted this would be difficult to achieve.)
 - II. Will some kind of methodology be produced on how to establish the level of glass in residual waste? Does this mean annual waste analysis or something more frequent? Where glass containers are not provided to each property the Council should provide a minimum capacity outlined of 10 litres per week for each

property within the community. In urban areas these should be within 5 minutes walking distance from each property.

- For example, for an area of 2,000 properties there would be a requirement for 20,000 litres per household per week of glass recycling provision. For these properties, the Council is expected to provide 16 x 1280 litre wheeled bins for glass recycling.

Should there not also be a 55kg/hh/yr target for this service too? (or 15 kg in residual).

We assume increased frequency of collection of fewer containers would also be acceptable?

How is 5 mins walking distance defined? Crow flies? What walking speed? It might be better to simply state a provision/population – for example, 1 recycling point for every settlement of over 150 properties. And in larger towns and cities, minimum of 1 recycling point for every 750 properties and provided these are regularly serviced that should be fine – this would give a much higher coverage of RPs than is currently the case. It is dangerous to define this closely as location of RPs is entirely down to finding suitable space. I think this level of provision in litres is not necessary and is far too much in any case. Where is the data that was used to reach this number? How does this compare with current provision across Scotland?

Why is it OK to not collect glass directly from households but not other materials? Could there be flexibility where an authority chooses to provide RPs or similar for, say, cans and instead uses that compartment on their vehicle for glass!!?? Perhaps we should simply require that glass is collected – that way the service is harmonised?

III. Colour separation of glass can occur at a glass sorting facility if the Council can demonstrate through benchmarking with other Councils that the same quantity of glass will be available to enter high-quality recycling processes (i.e. remelt to glass containers) after sorting has taken place .

- Benchmarking should focus on comparing historical data or monitoring waste composition analysis of non-recyclable waste to show capture rates of glass as outlined below. The glass collected should achieve a minimum benchmark yield of 55kg/hh/year (to exclude tonnage rejected at a MRF or by a reprocessor), or alternatively the arisings of glass in the non-recyclable waste stream should not exceed a maximum benchmark yield of 15kg/hh/yr.

e) The weekly volume of recycling to be provided to each property for each material where kerbside collection takes place should exceed the following:

Paper/Card	40 litres per week
Metals/Plastics/Cartons	70 litres per week
Glass	35 litres per week
Food waste	20 litres per week

Can we see the data this is based on? 35 litres per week for glass seems very high? That's a whole smaller sized kerbside box per week? From experience, the lack of capacity from kerbside box type systems is for plastic containers and possible cardboard, not glass. Is this simply because of

minimum box sizes or is there another reason? Might it be more flexible to provide a range so that authorities have the freedom to make informed choices that is better suited to the demographics and other variables in their area? Or it might be better to state a minimum **overall** recycling litre figure and how that is divided is up to the LA?

- f) At the point of collection, the contents of each container will either be sorted into constituent parts or placed into separate compartments or vehicles for sorting at a site.
- For example, paper will be separated from card; plastics separated from metals and cartons; and glass will be colour-sorted.
 - For example, paper and card are placed into one compartment or a separate vehicle for sorting at a site OR metals, plastics and cartons are placed into one compartment or vehicle for sorting at a site OR glass is placed into one compartment or vehicle for sorting at a site.

Does this mean comingled is OK then? Materials placed into vehicle for sorting at a site where they will be sorted as prescribed above? Recycling vehicle is separate from refuse vehicle? We could buy pod vehicles and then recyclables in one compartment and food in the other, separate compartments done! The above are only examples???

3.5.1.2 Desirable contents

The following procedures **should be considered** within the Councils ways of working:

- a) The collection of each recycling material stream is carried out on a weekly basis. Why? Is this based on need, convenience or what? Shouldn't we consider carbon footprint of collections? If fortnightly is sufficient why go weekly?
- b) To reduce vehicle congestion and carbon impacts of collection, one vehicle is used to collect all recycling in one pass from each property. Ah, so it does matter.....
- c) Separate containers for food waste recycling are provided in all areas that are not required to have a collection under the Waste (Scotland) Regulations 2012.
- I. This will be based on the principle of a co-collecting food waste with dry recycling in a separate compartment within the vehicle.
 - II. This will be based on the principle of collecting from settlements that are on-route between two settlements that are legally required to have a food waste service provided under the requirements of the Waste (Scotland) Regulations 2012.
 - For example if vehicles are driving from town A to town B, both of which are required to have food waste service provision, and in doing so the vehicles drive through town C, it would be expected that the properties in town C would be provided with a collection.
- d) An association of colours to containers is beneficial to public engagement. Colours to be associated with each material stream are shown in the table below:

PAPER/CARD	Blue
METALS/PLASTICS	Green
GLASS	Purple
FOOD WASTE	Green
GARDEN WASTE	Brown

NON-RECYCLABLE WASTE	Grey/Black
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- I. When new services are being introduced the colours above **shall** be introduced.
- II. Where new services are not being introduced the Council shall consider means of implementing this colour system by other means wherever practicable.
- III. The colour association can be achieved by the procurement of whole containers in these colours or by changing lids that match these colour or by fixing prominent permanent stickers to the containers to identify the colour association. What about co-collection of FW with garden waste? Is that allowed?

Green for metals/plastics? And green for food too? Could that not become confusing?

What about mixed collections – if they exist (even if only from those LA's not signing up) it would be good for them all to have a colour too? And the private sector trade mixed collections could also adopt that? Would make sense to agree that through this process too?

- e) The Council shall consider means whereby some or all collection vehicles are equipped to receive other items such as small Waste Electrical and Electronic Equipment (WEEE), Textiles, Batteries and Absorbent Hygiene Products (AHPs, also referred to as nappies).

3.5.1.3 Elements not considered for this CoP

The following elements of the service design are not specified within this CoP, although the list provided is not exhaustive. Therefore, Councils are invited to interpret their own needs for these aspects of their service.

- a) Garden waste services are not a legal requirement. Garden waste services have a big impact on recycling performance across Scotland and they are understood to be popular services for citizens. However, this CoP does not give specific advice on how each Council should be collecting garden waste. As a minimum, garden waste recycling shall be provided at Household Waste Recycling Centres by the Council.
- b) Density of recycling points is very varied across Scotland. Some arguments can be made for lower density of recycling points where a comprehensive kerbside recycling service is provided and conversely, some Councils have used recycling points to serve whole or parts of areas to supplement or sometimes replace kerbside collections. However, this CoP has not specified what provision should be made for recycling points other than the provision for glass recycling where a kerbside collection is not provided.

Garden waste should be included. It is a hot topic and if the view is that garden waste is a good thing then shouldn't it be in the charter? And conversely, if garden waste collection is not such a good thing, shouldn't we be saying that we want to phase these out or even make them chargeable? Missed opportunity – this is one of the current systems that is often discussed with householders regarding why they get X service in this area but Y somewhere else.

Recycling points – but we have specified some numbers for glass – and, as above these would be better on density than litres per household. But I agree that provision of RP containers for other materials should be left to the authority to decide upon.

3.5.2 Households without access to the kerbside or with shared containers

In properties where access to the kerbside is limited or where the service has to be provided via shared containers due to space constraints the following requirements shall be adopted.

3.5.2.1 Essential contents

The service for these properties **shall adopt** the following requirements:

- a) In the first instance, efforts should be made to introduce the same service to these properties as will be delivered to those households with access to the kerbside detailed in **3.5.1**. The Council shall provide evidence of any assessment that is carried out in this regard.
- b) What constitutes evidence? Who is this provided to and how/when?
- c) Separate containers should be provided to each property or group of properties for the following mix of materials. This can be achieved by individual or communal containers.
 - I. paper and card;
 - II. metals, plastics and beverage cartons
- d) Separate containers should be provided for food waste recycling to each property or group of properties as required within the Waste (Scotland) Regulations 2012. This can be achieved by individual or communal containers.
- e) Separate containers should be provided for glass in line with the requirements set out in **3.5.1.1d**.
- f) If there is no room for all of the containers, can a mixed container be provided? Or is there a priority list if only some of the materials can be collected, e.g. paper comes first as there is more volume?
- g) Any guidance on recommended volumes of communal containers for these properties? We would expect this to differ from kerbside properties.

Any requirements on how far these facilities should be from the flats? e.g. could one RP service three multi story buildings for example? Or is a road end communal site in a rural area acceptable? Or anything goes?

3.5.2.2 Desirable contents

The following procedures **should be considered** within the Councils ways of working:

- a) The requirements set out in Section **3.5.1** shall be followed.
- b) Less frequent collection for these properties might be achieved through the provision of larger capacity containers, still exceeding the volumes set out in **3.5.1.1e**, which facilitates communal collections.

3.5.3 Rural properties

Details of the types of property to be included within this category are provided in **3.1**. In rural properties the following requirements shall be adopted.

3.5.3.1 Essential contents

The service for these properties **shall adopt** the following requirements:

- a) In the first instance, efforts shall be made to introduce the same service to these properties as will be delivered to those households with access to the kerbside detailed in 3.5.1. The Council shall provide evidence of any assessment that is carried out in this regard. What/how/who?
- b) Separate containers for food waste recycling are provided in all areas that are not required to have a collection under the Waste (Scotland) Regulations 2012.
 - I. This will be based on the principle of a co-collecting food waste with dry recycling in a separate compartment within the vehicle. Why can't it be co-collected with refuse?
 - II. This will be based on the principle of collecting from settlements that are on-route between two settlements that are legally required to have a food waste service provided under the requirements of the Waste (Scotland) Regulations 2012.
 - For example if vehicles are driving from town A to town B, both of which are required to have food waste service provision, and in doing so the vehicles drive through town C, it would be expected that the properties in town C would be provided with a collection.
- c) For dry recycling, the requirements set out in 3.1.4.1 sections b-e shall be followed. There will be further exceptions for the provision of glass recycling containers specifically as follows:
 - I. Where glass recycling containers are not provided to each property in rural areas and the alternative service provision via recycling points is being used, only settlements of greater than 100 properties will be required to have a recycling point for glass. Settlements of less than 100 properties shall still be advised of their nearest recycling point for glass.
 - II. Where glass containers are not provided to each property the Council should provide a minimum capacity outlined of 10 litres per week for each property within the community. In rural areas the proximity of these containers to each property shall be variable but efforts shall be made to have these as close to each property as is practicable.
 - III. Should there still be a minimum desirable distance to nearest RP? This is more of an issue in rural areas than urban, perhaps in rural areas there should be a minimum of, say, 5 miles? Again – if we can provide a refuse collection in the area.....although if comingling were allowed in this situation the likely yield would be much greater and make collection more efficient in more remote areas.

3.5.3.2 Desirable contents

The following procedures **should be considered** within the Councils ways of working:

- a) Where food waste service provision is not legally required and not possible through any other means, the Council shall take steps to provide food waste advice and support to the citizens in such properties.
 - I. Advice shall be provided on reducing food waste and home composting including the use of in-situ mini digesters (e.g. Green Cones⁸).
 - II. Support shall be provided by way of visits to the property and the guidance on choosing a suitable home composting unit.

3.5.4 City Centre properties

⁸ <http://www.greatgreensystems.com/shop/green-cone/>

Details of the types of property to be included within this category are provided in 3.1. In city centre properties the following requirements shall be adopted.

3.5.4.1 Essential contents

The service for these properties **shall adopt** the following requirements:

- a) In the first instance, efforts should be made to introduce the same service to these properties as will be delivered to those households with access to the kerbside detailed in 3.5.1. The Council shall provide evidence of any assessment that is carried out in this regard. The provision of dry and food waste recycling to each individual property may not be possible in city centre locations resulting from the lack of suitable storage on on-street restrictions on containers being placed for collection. Where collection is not possible from each property, communal collection shall still be available to all properties along the following principles:
 - III. Recycling containers for dry recycling, including glass, shall be provided within 5 minutes' walk from all properties. Although capacities for each material will be difficult to estimate in such environments, efforts should be made to ensure that adequate capacity for each material stream is available, based on the table in 3.5.1.1e, and monitoring of the fill levels for containers should take place.
 - IV. We need to see the data that produced these figures? High density areas like this will have very variable fill levels and in some cases are impacted on by "walk past" users, providing source segregated containers is therefore likely to lead to high levels of contamination. **Impractical, inconvenient, not good enough.**
 - V. For dry recycling, containers should be provided for the same mix of materials as set out in 3.5.1.1a.

3.5.4.2 Desirable contents

The following procedures **should be considered** within the Councils ways of working:

- a) The collection of non-recyclable waste and recyclable waste is often carried out more frequently in city centre areas. The Council shall consider what collection frequency is appropriate for these areas to enable recycling services to be provided.
 - For example, the collection of non-recyclable waste may have to be carried out on a weekly basis to permit sufficient space for recycling containers to be located and collected.

3.5.5 Island properties

Details of the types of property to be included within this category are provided in 3.1. In island properties the following requirements shall be adopted.

3.5.5.1 Essential contents

The service for these properties **shall adopt** the following requirements:

- a) In the first instance, efforts should be made to introduce the same service to these properties as will be delivered to those households with access to the kerbside detailed in 3.5.1. Where, the preferred collection model cannot be provided, the requirements relating to rural properties, set out in 3.5.3, shall apply. The Council shall provide evidence of any assessment that is carried out in this regard.

3.5.6 Properties requiring special attention

Details of the types of property to be included within this category are provided in 3.1. In these properties the following requirements shall be adopted.

3.5.6.1 Desirable contents

The service for these properties **shall adopt** the following requirements:

- a) In the first instance, efforts should be made to introduce the same service to these properties as will be delivered to those households with access to the kerbside detailed in 3.5.1. The Council shall provide evidence of any assessment that is carried out in this regard. For these properties, occasionally the service cannot be provided for reasons, often related to:

- Access to the property restricts vehicles;
- Design of the property(s) that does not allow standard collections.

In such cases, the Council shall consider a solution that is as close to the service for 'Households with access to the kerbside' as practicable.

3.6 THE MATERIALS COLLECTED

The range of materials collected in Scotland has traditionally varied greatly and has evolved over a number of years as technology and the materials citizens waste has changed. Collections have largely followed the market capacity to recycle materials but there are some instances for some materials where the markets for recycling are not resilient enough to give full confidence that all the material currently collected will be competently recycled. There is also a wide variation in the range of materials that citizens can recycle in their current household recycling collection, which causes frustration and confusion.

A standard specification for all of the core materials (food, paper, card, glass, metals and plastics) is provided in the following section to give consistent advice to citizens across Scotland on the materials they can recycle.

The household recycling charter states:

We will ensure that ***all citizens have access to services*** for recycling to include paper, card, glass, plastics, metals and food. Thus, we will ensure that all citizens, whether at the kerbside or within their local community, are provided with adequate volumes of containers in line with the Code of Practice (CoP); and

We will ensure that our household collections give ***consistent definition of materials*** (paper, card, glass, plastics, metals and food) that can be competently recycled in line with the Code of Practice (CoP). Thus, we will eradicate discrepancies on what can and cannot be recycled in different localities across Scotland.

3.6.1 HOW THE SPECIFICATION IS DETERMINED

To determine a common specification for the core materials to be collected, Zero Waste Scotland commissioned Anthesis LRS to carry out consultation⁹ of a number of key industry stakeholders. The results of this consultation were discussed at the Code of Practice Summit¹⁰ with waste managers and representatives from the waste industry¹¹ and interpretations of a common specification were drawn from those discussions.

3.6.2 SPECIFICATION FOR CORE MATERIALS

The following tables show the where items that are typically found in the domestic waste stream shall be accepted or not within containers for recycling. The tables show that whilst most materials are collected for recycling, there are some materials where the markets for these items is still developing or that by not collecting certain items would overly-complicate the decision for citizens to recycle. This is not something that is intended to be communicated to citizens as this would complicate messages to them and they should not be discouraged from placing all items listed in the 'Acceptable' columns into the relevant container.

⁹ Appendix A: Consultation on materials acceptance; Presentation by LRS Anthesis, August 2015.

¹⁰ Code of Practice Summit was held in Stirling on 10th and 11th September 2015 with waste managers from 31 local authorities in attendance.

¹¹ Representatives from Scottish Environmental Services Association (SESA), Viridor, The Resource Association and Packaging Recycling Group Scotland were in attendance for the session on materials specification.

However, the table does help to clarify the specification that Councils may wish to discuss with their contractors regarding the onward sorting or processing of the collected materials. The headings used seek to give clarity on this:

Accepted

Items in this classification are typically recycled easily and shall be readily accepted in the relevant recycling container

Accepted where markets are emerging or non-collection would not meet citizen expectations:

Items in this classification are accepted within recycling containers either to make the service more convenient for citizens and where their inclusion doesn't jeopardise the onward processing of the materials **OR** the markets for these items is evolving and the collection of these items will support opportunities for further recycling in the future.

Unacceptable

These requirements are important in the effort to achieve consistency across waste and recycling services in Scotland. The adoption of these requirements is something that Councils shall consider after they have met the essential requirements.

The lists given in all of the tables below are not exhaustive.

3.6.2.1 Paper:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Newspapers, magazines, pamphlets, directories, envelopes (fully intact including glue and windows) brochures, office paper, letters catalogues and unwanted mail.....	<ul style="list-style-type: none"> • Books – (reuse should be encouraged) • Tissue/napkins (Heavily soiled, can go in food container) • Laminated paper (Non-recyclable bin) • Padded envelopes (Non-recyclable bin) • Wet paper (Home composted or Non-recyclable bin) •
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION WOULD NOT MEET CITIZEN EXPECTATIONS	
<ul style="list-style-type: none"> • Shredder paper (<i>Difficult to handle at sorting facility</i>) • Wrapping paper (<i>Difficult to handle at sorting facility</i>) 	

3.6.2.2 Card:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
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Cereal boxes, brown corrugated packaging, sleeves from ready meals, toilet/kitchen roll tubes, greetings cards, egg boxes, toothpaste boxes etc, and brown corrugated packaging.	<ul style="list-style-type: none"> • Large corrugated boxes i.e. cannot fit in a wheeled bin (typically recycled at household waste recycling centres) • Drinks and food cartons (placed in metals and plastics container for recycling)..... • Wet card. •
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION WOULD NOT MEET CITIZEN EXPECTATIONS	
<ul style="list-style-type: none"> • <i>None</i> 	

3.6.2.3 Glass:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Bottles and jars from food and drink packaging (including metal tops),	<ul style="list-style-type: none"> • Ceramic items such as plates and plant pots (sometimes recyclable with 'inert' waste at HWRCs) • Plate glass i.e. from windows (sometimes recyclable with 'inert' waste at HWRCs) • Drinking glass (sometimes recyclable with 'inert' waste at HWRCs) • Light bulbs (retailers or HWRCs) •
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION WOULD NOT MEET CITIZEN EXPECTATIONS	
<ul style="list-style-type: none"> • Corks from bottles (<i>Not recyclable but integral to bottles</i>) 	

3.6.2.4 Metals:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Tins and cans from food and drink packaging, aerosols	<ul style="list-style-type: none"> • Metal items not disposed of every day i.e. household furniture or cutlery (typically accepted in 'scrap metal' waste at HWRCs) • Small electricals including cables (accepted at retailers and HWRCs). • Batteries (accepted at retailers and HWRCs) • Pouches (non-recyclable bin) •

ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION WOULD NOT MEET CITIZEN EXPECTATIONS

- Foil trays (*Prone to food soiling and not sorted as easily*)
- Aluminium/Tin foil (*Prone to food soiling and not sorted as easily*)

3.6.2.5 Plastics:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Bottles (including tops) from: food and drink products, shampoo/conditioner/shower gel/soap bottles, cleaning products, beauty products, tablet and medicines.	<ul style="list-style-type: none"> • Plastic bags and films i.e. shopping bags, bread bags and cling films (recycled at supermarkets where this service is available or disposed in non-recyclable bin) • Bubble wrap (non-recyclable bin) • Cartridges e.g. ink (refill or return to producer) • Polystyrene (non-recyclable bin) • Wrappers e.g. biscuit and crisp wrappers. (non-recyclable bin) • Compostable packaging (food waste) • Plastic nettings (non-recyclable bin) • Toothpaste tubes (non-recyclable bin) • Hard plastics including CD boxes, plastic coat hangers and plant pots (Reuse online or non-recyclable bin) • Hard plastic including garden furniture and child's toys (Donation to charity or HWRC for reuse, recycling or disposal) •
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION WOULD NOT MEET CITIZEN EXPECTATIONS	
<ul style="list-style-type: none"> • Small bottles from yoghurt drinks etc. (<i>Difficult to sort with machinery</i>). • Food & drink pots, tubs and trays of all colours (<i>Markets evolving</i>) 	

3.6.2.6 Cartons:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Food and drink cartons (commonly manufactured by Tetra Pak, Elopak and SIG Combibloc) used for long-life milk, fruit juices, smoothies, dairy alternative milks, chopped tomatoes, passata, liquid baby milk, soup, pulses, custard, pet milk etc.	<ul style="list-style-type: none"> • Pringles tubes (Non-recyclable) • Plastic pots, tubs and trays (Plastic recycling) • Dried baby formula packs (Non-recyclable) • Pouches (Non-recyclable) •

**ACCEPTED WHERE MARKETS ARE
EMERGING OR NON-COLLECTION WOULD
NOT MEET CITIZEN EXPECTATIONS**

- Straws and caps that are bought as part of the carton package (*Not recyclable but integral to packaging*)

3.6.2.7 Food:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
<p>All cooked and uncooked food stuffs, including bones and carcasses dairy, vegetables and peelings, bread, rice and pasta, fish including bones and shells, tea bags and coffee grounds, eggs and eggshells, cakes and biscuits, leftovers and pet food.</p> <p>.....</p>	<ul style="list-style-type: none"> • Metal, plastic or glass packaging (should be recycled in other collection services) • Liquids and oils. • •
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION WOULD NOT MEET CITIZEN EXPECTATIONS	
<ul style="list-style-type: none"> • Compostable liners, plastic liners, paper or card liners (<i>integral to recycling process but difficult to reprocess</i>) • Soiled kitchen roll (<i>supports capture of more food but difficult to reprocess</i>) 	

3.7 WASTE THAT CANNOT BE RECYCLED

Waste that cannot be recycled is commonly called “black bag waste”, “general waste” or “residual waste”. The best definition of this waste is “non-recyclable waste”, which reflects the fact that containers for such waste should only contain anything that is left after all efforts to recycle have been exhausted. This CoP refers to ‘Non-Recyclable’ waste from herein.

A recent WRAP study¹² highlighted that one of the most effective ways to encourage citizens to recycle is by restricting the volume of non-recyclable waste they can dispose of, alongside effective recycling services for the core materials and food waste. In recent years many Councils in Scotland have built services based on this evidence leading to a mix of frequencies and volumes of non-recyclable waste that are collected to encourage more participation in recycling services and thus, more materials being recycled. At the time of writing, two Scottish Councils are providing a 3-weekly collection for non-recyclable waste as part of a sustainable resource management system. This is the equivalent of 80 litres per week of non-recyclable waste for households with kerbside access.

The household recycling charter states: We will **reduce the capacity provided for waste that cannot be recycled** to give the appropriate motivation to our citizens to recycle. Thus, we will ensure that all citizens, whether at the kerbside or within their local community, are limited to non-recyclable (i.e. black bag/general waste/residual waste) waste volumes in line with the established Code of Practice (CoP).

3.7.1 DETERMINING THE OPTIMUM VOLUME OF NON-RECYCLABLE WASTE

Zero Waste Scotland commissioned Techview Ltd to undertake a study¹³ of the existing waste composition data, recycling performance and bulk density conversion factors to better understand the current and future capacity needs, measured by volume, for recyclable and non-recyclable waste. This work was reviewed by a core group of waste managers representing local government and the resulting discussions informed the position set out in the following section.

The tables below shows the current and future performance for a ‘typical’ household with kerbside access and flats.

Table 3.7.1a: Current and future capacity for non-recyclable waste at kerbside access households

Average arisings – Kerbside Access		1 week	2-week	3-week	4-week	5-week	6-week
Current	0.11 bulk density	48.5	97.0	145.5	194.0	242.4	290.9
Future	0.11 bulk density	44.0	88.0	132.1	176.1	220.1	264.1

Table 3.7.1b: Current and future capacity for non-recyclable waste at flats

Average arisings – flats	1 week	2-week	3-week	4-week	5-week	6-week
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¹² <http://www.wrap.org.uk/content/factors-influencing-recycling-performance>

¹³ Zero Waste Scotland (2015). Kerbside arisings by household type [Not-published] [Accessed October 2015].

Current	0.11 bulk density	34.1	68.3	102.4	136.6	170.7	204.8
Future	0.11 bulk density	30.7	61.4	92.1	122.9	153.6	184.3

For households with kerbside access, this would suggest that 48.5L per week of capacity for non-recyclable waste is required for a typical household that is recycling average volumes of material each week. If these typical households were to increase the amount of recycling they present to align with those households that are the better performing, this capacity requirement would reduce to 44L per week.

We need to align this with the other services provided in an area – e.g. if an authority does not provide a garden waste collection, or food waste collection in areas where not required, this will impact. Also, availability of local HWRC facilities and bulky waste services (some bulky waste services do not collect black bags). For flats this would suggest that 34L per week of capacity for non-recyclable waste is required, reducing to 31L per week if higher performance is achieved. The lower yield for flats is typically explained by the size of the properties (i.e. tend to be less bedrooms) and the demographics (i.e. tend to be smaller families, single people).

For communal collections where the containers are placed in a publicly accessible area (and in many cases are located on-street), it is difficult to prevent others accessing the containers thereby reducing volumes in these areas could cause overflow. **Not reflect reality.** Within this research, higher performance was assumed to be achieved by the citizens having a better recognition of all the materials that they can recycle in their service. For example, many people recycle only newspapers and magazines without realising that directories, junk mail and paper packaging materials can all be recycled.

3.7.2 RECOMMENDED WEEKLY VOLUME OF NON-RECYCLABLE WASTE

On the basis of the evidence presented from the commissioned study, the current practice in some Councils where 'extended frequency' or 'reduced capacity' services for non-recyclable waste are in operation and following consultation with waste managers, the following recommendations are made.

3.7.2.1 Essential contents

The following requirements **shall** be included within the Councils' ways of working:

Households with kerbside access: A maximum of 80 litres per week per property for non-recyclable waste is provided to each property.

This can be achieved in a number of ways but by way of example, this would be the equivalent of a 240 litre wheeled bin being collected every 3 weeks or a 160 litre bin collected every 2-weeks. With the exception of 1 Council, every Council in Scotland provides at most a 2-weekly collection for non-recyclable waste to households with kerbside access.

Flats: A maximum of 70 litres per week per property for non-recyclable waste is provided to each property or group of properties where a communal service is provided.

This can be achieved in a number of ways but by way of example, this would be the equivalent of a block of 6 flats having 3x140 litre wheeled bins collected every week or 6x140 litre wheeled bins collected every 2-weeks or 1x1280 litre wheeled bin collected every 3-weeks.

litre bins don't currently exist so that is a red-herring! For flats – there may need to be a range or some other measure of provision instead of litres per week as per earlier comment regarding other services and public access. The requirement could be something like – “wherever a communal waste bin is provided, there should also be a communal recycling bin and food waste bin, ideally co-located but if this is not possible within xx metres of the waste container”. Or some other guidance along the lines of ensuring food waste and recycling collections services are as convenient or more convenient than waste services.

3.7.2.2 Elements not included within this CoP

Councils are best placed to determine the frequency of collection, size of container and method of collection for non-recyclable waste in line with the recommended volumes. As such, this Code of Practice does not go further than recommending a maximum weekly volume for non-recyclable waste per household.

3.8 HOW DOES THIS SECTION DELIVER THE OUTCOMES?

A summary of the impact of this section against the outcomes for the Code of Practice are summarised in the table below.

OUTCOME ONE: ACHIEVE HIGH QUANTITIES OF RECYCLING AND MINIMISES NON-RECYCLABLE WASTE	
OUTCOME TWO: SUPPORT THE CIRCULAR ECONOMY THROUGH MAXIMISING HIGH-QUALITY MATERIALS	
OUTCOME THREE: COST EFFECTIVE SERVICES FOR LOCAL GOVERNMENT	
OUTCOME FOUR: KEEP CITIZENS, STAFF AND CONTRACTORS SAFE AND HEALTHY	
OUTCOME FIVE: SERVICES THAT ENCOURAGE PARTICIPATION FROM CITIZENS	
OUTCOME SIX: COMPLY WITH REGULATIONS	
OUTCOME SEVEN: SERVICES THAT SUPPORT SCOTTISH AND LOCAL EMPLOYMENT	

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Section 4: Policies for household waste & recycling services

This section provides guidance on the policies that will be important in supporting a collection system that consistently achieve high citizen participation and support the design and operation of recycling services to deliver the outcomes of the household recycling charter.

4.1 POLICY DEVELOPMENT

Developing and publishing policies can ensure that services are operated transparently and fairly. This in turn can encourage citizens to participate in the service; maximising the quantity and quality of material collected for recycling. Developing consistent policies across Scotland ensures that citizens can expect services to be delivered and Councils shall benefit from following the current best practice that encourages behaviours that supports reuse and recycling.

Many Councils in Scotland already have policies in place to discourage excess waste (i.e. additional containers and bags out with containers) and promote recycling and reuse. This section provides guidance on the main factors that Scottish Councils should consider when developing local policies to support their waste and recycling collections.

The household recycling charter states:

We will ensure that our local policies, in line with the Code of Practice (CoP), encourage citizens to recycle by **reducing the collection of waste that cannot be recycled (i.e. excess waste/side waste)**; and

We will ensure that our local policies ***provide citizens with sufficient capacity for their waste***, recognising that some households will produce more waste than others, in line with the Code of Practice (CoP); and

We will ensure that policies for ***bulky or excess waste encourage citizens to recycle and reuse, where this is practicable to do so***.

Does point 1 not contradict point 2?

4.2 EXCESS OR SIDE WASTE POLICY

4.2.1 Rationale

Research in preparing this CoP has suggested that most Scottish Councils have policies in place to encourage recycling by reducing the collection of non-recyclable waste. The most typical examples of this are policies to limit 'excess waste', 'side waste' and over-filled bins. Excess waste or side waste are common terms that describe additional items or bags of unsorted waste that is placed on, near or next to the regular collection container. Over-filled bins happen when the lid cannot be fully closed on a wheeled bin.

Such collection practices were tolerated by most Councils for a number of years but in recent years most Councils have implemented policies to prevent such behaviour, primarily to reduce the environmental and cost impacts of this waste being landfilled but also because of safety concerns. The safety concerns relate to manual handling, risk from sharps in unsorted bags and from the safe

operation of wheeled bins on comb-lifters upon vehicles. Does this also apply to recycling collections???

4.2.2 Essential contents of this policy

The following procedures **shall** be included within the Councils' ways of working:

- a) Policy shall clearly define the criteria when collection crews will consider waste to be excess, side waste or not within a container with the lid closed.
 - I. Excess or side waste is any material that is not within the confines of the provided wheeled bin. This can be loose or contained in bags but the defining point is that it has not been able to be presented in the provided container.
 - II. Where the waste has been placed in the wheeled bin but the lid cannot be easily closed by hand, this will be deemed to be an overfilled bin.
- b) The policy shall state what the consequences of placing excess/side waste or overfilled bins for collection will be.
 - I. The waste will not be collected on that occasion. **Is that legal? Do we not have a duty to collect? I know many Councils do this in practice but I think we should get legal advice if this is to be a national guidance document.**
 - II. Advice will be provided to the citizen on what to do next.
 - III. Advice will be given to the citizen on alternative places to dispose of extra waste (i.e. Recycling points or Household Waste Recycling Centres).
- c) A note of any incidents relating to excess/side waste or overfilled/overweight bins should be taken by the collection crew and passed to the supervisor.
 - I. To support the implementation of the policy, collection crews should not be instructed to return for excess/side-waste where a note of an incident has been taken and reported to a customer services function.
 - II. There needs to be allowance for local decision making in this as there are occasions where we would go back.
- d) A log of any incidents relating to excess/side waste or overfilled/overweight bins should be kept and maintained. This should be used to track any repeating patterns of behaviour to ascertain if further assistance is required. For how long? Will this become a KPI?

4.2.3 Desirable contents of this policy

The following procedures **should be considered** within the Councils ways of working:

- a) Policy should clearly define the criteria when collection crews will consider containers to be overweight. This will specify that any wheeled bin that cannot be easily moved by a single crew member to the point of collection, will be deemed overweight.
- b) Where excess/side-waste or overfilled non-recyclable wheeled bins have been left for collection, the extra waste should be placed back into the wheeled bin by the crew to avoid littering. Some form of notice should be placed on the bin or to the address using the bin to inform the resident for the reasons that waste has not been collected. So the bin has been emptied then? I thought we were leaving it if there was excess waste? I am confused. How do you put the excess bags back in a full bin?
- c) The notes of any incidents relating to excess/side waste or overfilled/overweight bins should be taken passed to the Council's customer services function to inform the resident should they make contact with the Council.
- d) Recyclable waste placed in non-conforming containers (e.g. bags of paper or loose cardboard) shall be collected on the first occasion with a note to inform the citizen of the ability to receive additional containers or take material to the HWRC. Thereafter such items

shall not be collected. Such items being presented should be placed in the recycling container with a note to inform the citizen of the reasons for non-collection and information provided to the citizen of the ability to receive additional containers or take material to the HWRC. . Why not? Why don't we just keep collecting it (but get an officer to make contact personally rather than leaving notes if there are repeating instances). Or we could just send them another container anyway. I disagree with leaving recyclables unless there is a good (H&S?) reason for it.

4.2.4 Elements not considered for this CoP

Where communal collections are adopted, policies for excess/side waste or overfilled/overweight bins are often less effective. This is related to the challenges with identifying the source of extra waste. Policies to tackle excess waste at communal collection points are not considered within this CoP as evidence of best practice in this area is limited. However, the policies should consider the following interventions:

- a) Look to include more stakeholders such as factors, property managers, caretakers, concierges, housing departments, and litter and flytipping functions within the Council.
- b) Communicate with all residents in the first instance to raise any concerns.

If this is the case, there is no point in specifying a maximum litre/hh for communals. LA's should then judge how best to deal with this.

4.3 BULKY OR SPECIAL WASTE COLLECTION POLICY

4.3.1 Rationale

Bulky or special waste collections have evolved in the last 10 years with many Councils now providing a chargeable service for bulky uplifts on a request basis. However, there are still a number of Councils that provide free bulky uplifts and this service has a high degree of variability across the country. On the evidence of those Councils that have introduced chargeable services the benefits of chargeable bulky/special uplift collections are:

- Reduced household waste arisings;
- Reduced revenue costs for delivery of bulky waste service
- Increased reuse and recycling via HWRCs

Work on developing comprehensive recycling and reuse services for bulky/special waste collections has been limited thus far and therefore this CoP recommends that further work is allowed to develop before giving a clear definition of best practice in this area.

4.3.2 Essential contents of this policy

The following procedures **shall** be included within the Councils ways of working:

- a) The service shall promote the use of the National Reuse Phoneline wherever practicable. For example, the customer services function dealing with in-bound phone calls should be aware of the National Reuse Phoneline and understand the protocols for directing appropriate calls to it.
- b) There is a clear communication of the policy to citizens covering the types of waste that are accepted (e.g. no asbestos, sharps etc.) and what to do with those wastes that are not

accepted

4.3.3 Desirable contents of this policy

The following procedures **should be considered** within the Councils ways of working:

- a) The policies in place shall include recycling and reuse wherever this is feasible to do so within the local context. As a minimum it is expected that the following steps are undertaken:
 - I. WEEE (including white goods, Large Domestic Appliances and fridge/freezers) are collected as a separate stream. This should be carried out in a non-compaction vehicle.
 - II. Upon collection, efforts are taken to recycle and reuse bulky waste. This typically is carried out using mechanical and hand sorting processes.
- b) Separate collections are put in place to maximise reuse. This will require collections of suitable wastes in non-compaction vehicles with adequate protection from the weather (e.g. box-van). This will also require engagement with service providers that can prepare items for reuse.
- c) Appropriate charging mechanisms have been considered. In particular this should consider charging for waste derived from 'fixtures and fittings' or 'household improvements' (i.e. DIY wastes) as a minimum.
- d) Customers are allocated a collection day, and time if practicable, when the uplift will take place to avoid occasions when items are presented ahead of collection schedule leading to additional items subsequently being flytipped alongside the authorised special uplift.

Is there any background data on levels of re-use from bulky collections? It would be useful to know what the baseline is and perhaps even consider some form of target for re-use/recycling from this waste stream?

4.4 RECYCLING CONTAMINATION

4.4.1 Rationale

Policies to deal with the improper use of recycling containers have been established since the widespread introduction of kerbside recycling services over 10 years ago. However, there have been inconsistencies in the detail within these policies and the way they have been applied.

Policies to encourage the proper use of recycling containers is important in maintaining high-quality recycling and giving confidence to contractors that will manage the onward processing of collected recyclables. It is also important in re-assuring those citizens that do participate in recycling services that the material they have taken care to sort is being handled properly and thus encourages the sort of behaviour from citizens that will support the Council in its aims.

Where recycling contamination occurs, a more consistent approach to the way that incidents are monitored and managed provides all citizens with a clearer understanding of what is acceptable. It also provides officers from Councils with reassurance that the steps they take to rectify any incidents is supported by a national approach.

4.4.2 Essential elements

The following procedures **shall** be included within the Councils' ways of working:

Dry Recycling: Household with access to kerbside

- a) When collecting dry recycling the collection crew shall:

- I. Check for contamination of the container with unacceptable materials (refer to 3.6.2).
 - II. Provide feedback to residents if unacceptable is presented so that they understand the range of materials that can be recycled and the impact that contamination can have.
- b) The recycling shall not be collected if contamination is severe as it will have a detrimental impact on the quality of the whole load collected. The following system should be adopted:

	Severe contamination e.g. black bags and/or food waste	Recycling not collected as it will contaminate the whole load collected. The container should be stickered advising the citizen to sort their material correctly and then present the recycling for collection on the next scheduled collection day. Future collections should be monitored.
	Moderate levels of contamination i.e. Several items that are unacceptable (refer to 3.6.2) are visible to the operative. How many are several?	<p><u>Box collection:</u> Where safe to do so the collection crew should remove the contamination and collect the recycling, leaving the contaminants in the box.</p> <p><u>Bin collection:</u> Where safe to do so the collection crew should remove the contamination and collect the recycling, leaving the contaminants in the bin. If the items cannot be safely removed, the bin should not be collected. This needs consideration – is this sending the right message to the householder where it may be that only 3 or 4 items are wrong in an entire bin? I disagree with this. Most reprocessors will deal with this level of contamination.</p> <p>Feedback should be provided to the resident (e.g. a calling card or bin hanger) so that they understand the range of materials that can be recycled. Future collections should be monitored.</p>
	Low levels of contamination i.e. Very few items that are unacceptable (refer to 3.6.2) are visible to the operative. What is the definition of “very few”?	Where safe to do so the collection crew should collect the container taking note of the incident. Feedback should be provided to the resident (e.g. a calling card or bin hanger) so that they understand the range of materials that can be recycled. Future collections should be monitored. Wouldn't we still leave the undesirable items in the container if possible?

- c) Instances of contamination shall be recorded and monitored for future reoccurrence.
- d) In cases of ongoing severe contamination councils shall adopt the following protocol:
- I. In the first instance of severe contamination the container should be labelled in some way advising the resident to sort their material correctly and then present the recycling for collection on the next scheduled collection day. But their bin won't be big enough now, can they present excess in bags next time or are they told to use RPs/HWRCs? What if they can't sort it? If it is full of rubbish it might be impossible to sort it to the desired quality or the H&S implications for the householder in tugging a bin out and sorting through it are restrictive? Wouldn't we collect it as waste in this instance? I guess this is where a box collection wins out.

- The label may be a sticker or a bin-hanger or some other means of communication.
- II. If the citizen presents a severely contaminated recycling container again, or fails to sort the contaminated recycling presented previously, the container shall again be stickered and be followed up with a written communication delivered to the property (i.e. a letter or leaflet). So now they have 2 bin fulls of mixed waste/recycling. Its going to get messy.
 - The aim of the communication is to try to understand and address the reasons for the misuse of service and where necessary to advise of any supporting policies (i.e. Additional containers) where citizens are unable to cope with the volumes of waste containers they have been supplied with.
 - III. If the citizen presents a severely contaminated recycling container for a third time, or fails to sort the contaminated recycling presented previously, the container shall again be stickered and be followed up with a visit from an officer. More messy. Now 6 weeks worth of waste on a fortnightly collection if this is 3 times in a row....!
 - The purpose of this visit will be to discuss the materials that can be recycled with the citizen and, if necessary, carry out an inspection of the recycling container and non-recyclable container to demonstrate practical steps that the citizen can take.
 - IV. Where the citizen continues to present recycling that is severely contaminated upon exhausting all of the steps above, the recycling service shall be withdrawn for a period of time and a follow up visit shall be arranged at a later date to discuss the options for re-introduction of the service. This is where the ability to make a charge in this kind of situation would be really useful. Withdrawing the service is time-consuming and administratively burdensome. But if we could charge them for presenting waste in the recycling bin – to cover the cost of additional collection and disposal – that might help although would be difficult in communal situations and if you can't apply this equally to all citizens that would be an issue.

Food Waste: Household with access to kerbside

- e) The general approach set out in 4.4.2a above shall be followed for food waste collections.
- f) Where contamination of the food waste container occurs, the crews will not take efforts to remove the contamination.
 - I. Where contamination is minimal (i.e. one plastic bag or film lid) then the container shall be collected with a notice placed on the container.
 - II. Where contamination is more serious (i.e. obvious non-food waste or packaging materials) the container shall not be uplifted and the procedures set out in 4.4.2c-d shall be followed.
 - III. But what if the contractor can deal with it? If not, wouldn't we want to collect it as waste? Leaving food waste for another week might not be good in the interests of public health???

4.4.3 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

Households without access to the kerbside or with shared containers

- a) Where practicable, the Council shall adopt policies for households without access to the kerbside or with shared containers that are similar to those set out in 2.5.2.

I think that this indicates a need for more research on this. Largely, similar principles can be adopted in terms of telling residents there is a problem but this requires extra resources as the

collection crews would not have the time to leave notification through each door of the block of flats concerned. A sticker could still be applied to the bin but would possibly be less effective.

4.5 ADDITIONAL CAPACITY

4.5.1 Rationale

All policies set out in this CoP are aimed at dealing with the majority of households and the needs of most citizens. However, it is recognised that there will be some properties where the needs of the citizens' requires variations in the standard collection design or operational policy. The most common reasons for this are for larger families where there are more than 5 citizens in the house or where certain medical conditions lead to the generation of increased wastes.

This section covers the current best practice approaches for ensuring that the needs of these citizens are met whilst not compromising the overall objective of reducing waste arisings and recycling as much as we can.

4.5.2 Essential elements

The following procedures **shall** be included within the Councils' ways of working:

- a) The Council shall listen to all special requests where the citizen feels unable to manage with the standard service being delivered.
- b) Where the reason for requesting additional capacity is related to a medical need, the Council shall ask what that need is and request the citizen, or a Carer on their behalf, to complete an application.
- c) Medical conditions that will be considered for additional non-recyclable waste capacity will be ones where hygiene wastes (i.e. pads, wipes, dressings) are likely to be generated. Where the medical condition requires clinical waste provision or the management of sharps, such cases should be discussed with the local health authority. Could there be some dialogue on a national level to establish what the responsibilities are for both parties? This seems to vary from area to area at the moment so it would be helpful to get clearer guidance on this?
- d) The Council may request written confirmation from the citizen's doctor to confirm the condition. If required. It should be clear enough from what is in the bin I suspect.
- e) Where the reason for requesting additional capacity is not related to a medical condition, the Council shall carry out an assessment of the requirement for greater recycling provision or non-recyclable waste provision by:
 - I. In the first instance if the property is not lived in permanently by 6 or more people or there are fewer than 2 children in nappies the Council shall inform them that no additional capacity for non-recyclable waste shall be provided. Additional capacity for recycling may be considered where the Council feels this is reasonably practicable.
 - II. If there are 6 or more permanent residents or 2 or more children in nappies within the property, the Council shall request that the citizen complete a waste diary for an agreed period of time (e.g. 1 collection cycle for non-recyclable waste).
 - The citizen will be asked to record the wastes that they place in both recycling and non-recyclable waste containers.
 - A 'Waste Diary' pack shall be sent to the citizen with instructions for completion and, where appropriate, a visit from a Council officer shall be provided to assist with the completion of the diary.
 - III. Upon completion and submission of a waste diary, a Council officer shall visit the citizen to provide further advice on what can be recycled and ways of reducing waste.

- f) If the Council assess that the citizen requires additional capacity for non-recyclable waste following 2.6.2c they shall deliver either an additional container or a larger container.
 - l. This container should be identified with a 'marker' so that it is clear that it is an additional container that is approved by the Council to aid collection crews with collecting the proper containers.
- g) Any additional capacity provided shall be time-limited and a review shall be carried out at the end of the agreed time limit. Annually (unless a good reason for being otherwise)? Why not be specific so we are all doing the same thing and then standard template materials and letters can be developed.

That's a lot of visits, many LA's will not have the resource to do this and even if they do is this really best use of resources? Might it not be better to to an interview over the phone in the first instance? Monitoring can then be done once the additional container is issued to ensure it is not being filled with recyclables? This might be a better use of resources? Guidance on the additional container capacity? Can this be variable? Should we be encouraging authorities to give limited additional capacity in the first instance? E.g. if the Council provides a 180 or 140 litre bin then their additional capacity is to replace it with a 180 or 240?

4.6 NON-RECYCLABLE WASTE CONTAMINATION (WHAT?)

4.6.1 Rationale

As waste and recycling services have evolved, many Councils are now considering new policies to align the use of non-recyclable waste bins with the policies for recycling provision. With the breadth of recycling services being provided currently, there is often little argument for citizens not to fully utilise these. This implies that there are few reasons why citizens should place any accepted recycling item within their non-recyclable bin. In a sustainable waste and recycling service, the placement of acceptable recycling items within the non-recyclable bin can be considered contamination. Policies in relation to this are not fully developed and best practice is far from established, however the CoP requires Councils to implement a policy that further incentivises citizens to recycle by introducing a procedure to engage with citizens that fail to use their non-recyclable bin for the intended materials. NO NO NO NO. Let's not complicate things, stick with sorting the recycling collection and encouraging participation in that and the residual bin by definition should be OK largely. This is not necessary at this stage.

4.6.2 Essential contents of this policy

The following procedures **shall** be included within the Councils ways of working:

- a) Citizens shall be given clear guidance on what should and shouldn't be placed in non-recyclable waste containers and the correct means of recycling target materials via the kerbside recycling service or Household Waste Recycling Centres (HWRCs).
 - l. The guidance shall specify materials that should not be presented as part of the normal residual collection e.g. hazardous wastes (such as? There is no such thing as household hazardous waste?), heavy items such as engine parts and rubble and 'unacceptable' items (refer to section 3.6.2).
 - For material such as rubble or DIY waste which may be from contracted work carried out in citizen's homes, citizens shall have be provided guidance their Duty of Care and the legal responsibility for the contractor to remove that waste and recycle/dispose of it elsewhere.
- b) Obvious commercial waste (e.g. from retail premises) shall not be collected.

- I. The notes of any incidents relating to non-recyclable containers containing commercial waste, hazardous or inappropriate waste should be taken passed to a customer services function to inform the citizen should they contact the Council. This can be dealt with anyway by the Council's existing trade waste service. This is not required. What is "inappropriate waste"? This is so wrong. Let's not do this.

4.6.3 Desirable contents of this policy

The following procedures **should be considered** within the Councils' ways of working:

- a) The policy needs to provide clear guidance on how collection crews should identify and manage bins containing target recyclable materials or other incorrect material present as well as any guidance on tolerated amounts
- b) The Council shall discourage the placement of recyclable materials in non-recyclable waste containers by banning such behaviour where an adequate recycling service is provided.
Legal? I think we'd have to serve a notice first. That's a lot of hassle, is it really worth it?
 - I. The Council shall not collect non-recyclable containers where there is a clear volume of recyclable material within the container. What's a "clear volume"? What do they do with it then? (see earlier comments on contamination policy re householders sorting it).
 - II. The policy will state that advice will be given to the citizen on what to do next. Which will be what?
 - III. The policy will state that advice will be given to the citizen on alternative places to dispose of extra waste (i.e. Recycling points or Household Waste Recycling Centres). "I don't have a car, can't walk there carrying it and anyway you have a duty to collect my waste." This is not extra waste – this is the waste that was in their bin.
 - IV. A note of any incidents relating to misuse of non-recyclable containers shall be taken by the collection crew and passed to the supervisor.
 - V. A log of any incidents relating to excess/side waste or overfilled/overweight bins should be kept and maintained. This should be used to track any repeating patterns of behaviour to ascertain if further assistance is required. This shouldn't be in here – isn't this the excess waste policy?

There are occasions where, for good reason, some people can't participate in a recycling collection. For example – an elderly person who produces very little waste and has an assisted collection for their waste which is generally a small bin. They may be able to have an assisted collection for recycling and residual waste, but, if glass is not collected for example, they are unable to get to a RP and don't have anyone who can assist, they only have a 2 or 3 glass items per fortnight. In this instance, it is practicable to allow those to go in the residual bin. Or, there are times where the container has got contaminated to a point where cleaning it out is very unpleasant and in some cases even hazardous (yukk to the mouldy stuff!). I don't think its so wrong to allow small amounts like this in the residual waste provided people are largely making the effort to participate in the recycling schemes offered to them. We need to get real here.

Now, whilst this type of situation may not arise that often, the fact remains that it does, and we don't want to get too specific about the residual bin for that reason. The other policies being suggested here should have enough impact to achieve the aim we need without further complicating things unnecessarily with this.

4.6.4 Elements not considered for this CoP

Councils in Scotland do not have appropriate statutory powers to issue fixed penalty notices where waste services are not being adhered to. Therefore, this CoP does not make any reference to the use

of Fixed-Penalty-Notices as a means of enforcement when citizens have chosen not to comply with the instructions on the proper use of the service. But maybe we should be considering that?

4.7 COMMUNICATING POLICIES TO CITIZENS

When policy has been developed it has to be communicated clearly to citizens. Upon completion and agreement of policy via elected members there should be effort taken to ensure that all citizens are aware of any changes and the implications of any new policy are made clear.

4.7.1.1 Essential elements

The following procedures **shall** be included within the Councils' ways of working:

- a) The Council shall include details of the policy changes in a press release.
- b) The Council shall include details of all the waste and recycling policies in written communication to households.
 - I. This can be achieved as a separate communication or as part of a planned communication activity with a supplementary section covering the relevant policies.
 - II. Details should also be on website.

4.8 POLICY IMPLEMENTATION

Policies are often only as good as the implementation that follows. This requires commitment to the implementation of the policy from Council officials and politicians and compliance from citizens. This section provides guidance on the most effective methods that are currently employed to ensure that the policies that have been agreed are effectively implemented.

4.8.1 WORKFORCE DEVELOPMENT

The first step in implementing an effective policy is making sure that those staff that are expected to ensure the policy is followed understand the rationale for the policy and the detailed procedures they are expected to follow.

4.8.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) Council implementing the policies earlier in this section shall be required to ensure that appropriate 'toolbox talks' have been held with the collection crews.
 - I. These shall occur prior to the introduction of the policy and as part of an annual update.
 - II. Records of all relevant collection crews being given these talks will be maintained.

4.8.2 OPERATIONAL DELIVERY OF POLICY

Once the policy has been adopted, the collection crews have been trained to implement the policy and the citizens have been informed of the policy, the most vital stage is in ensuring that all of the operational systems are in place to support the effective introduction of the policy.

4.8.2.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall ensure all elected members and relevant officers are thoroughly briefed on the details of the policy and the scenarios that might be expected.
- b) The Council shall carry out regular audits of its performance against the stated policies to check that the implementation of the policy is effective.
 - I. The Council shall supervise collection crews and carry out spot-checks on the implementation of policies.
 - II. Records of audits should be maintained and reported on to relevant senior officers within the Council on an annual basis.

4.9 HOW DOES THIS SECTION DELIVER THE OUTCOMES?

A summary of the impact of this section against the outcomes for the Code of Practice are summarised in the table below.

OUTCOME ONE: ACHIEVE HIGH QUANTITIES OF RECYCLING AND MINIMISES NON-RECYCLABLE WASTE	
OUTCOME TWO: SUPPORT THE CIRCULAR ECONOMY THROUGH MAXIMISING HIGH-QUALITY MATERIALS	
OUTCOME THREE: COST EFFECTIVE SERVICES FOR LOCAL GOVERNMENT	
OUTCOME FOUR: KEEP CITIZENS, STAFF AND CONTRACTORS SAFE AND HEALTHY	
OUTCOME FIVE: SERVICES THAT ENCOURAGE PARTICIPATION FROM CITIZENS	
OUTCOME SIX: COMPLY WITH REGULATIONS	
OUTCOME SEVEN: SERVICES THAT SUPPORT SCOTTISH AND LOCAL EMPLOYMENT	

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Section 5: Operating household waste & recycling services

This section provides guidance on operating procedures that are considered current best practice. Operating procedures are needed to support the design of services and policies that deliver the outcomes of the household recycling charter.

The household recycling charter states:

We will **collect household waste when we have said we will** and ensure materials are managed appropriately upon collection.

We will manage materials so that the **highest possible quality is attained and we seek to accumulate value** by working with partners to encourage inward investment for our economy.

We will **record complaints and alleged missed collections** and ensure that we respond to these in line with the Code of Practice (CoP).

We will **listen to special requests or challenges** that citizens are having in relation to household waste collections and ensure that we respond to these in line with the Code of Practice (CoP).

We will deliver services so that they **take account of current policies with regards to environmental crime, litter and flytipping** in line with the Code of Practice (CoP).

We will deliver services so that our **staff and citizens are not endangered or at risk from harm** in line with the Code of Practice (CoP). (like asking them to sort out their contaminated bins??)

5.1 CUSTOMER SERVICE

Delivering high levels of customer service can help to contribute to high customer satisfaction and improved service performance. Both of which are vitally important for ensuring that the recycling service meets the expectations of the citizens, providing confidence and credibility to the service and building trust and participation.

5.1.1 COLLECTION COMMITMENT

Providing a commitment to citizens on the time, place and container for waste and recycling collections is something that has been commonplace for many years. This section will outline what the current best practice approaches are for procedures that can form a commitment to citizens about the level of service they can expect.

5.1.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) Local authorities shall commit to provide a 'regular' collection, i.e. one that is 'recurring at fixed times' and that provides sufficient capacity for each material stream. The time-window and collection point for the collections should be clearly communicated (e.g. "Containers shall be collected between 7am and 8pm"). Research commissioned by WRAP suggests that residents strongly value having certainty on when they will receive their collections¹⁴.

¹⁴ WRAP (2012). The Waste Collection Commitment. [Online]
http://www.wrap.org.uk/sites/files/wrap/Waste%20Collection%20Commitment%20Report%20-%20Revised%2020.3.12_0.pdf [Accessed October 2015].

- b) Once waste or recycling is collected, operatives shall return the collection container to the collection point, taking care to be neat and avoiding blocking access (i.e. they shall avoid leaving containers in a position which blocks driveways or pedestrian access along the kerbside). In instances of bad weather (e.g. strong winds or flooding) operatives shall return smaller containers (e.g. boxes or food waste caddies) to within the property boundary where possible.
- c) Where there are complaints related to irregular collections or return of containers, liaison shall take place with specific crews and monitoring undertaken to ensure the issue is addressed.
- d) Local authorities shall ensure that call centre staff have access to up to date service schedule information and service policies.

5.1.1.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) Where possible local authorities shall provide same day collections so that each material stream is collected from a given household on the same day (albeit with materials collected at different frequencies).
- b) During bad weather containers on or close to trunk roads shall be secured where appropriate to prevent any hazards. Where necessary, the Council shall determine the safest point of collection and communicate this to the resident. Secured by who? Not only trunk roads, what about high speed rural roads?

5.1.2 MISSED COLLECTIONS

On occasion collections will not take place as planned. This is usually a result of parked vehicles blocking access to streets, human error or incomplete emptying of containers. When a collection is genuinely missed, it is important to maintain the trust and credibility of the waste and recycling service that procedures are put in place that deal with 'missed collections' effectively.

5.1.2.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall adopt a consistent definition which explains what determines a 'missed collection' and when it should be acted upon and reported. Shouldn't we be defining that here so that the definition is consistent?
- b) The Council shall clearly communicate when residents should present their containers for collection (e.g. before 7am on collection day). They shall explain that the Council cannot commit to specific collection times and that routing schedules may change. They should ask citizens to leave any unemptied containers at the collection point until the end of the collection day (e.g. until 8pm).
- c) Collection operatives shall also have the ability to capture and report information on service issues specific to a property or group of properties which may have prevented collection from taking place as planned. For example:
 - I. Severe contamination of recyclables
 - II. Container not presented by the resident in time for the collection
 - III. Local access issues (e.g. not being able to undertake an assisted collection due to a locked gate)
 - IV. Excess waste presented/local flytipping.
- d) When the citizen calls to report a missed collection prior to completion of the working day, initial notes shall be taken and contact shall be made with the crew carrying out that collection. However, the call shall not be logged as a 'missed collection' until the day's work

has been completed (i.e. after 8pm). Reports of missed containers shall only be accepted and reported after the end of the collection day.

- e) The procedure adopted at the customer contact centre (or on-line if self-reporting of issues is made available by the Council) shall ensure that citizens are queried to try to ensure that the issues described in 5.1.2.1c are not applicable.
- f) If deemed necessary in agreement with the citizen, collection crews shall return to collect missed containers. The response time should be no longer than 48 hours from when the missed bin was reported and logged as a missed collection for records. May need some flexibility here for more rural authorities! Sometimes the ability to take excess bags the next cycle is a better option provided the householder is happy with that.

5.1.2.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) Collection operatives shall have the ability to capture and report real-time information to the customer contact centre on service issues that prevent collection e.g. vehicle breakdowns, blocked access to collection points (e.g. parked cars). More regional issues (e.g. heavy snow) shall be reported by a supervisor/manager to the customer contact centre.
- b) Integrated systems can be used to monitor operations, capture service data and address service issues. For example, containers fitted with RFID tags (i.e. chipped bins): Fitting containers with RFID tags that are then electronically coded to an individual property can enable the council to monitor operations (e.g. delays to collections) as back office staff can check the progress of the collection vehicle and/or if individual bins have been emptied.

5.1.3 HANDLING SPECIAL REQUESTS

Collection services need to be sensitive to the particular circumstances of individual residents and households by ensuring that there are policies and procedures in place which offer a level of flexibility in order to enable residents to use the services to the best of their ability.

Examples include policies which address the following circumstances:

- Assisted collections for residents that are infirm, have a medical condition or a disability and are unable to present their waste and recycling containers at the designated collection point.

Special requests are often referred to as 'Pull outs' or 'Assisted lifts'. Let's standardise this then!?

What are we calling it?

5.1.3.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) Citizens shall be required to complete an application for an assisted collection.
 - I. Assisted collections are for residents that are infirm, have a medical condition or a disability and are unable to present their waste and recycling containers to the designated collection point. Applications would be considered where there is no one in the property to assist with the collection. So are they not considered where there is someone there? What if someone is only there some of the time? I would reword the last sentence along the lines of "where there is no regular assistance available to help. The helper need not live there for example, it could be a friendly neighbour or a carer. Or they may have a son who works away a lot.

- b) Once approved, the Council shall maintain an accurate and up-to-date list of properties where the citizen requires assisted collections.
- c) Collection crews shall collect and return the container from the same point of collection within the property boundary.
- d) The Council shall inform the citizen of their responsibility for maintaining access to the collection point for the collection crew.
- e) The Council shall review properties receiving a collection at least annually (from the date of application) to monitor whether assisted collections are still required.
 - I. All communication in relation to assisted collections shall be addressed 'To the Occupier' to be sensitive to any changes in circumstances.
 - II. The citizen should still be encouraged to participate in all recycling services provided and an assisted collection would be provided for all services if needed.

5.1.3.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) The Council shall monitor the 'Tell us once' protocol¹⁵, where it exists, to monitor potential changes in assisted collection lists.

5.1.4 REPLACING LOST/STOLEN CONTAINERS

Containers for waste and recycling are occasionally lost, broken or stolen. When this occurs, it is important to replace these timeously to provide continuity of service and maintain participation in services.

5.1.4.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) Standard containers shall be dealt with separately from specialist containers. Replacement containers shall be delivered before the next collection or within 10 working days of notification, whichever is the greater (i.e. if the next collection is in 15 working days' time, the container shall be delivered by then).
 - I. Standard containers are ones that are used for individual properties. For example 240l, 140l wheeled bins, boxes, bags, caddies etc.
 - II. Specialist containers are ones that are used for communal properties or properties that are not on the typical collection service. (examples?)
 - III. Higher priority for communal containers?
- b) Where the council provides free food waste liners, the resident can request additional liners to be provided by tying the last liner to the caddy handle. The collection crew shall provide a new roll which shall be posted through the letter box or secured in the food waste caddy. What about situations where food waste is co-collected with garden waste? If the roll of liners is left in the bin it is likely that this is where it will stay. Other arrangements need to be made in this situation. Also – what about communal food waste collections?
- c) Collection crews should be required to report and bins falling into the collection vehicles and/or damaged during collection.

5.1.4.2 Desirable elements

¹⁵ <https://www.gov.uk/after-a-death/organisations-you-need-to-contact-and-tell-us-once>

The following procedures **should be considered** within the Councils ways of working:

- a) Replacement food waste containers and liners should be made available for collection by residents from local offices (e.g. depots, recycling centres, etc).

5.1.4.3 Elements not considered for this CoP

There are varying policies on charging for replacement containers across Scottish Councils. The charging for containers is not within the scope of this CoP and Councils are free to decide on the best means of determining the costs and charges for replacing containers for waste and recycling.

5.2 STEWARDSHIP OF COLLECTED MATERIALS

The Scottish Government's Recycling Quality Action Plan¹⁶ explains that there are greater environmental and economic benefits to closed loop recycling where a product is used, discarded, captured, and then the component materials recycled into a new product of similar functionality which can itself be used, discarded and captured, to be recycled again, continuously cycling the material resource through the supply chain. Examples include;

- the use of recovered glass cullet in re-melt applications to create new glass products rather than for aggregate in construction;
- the use of recovered plastic to produce, for example, new food and drinks containers rather than construction products;
- the use of recovered paper for the production of new paper products rather than other uses such as animal bedding and insulation.

The Waste Hierarchy Guidance¹⁷ provides further details for a range of common recyclable materials. Generally speaking, these 'high quality' applications require high quality materials in order to be viable.

5.2.1 COLLECTING HIGH-QUALITY RECYCLING MATERIALS

Every stage of the collection, bulking and processing chain is equally important in the stewardship of materials. It all starts with collection from the containers provided to citizens however and there are procedures that should be followed to ensure this process provides a quality feedstock to the next stage in the process.

5.2.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The policies for recycling contamination (**Refer to 4.4**) shall be adhered to.

¹⁶ Recycle Quality Action Plan – Consultation Paper (2012). The Scottish Government. [Online] <http://www.gov.scot/Publications/2012/10/6584/6> [Accessed October 2015].

¹⁷ Waste Hierarchy Guidance (2013). The Scottish Government. [Online] <http://www.gov.scot/Resource/0042/00420711.pdf> [Accessed October 2015].

5.2.1.2 Elements not considered for this CoP

Councils in Scotland do not have appropriate statutory powers to issue fixed penalty notices where waste services are not being adhered to. Therefore, this CoP does not make any reference to the use of Fixed-Penalty-Notices as a means of enforcement when citizens have chosen not to comply with the instructions on the proper use of the service.

5.2.2 BULK TRANSFER OF RECYCLING MATERIALS

The second stage of material stewardship occurs at the bulking/transfer station. The priority at this stage should be to ensure that separately collected wastes are not mixed with other wastes or materials where doing so would hamper further recycling.

5.2.2.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) A physical barrier between each waste stream (e.g. separate bays) shall be maintained.
- b) The Council shall ensure that materials are stored safely (e.g. ensuring that fire hazards are understood and that risks are minimised).
- c) The Council shall Implement procedures to ensure that infrastructure used to transfer recycling (e.g. vehicles, shovels and balers) are clean, especially when used to handle multiple waste streams.
- d) The Council or its contractors shall, where practicable, store paper/card recycling in a clean and dry environment (i.e. indoors).

5.2.2.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) The Council shall, where practicable, undertake preliminary pre-sorting of materials e.g. operating a picking line to remove obvious contaminants. H&S worth mentioning here.

5.2.3 ONWARD PROCESSING OF RECYCLING MATERIALS

The Council should ensure that its duty to maintain the high quality of collected recycling is reflected in any contracts that it has with operators undertaking further processing or sorting of materials is required. Any guidance? Draft clauses? Something about contamination here would be good – how is a load defined as contaminated? Who gets to decide that a load of material collected for recycling is tipped in the transfer station as waste – and how should this be reported?

5.2.3.1 Scottish Materials Brokerage Service

The Scottish Materials Brokerage Service was launched in October 2014¹⁸. The aim of the service is to see supply and demand for high-value recycling matched up, providing certainty of supply for investors and certainty of demand for Councils.

5.2.3.1.1 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

¹⁸ <http://news.scotland.gov.uk/News/Striking-gold-from-waste-11ba.aspx>

- a) The Council shall consider the means of supplying the Scottish Materials Brokerage Service with the material it collects.

5.2.3.2 Supporting the prevention of environmental crime

Local Authorities will have operational procedures in place to deal with litter and flytipping in order to fulfil their duty under the Environmental Protection Act 1990 section 89 (1&2)¹⁹ to ensure that the land is, so far as is practicable, kept clear of litter and refuse, guidance on fulfilling this duty is provided in the Code of Practice on Litter and Refuse²⁰. Is this necessary for this CoP? How does this fit under onward processing? Litter at transfer stations will be taken care of by site licensing requirements?

The Scottish Government's published its first National Litter Strategy in 2014, Towards a Litter-Free Scotland. The strategy seeks to significantly reduce litter through multiple interventions which encourage personal responsibility. The current operational practice on tackling litter and flytipping based on cleansing regimes alone currently costs Local Authorities in excess of £45 million pounds per year. There are range of measures being considered as part of the strategy to move from a focus on cleansing to preventing litter and flytipping occurring in the first place.

A collection of current practice on litter and flytipping prevention is being collated and will be made available in the 'knowledge hub/portal' and is designed for stakeholders to access case studies and toolkits to aid the implementation of prevention activity.

The procedures and policies adopted by Local Authorities to deliver household waste and recycling services should seek to minimise the potential for waste from collection services becoming litter or flytipping.

5.2.3.2.1 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) The Council shall ensure there is a synergy between all the operational functions responsible for waste, cleansing and flytipping. To promote more effective and efficient services by ensuring procedures within the different functions complement each other and work in parallel to avoid cross over or double handling of issues. For example:
 - I. cleaning any spillages during collection or putting excess waste in the emptied bin to avoid cleansing crews being required to visit the same area;
 - II. Ensuring cleansing crews have a copy of the bulky uplift schedule so flytipping is easier to identify.
- b) A partnership approach with external agencies, such as Housing Associations, private landlords and factors, Scottish Fire and Rescue Service (SFRS) and Community Planning Partnerships. To promote a joined up approach to communicating with householders to help prevent the build-up of extra waste as research show that areas with accumulations of waste tend to attract more waste causing bigger litter and flytipping issues and wider issues such as: Deliberate fire setting of waste; additional costs for removal for the landlord/owner; and windblown litter.
 - I. The SFRS have issues with deliberate fire setting of rubbish and refuse. Ensuring citizens are aware of policies, procedures, collection times etc. for returning bins to their property and time slots for bulky waste will help with this issue.

¹⁹ [section 89 \(1&2\)](#)

²⁰ [Code of Practice on Litter and Refuse](#)

- c) The use of the FlyMapper²¹, Scotland's National Flytipping Management Tool is encouraged to record and manage flytipping incidents. Allowing flytipping to be monitored and managed in an effective manner and for targeted interventions to be put in place. The largest waste type reported by Local Authorities as flytipping is household waste. FlyMapper data should be used to identify where the problem areas exist to allow: Targeted communications to householders; enforcement action to be taken; identify and review issues with collection services
- d) Ensure waste collection services are designed in a way so as to avoid accidental spillage or 'wind-blown' waste from collection containers or vehicles.
 - I. This should include containers that are fit for purpose and mechanisms in place for replacing damaged containers;
 - II. Up to date collection calendars and advice on changes to collection schedules to avoid containers being presented ahead of collection window;
 - III. Advice to the public on presenting containers in adverse weather conditions;
 - IV. Collection vehicles are fit for purpose and are not open to materials escaping during collection rounds;
 - V. Any spillages during collection rounds are cleared by the crew and equipment made available on the collection vehicle to aid this; or if not possible should be reported to the appropriate department as soon as practicable for clearance.
- e) Where bagged collections are provided thought should be given to the type of material collected to avoid wildlife being attracted to them, potentially causing litter to escape.
- f) Provision of improved communications at recycling points/bring sites to increase awareness of the materials accepted and to make it clear that materials/items left out with the containers are classed as flytipping. Other deterrents such as CCTV could also be considered.

5.3 OPERATIONAL SERVICE DELIVERY: FRONTLINE DELIVERY

The design of services, the policies used to support these and the operational delivery framework for services are all very important in the achievement of effective service delivery. However, these elements are all underpinned by the investment in frontline staff and the vital role they play in delivering services.

5.3.1 SUPERVISION

The first tier of management that interacts with the drivers and collection operatives has many job descriptions used (e.g. Supervisor, team leader) across Scotland. For the purposes of this CoP the term 'Supervisors' has been used to describe this first tier of management, which has a key role within the operational delivery of waste and recycling services. Supervisors are typically responsible for ensuring that all collection operations are carried out in compliance with relevant regulation and licences (i.e. operating licence and waste carrier's licence), they provide leadership and make sure that correct health and safety practices are adhered to.

5.3.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall empower Supervisors to ensure all new staff are adequately inducted to carry out the tasks required of them safely.

²¹ <http://www.zerowastescotland.org.uk/content/flymapper>

- b) The Council shall empower Supervisors to ensure that they speak with all of their drivers and operatives on a minimum basis of once per day, preferably at the start and finish of their collection day. This may not be possible and should probably be desirable to be once per day but no less than say twice per week?
- c) The Council shall empower Supervisors to ensure that they observe the collection practices of each collection crew on at least a weekly basis to assess the operating practices of the crews. Also may not be possible – maybe each crew once a month?
- d) The Council shall ensure that Supervisors meet the requirements of the relevant competency requirements for the role²². Where the minimum competency requirements are not being attained, the Council will provide relevant training to build competency in necessary areas.

It would be great to meet the above, but as part of this it would be useful to get some guidance on the level of supervision that is required to meet this requirement – in an ideal world how many supervisors are needed to carry out the basic supervisory functions for a typical collection service?

5.3.1.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) Supervisors shall have the competency requirements to operate and understand relevant data and computer software that supports the customer service functions of the Council.
- b) Supervisors shall have the ability to speak to customers and act as ambassadors for the waste and recycling service.

5.3.2 WORKFORCE DEVELOPMENT

A competency framework has been established by the Scottish Waste Industry Training Competence and Health & Safety Forum (SWITCH) Competency Framework. By developing the competency framework SWITCH aims to create a Resource Management industry that:

- Is safe and healthy to work in
- Actively supports education, training, learning and development
- Increases workforce capacity and competence
- Develops and shares good practice
- Creates an industry that is attractive as a career choice
- Creates clear career and learner pathways

The roles within the framework are called Levels 1, 2 and 3²³ - this is to avoid assumptions being made if labelled, for example, 'Operator', 'Supervisor' and 'Manager' given the variety of job titles that exist in the sector and the variety of responsibilities that fall within these areas.

²² <http://www.ciwm.co.uk/web/FILES/ScotlandRDO/Framework.pdf>

²³ Level 1 - basic operative level, responsible for own area of work, carries out duties as prescribed by the supervisor. Level 2 - has the knowledge and skills to carry out the work unsupervised and could be leading a small team of others, maintaining productivity and resolving problems as they arise. Level 3 - responsible for controlling/administering teams/a group of staff. Plans and directs the work of a group of individuals, monitoring their work and taking corrective action where necessary.

5.3.2.1 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) The Council shall ensure that all staff are measured against the requirements for each role within the SWITCH Competency Framework to understand the development opportunities for each staff member.
- b) The Council shall ensure that adequate provision is made to address the competency development opportunities for each staff member over a period of time.

5.3.3 RISK ASSESSMENTS

Guidance on Health and Safety, including risk assessments is provided by the Health and Safety Executive (HSE)²⁴.

The Management of Health and Safety at Work Regulations 1999 require employers to suitably and sufficiently assess and control the risks their activities present to their employees and others. The assessment should identify:

- the hazards that can cause harm, what kind of harm and how likely it is to happen;
- who is at risk (such as workers, contractors, subcontractors, agency or temporary workers, members of the public or visitors);
- the appropriate control measures needed to eliminate or reduce the risks so far as is reasonably practicable.

Risk assessment is about identifying and taking sensible and proportionate measures to control the risks in your workplace, not creating huge amounts of paperwork.

Risk assessments aim to help you:

- identify the hazards;
- Identify those potentially at risk (e.g. workers, the public (other road users and pedestrians), contractors, subcontractors, agency workers, temporary workers, etc;
- assess the risks from those hazards, remembering that special consideration may be needed for people with disabilities, young people, etc;
- eliminate or at least reduce the risks from those hazards so far as is reasonably practicable.

5.3.3.1 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) The Council shall meet the British Standard OHSAS 18001 (due to be replaced in October 2016 by ISO 45001). Adopting an effective occupational health and safety management system promotes a safe and healthy working environment by providing a framework that allows your organisation to identify and control its health and safety risks, reduce the potential for accidents, aid legislative compliance and improve overall performance.

5.3.4 DESIGNING COLLECTION ROUTES

²⁴ Health and Safety Executive. 2015. Waste management and recycling. [Online] <http://www.hse.gov.uk/waste/index.htm> [Accessed October 2015].

5.3.4.1 Route risk assessments

When local authorities are developing and assessing collection route risks they should refer to HSE guidance²⁵.

5.3.4.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall undertake route risk assessments that assess route and location-specific hazards.
 - I. Although not an exhaustive list, this would include reversing, single side or double side collection, high-risk pedestrianised areas (e.g. schools, city centres), low overhead cables, staircases/steps, areas with poor lighting, etc.
 - II. Although not an exhaustive list, this would include the ability and authority of drivers and collection crews to react to changing (dynamic) conditions, taking action to ensure the health and safety of themselves and others.
 - Examples may include changing weather conditions, temporary road works and mechanical breakdowns.
 - Crews shall be adequately trained to respond to such circumstances, or identify the need to seek advice before proceeding.
 - III. Where high risks are identified the Council shall utilise technology or increased supervision used to manage the residual risk.
- b) The Council shall include within route risk assessments more generic factors (i.e. ones affecting the whole service) including:
 - I. The effect of strategic decisions, such as choice of vehicle design, receptacle type and material-specific issues (e.g. noise and glass collections)
 - II. Common issues such as manual handling, slips and trips, violence to staff, dealing with hung-up bins and sharps across your collection activities.

5.3.4.2 Routing software

The majority of Councils in Scotland now utilise computer software packages to plan collection routes. Such software has been proven to help improve the efficiency and effectiveness of collection routes and there is more to be achieved through technology.

5.3.4.2.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall utilise computer software, based on clean GIS information drawn from the Council's Corporate Address Gazetteer or equivalent tools, to plan and maintain collection routes.
- b) The Council shall utilise in-cab technology to support route risk assessment, monitoring of performance data (i.e. contamination) and customer service functions (i.e. linking to Customer Relationship Management (CRM) system) of the waste and recycling service.

5.3.4.2.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

²⁵ <http://www.hse.gov.uk/pubns/waste23.pdf>

- a) The Council shall utilise property identification systems (e.g. RFID, NIR) to capture performance information (e.g. contamination, set-out).

5.3.5 COLLECTING FROM RURAL AREAS, PRIVATE ROADS AND LANE-ENDS

Often in rural areas or where there are private roads or inaccessible lanes, both formal and informal operating practices have been developed to tackle issues that arise from:

- Operational efficiency (i.e. to prevent excess travel and manoeuvring to service single or small numbers of properties)
- Liability (i.e. in terms of the risk of damage to non-council maintained property / roads)
- Health & Safety (i.e. accessing roads / locations which may present an operational risk due to road condition or other reason)
- Access (i.e. restricted access for vehicles or crews which may include width, turning areas, weight limits.)

Many Councils have implemented operational practices where the collection takes place away from the kerbside or vicinity of the property to overcome these issues and this section lays out the current best practice approaches for adopting such practices where the Council feels it is appropriate to do so.

5.3.5.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall clearly identify where properties cannot be collected within the typical collection approach (e.g. Kerbside from the front or rear of individual properties or communal areas).
 - I. This will state the reason for a non-typical collection, such as:
 - journey time from the nearest adopted road being excessive;
 - turning area within property for collection vehicle being inadequate;
 - permission required to access a private road (and liability for gaining access being waived).
 - II. The method of assessment shall be made available to the citizen upon request.
- b) The Council shall write to all properties impacted by the non-typical collection to inform them of the reasons for their collection and stating the location that containers should be placed for collection.
 - I. Collections may take place from the nearest accessible road that is adopted by the Council or accessible, with appropriate permissions, for collection vehicles.
 - II. It would be helpful to develop some standard criteria to be used for assessing when a collection would or would not take place from a road end? Otherwise we will not have consistency?
- c) The Council shall provide planning advice to developers to prevent, where possible, the building of new developments or re-developments that will lead to non-typical collection.

5.3.6 MONITORING PERFORMANCE

Monitoring, interpreting and analysing data and information is vital to ensuring that the strengths and weaknesses of any service are understood and areas for improvement are recognised. There are many types of data that Councils have typically collected since the introduction of kerbside recycling

services and further guidance on general best practice for managing performance is available from WRAP²⁶ but this CoP will consider the following:

- **Waste composition analysis:** Where samples of wastes from a representative sample of properties is split into the constituent parts. This helps understand what citizens are wasting, the proportions of each material and the most common container for each material (i.e. non-recyclable waste, dry recycling etc.).
- **Set-out and participation rate:** Where collection routes, or representative samples from routes, are monitored at each collection cycle to observe properties that are setting containers out for collection. Participation rate is calculated over 3 cycles and where a property sets out a container at least once within that cycle, they are deemed to be participating in that service.
- **Waste Data:** Every piece of waste that is collected is weighed at some point in the collection, bulking and reprocessing chain. This data is collected and collated by all councils to report to SEPA via the Wastedataflow system.
- **Key Performance Information:** For the purposes of this CoP, key performance information (KPIs) shall be collected on: Missed collections; Replacement container deliveries; Contaminated containers reported by crews; Uncollected bins resulting from failure to comply with policies; Additional capacity supplied for non-recyclable waste; and Contamination reports from contractors.

5.3.6.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall carry out waste compositional analysis of all mixed waste streams (i.e. non-recyclable waste and mixed recyclates) on minimum basis of every 3 years or prior to any major service change.
 - I. Analysis will be taken from a representative sample and carried out over two seasons (i.e. Autumn/Summer) and follow the Zero Waste Scotland methodology²⁷.
 - II. Separately collected streams (i.e. garden waste, glass, food waste) shall be analysed separately and included in the results to show total waste composition.
 - III. Analysis prior to a major service should occur at least 3 months prior to the first new collection date.
 - IV. It might be useful if a nationwide contract were let to do this work right across Scotland so that consistency is achieved and reporting is simplified?
- b) The Council shall record waste data from all sources and prepare spreadsheets for the completion of Wastedataflow on at least an annual basis.
- c) The Council shall set up a system for recording and reporting the following KPIs:
 - I. Missed collections
 - Reports should show the number of confirmed missed collections per 1,000 properties per calendar month. (per quarter?)
 - II. Replacement container deliveries
 - Reports should show the percentage of replacement or new container deliveries that are completed within the time allocated in **Section 5.1.4.1a** of this CoP.
 - III. Contaminated containers reported by crews

²⁶ Monitoring and evaluation guidance. WRAP [Online] <http://www.wrap.org.uk/content/monitoring-and-evaluation-guidance> [Accessed October 2015]

²⁷ WCA Methodology Guidance - LINK NEEDED

- Reports should show the number of contaminated containers that are reported by crews and the collection routes where these were reported.
- (Frequency of reporting?)
- IV. Uncollected bins resulting from failure to comply with policies
 - Reports should show the number of properties where crews have not collected bins/containers as a result of failure to comply with excess waste/side waste/over-weight bins policy.
- V. Additional capacity supplied for non-recyclable waste
 - Reports should show the number of properties that are currently in receipt of additional capacity (i.e extra bins or larger bins) for non-recyclable waste.
- VI. Contamination reports from contractors
 - Reports should show the number of occasions and the details of the reports where contractors receiving recyclable materials have reported contamination and this has not been disputed by the Council.

5.3.6.1.1 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) The Council shall carry out analysis of the set out and participation rate for dry recycling and food waste collections on a minimum of 20% of collection routes per annum.
 - I. This can be achieved by following crews to record set out or by the crews recording the set out via a handheld or digital device.
 - II. Over a 5-year period all routes should be assessed for set-out and participation rates.

National contract to do this!?

5.4 HOW DOES THIS SECTION DELIVER THE OUTCOMES?

A summary of the impact of this section against the outcomes for the Code of Practice are summarised in the table below.

OUTCOME ONE: ACHIEVE HIGH QUANTITIES OF RECYCLING AND MINIMISES NON-RECYCLABLE WASTE	
OUTCOME TWO: SUPPORT THE CIRCULAR ECONOMY THROUGH MAXIMISING HIGH-QUALITY MATERIALS	
OUTCOME THREE: COST EFFECTIVE SERVICES FOR LOCAL GOVERNMENT	
OUTCOME FOUR: KEEP CITIZENS, STAFF AND CONTRACTORS SAFE AND HEALTHY	
OUTCOME FIVE: SERVICES THAT ENCOURAGE PARTICIPATION FROM CITIZENS	
OUTCOME SIX: COMPLY WITH REGULATIONS	
OUTCOME SEVEN: SERVICES THAT SUPPORT SCOTTISH AND LOCAL EMPLOYMENT	

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Section 6: Communicating with citizens

This section provides guidance on approaches to communicating with citizens that are considered best practice. Without regular and effective communication to citizens, the design and operation of services, supported by suitable policies, will not achieve the services full potential to deliver the outcomes of the household recycling charter.

This section provides guidance on approaches to communicating with citizens that are considered best practice. Without regular and effective communication to citizens, the design and operation of services, supported by suitable policies, will not achieve full potential of the service to deliver the outcomes of the household recycling charter.

The household recycling charter states:

We will ***clearly explain to all citizens*** what services we provide by providing information on a regular basis. This will take recognition of different housing types, collection routes and service availability and be as specific to each property as necessary, in line with the Code of Practice (CoP);

We will ***deliver service information directly*** to citizens periodically in line with established Code of Practice (CoP); and

We will ***provide clear instructions to citizens on what can and cannot be recycled***, giving clear explanations where materials cannot be competently recycled.

6.1 PROACTIVE COMMUNICATION

Fewer than half (47%) of all Scottish households recall receiving information on their recycling services from their council in the past year, compared with a UK average of 55%. While it is not possible to prove causality, those who say they are confident about what can and cannot be recycled are more likely to have received information in the past year.

There would appear to be a link between the relative recycling performance of Councils in Scotland and the level of communication activity that they undertake, with those investing more resources, more often, on proactive communication performing better. However, there is little empirical evidence to back up this hypothesis.

Proactive communication can cover many topics but for the purposes of this CoP, the following sections cover routine communication, major service changes and targeting poor performance.

6.1.1 ROUTINE COMMUNICATION

Routine communication is planned and provides updates, reminders and important service information whilst there are no changes in the service being delivered or the policies being implemented.

The impact of communications is maximised when multiple channels are used to ensure the widest possible reach and coverage and to reinforce key messages. This can include: printed collateral (leaflets and calendars), online information, social media, PR, local media advertising, locally available outdoor advertising (including bin stickers and vehicle liveries).

6.1.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall complete a communications strategy each year to plan its proactive communications with citizens.
 - I. Information on preparing a communications strategy is available from Zero Waste Scotland's guide '*Improving recycling through effective communications*'²⁸.
 - II. This shall be reported and agreed with senior managers.
- b) The Council shall carry out routine communication activities annually in line with the communication strategy with a minimum budget spend of £1 per household per year committed to this. Perhaps this should be a guide rather than a requirement? Be difficult to sign up to this. As a minimum the following list, although not exhaustive, indicates the information that should be provided:
 - I. Information on collection days/patterns;
 - II. Information on what items can be recycled at kerbside or recycling points (yes/no lists for each container) using consistent, tested terminology (referred to in section 3.6);
 - III. Information on how to dispose of items that are not collected at the kerbside via HWRCs or reuse organisations;
 - IV. Information on what happens to materials that are collected for recycling;
 - V. Where possible, information on any specific, local benefits of recycling; Feedback on recycling rates, etc?
- c) The Council shall make routine service information available on its website, covering as much of the information set out in 4.1.1.1b.
 - I. One-in-five people actively sought information on recycling in the past year. Of these, 82% visited their local authority's website and 19% telephoned their council. It is therefore essential that these communications channels are maintained with regular accurate information.
- d) The Council shall provide information directly to citizens to inform them of known variations to the normal service.
 - I. This will be for changes in collection days or schedules resulting from seasonal holidays, bank holidays or other changes (e.g. planned road closures)
 - II. The format of direct information shall be via printed materials posted or delivered to the property or via stickers (or similar) appended to the waste containers.
 - III. The information shall also be available via the Council's website and, where available, social media channels.
- e) Standardisation of terminology? Format of website info for waste? Ideally accessed directly from home page

6.1.1.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

²⁸ http://www.wrap.org.uk/sites/files/wrap/IRTEC_Revision_12_6_13_0.pdf

- a) The Council shall provide an annual collection calendar in a durable format (e.g. fridge magnet) for the citizen to refer to. Is a leaflet durable? Can it be online only?
 - b) The Council shall label non-recyclable bins or recycling containers annually with information relating to the effective use of the service. Annually??
 - I. 'Stop stickers' placed on non-recyclable bins are effective at encouraging the prevention of food waste and dry recyclates from entering the non-recyclable waste stream.
 - c) The Council shall have a scheduled programme of social media messaging within the Communication Strategy.
 - I. Social media is an effective means of sharing positive messages and to normalise positive behaviours.
 - d) Where available, the Council shall promote the waste and recycling services annually via a corporate magazine delivered directly to properties and/or made available online.
-all materials printed on recycled paper.....?

6.1.2 MAJOR CHANGES TO SERVICES

Many Scottish councils have implemented major changes to services recently with the introduction of food waste services and moves to 2-weekly and 3-weekly collections of non-recyclable waste taking place. Planned service changes create their own communications challenges but they are also a key opportunity to reinforce overall recycling information and motivational messaging.

6.1.2.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall complete a communication strategy 12 weeks prior to the scheduled date of the first collection of the new service. Too detailed. We know this.
 - I. This shall be agreed with senior managers and any supporting partners (e.g. Zero Waste Scotland).
- b) The Council shall provide a 'teaser' message to the property between 4-6 weeks from the date of first collection.
 - I. This will be on printed media posted or delivered to the property providing information covering:
 - What is the change and when is it happening
 - Define the reason for the change
 - Reinforce the economic and environmental benefits supporting the change
 - Contact details for more information
- c) The Council shall provide a 'Key information' message to the property at the time where new containers are delivered for the new service or after the last unaffected collection where no new containers are being supplied.
 - I. This will be on printed media posted or delivered to the property providing information covering:
 - What the service looks like – what infrastructure is available
 - What materials the service collect and importantly does not collect using standard terminology and iconography
 - The recycling journey – what happens to the materials collected, with localised examples where appropriate
 - Collection day details
 - Contact details for more information

- d) The Council shall provide a minimum of 2 press releases to all relevant media outlets informing them of the changes in service and the areas effected.
 - I. The press releases will be timed to align with the 'teaser' and 'key information' messages being sent to properties.
 - II. This is all way too detailed. No need for this to be so specific.

6.1.2.2 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) The Council shall provide an annual collection calendar in a durable format (e.g. fridge magnet) for the citizen to refer to at the point of the new service being communicated.
- b) The Council shall recruit recycling advisors for a minimum of 8 weeks prior to and 8 weeks after the date of first collection.
 - I. Recycling advisors shall be deployed to:
 - support the delivery of communications materials to properties;
 - provide support to operational teams as the service commences;
 - provide advice to citizens in person or by phone;
 - provide support to crews delivering new containers; and
 - carry out visits to properties to discuss any issues with citizens (e.g. contamination/additional capacity requests).

Too much detail.

6.2 REACTIVE COMMUNICATION

Whilst much of the positive impact of communications occurs through the planned activities each year, it is equally as important to ensure that the communication in response to some of the operational challenges faced by Councils is managed just as effectively. Not reacting well to these challenges can affect the public perception of the waste and recycling service, ultimately undermining their confidence in participating in recycling and reuse.

This section covers the current best practice approaches for managing communication when there are disruptions to services or where operational issues, such as contamination problems, need to be addressed.

6.2.1 DISRUPTIONS TO SERVICES

Disruptions to services can happen at any time, often the reasons for this are:

- Inclement weather causing hazardous conditions for vehicles and collection crews or blocking access to certain roads or areas (i.e. snow, ice or flooding).
- Road accident or road closure blocking access to areas;
- Vehicle breakdowns;
- Industrial action;

Councils should have plans in place to ensure that where disruptions do occur, citizens are given the best opportunity to access crucial information that maintains their confidence in the service.

6.2.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall have an agreed protocol for communicating service disruptions.

- I. This shall include social media channels and the Council website.
 - II. This may include local media.
 - III. This may include direct communication (e.g. stickers on bins or printed media delivered to properties) and text messages alerts, where available and appropriate.
 - IV. This shall include timescales for when communication will take place to maximise awareness and minimise confusion.
- b) The Council shall include with the communication the following:
- Define the disruption and what changes can be expected;
 - Inform when services are expected to return to normal; and
 - Advise where the most up-to-date information can be found
 - Encourage citizens to speak to neighbours and friends to spread the message.

I think we all do this anyway.

6.2.2 DEALING WITH POOR PERFORMANCE

Where citizens or specific areas or groups (e.g. Students) are identified as not participating in recycling services as effectively as possible (e.g. by regularly contaminating recycling containers or by not participating in recycling services), specific communications actions may be undertaken. Often this occurs following observations from collection crews or from monitoring the reports from collection rounds but reports may also occur via feedback from the sorting facility.

When poor performance is identified it is important that steps are taken to change the behaviour of those citizens by communicating with them. Details of the operational procedures are set out in section 3 of this CoP but further details on the communication approaches that are currently considered best practice are laid out in the following section and more information is available in guidance available from Zero Waste Scotland “*Reducing contamination in dry mixed recycling collections*”²⁹.

Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall act upon information that suggests that citizens, areas or groups are not participating effectively by establishing a protocol for communicating with such properties. Maybe of more help would be simple guidance on how to define poor participation? Compare against national expected rates in terms of both participation and kg/hh/annum? How to present and gather the data? Participation of HWRCs/RPs/communals, as well as kerbside services.
 - I. The communication shall be written and posted or delivered to the property.
- b) The Council shall communicate with the property outlining the following:
 - I. Advising citizens of the specific issues (i.e. contamination or non-participation)
 - II. Advising what the correct action should be
 - III. Reinforcing standard collection information (yes/no lists)
 - IV. Signposting to sources of further information or advice
- c) The tone of communications shall be helpful, not accusatory, throughout.

²⁹ Dry recyclables: improving quality, cutting contamination. WRAP. [Online] <http://www.wrap.org.uk/sites/files/wrap/Dry%20Recyclables%20Improving%20Quality%20Cutting%20Contamination.pdf> [Accessed October 2015]

6.2.2.1 Desirable elements

The following procedures **should be considered** within the Councils ways of working:

- a) Officers from the Council (e.g. Recycling advisors) shall carry out doorstep visits to each property to provide advice and support to the citizens. Each property???

6.3 BRANDING AND TONE OF VOICE

Scotland has long benefited from the use of a consistent brand, messaging and tone of voice in most communications that have been delivered directly to citizens. The Reduce Reuse Recycle brand was replaced with the Recycle for Scotland brand in 2011 as the national brand. Recycle for Scotland brand and associated toolkit materials have high-levels of recognition (52% recall of the 'recycle' logo), have been thoroughly tested with citizens, and meet accessibility requirements.

To build upon consistency in the way communications are delivered to citizens, the Recycle for Scotland brand will continue to evolve for the needs of Councils so that it is fit for purpose. On this basis, current best practice assumed that all Councils shall contribute to the development of and use the Recycle for Scotland brand in all communications relating to waste and recycling services.

6.3.1.1 Essential elements

The following procedures **shall** be included within the Councils ways of working:

- a) The Council shall use Recycle for Scotland branding, messaging and tone of voice in all communication related to waste and recycling services.
- b) Provided that is not too prohibitive!

6.4 HOW DOES THIS SECTION DELIVER THE OUTCOMES?

A summary of the impact of this section against the outcomes for the Code of Practice are summarised in the table below.

OUTCOME ONE: ACHIEVE HIGH QUANTITIES OF RECYCLING AND MINIMISES NON-RECYCLABLE WASTE	
OUTCOME TWO: SUPPORT THE CIRCULAR ECONOMY THROUGH MAXIMISING HIGH-QUALITY MATERIALS	
OUTCOME THREE: COST EFFECTIVE SERVICES FOR LOCAL GOVERNMENT	
OUTCOME FOUR: KEEP CITIZENS, STAFF AND CONTRACTORS SAFE AND HEALTHY	
OUTCOME FIVE: SERVICES THAT ENCOURAGE PARTICIPATION FROM CITIZENS	
OUTCOME SIX: COMPLY WITH REGULATIONS	
OUTCOME SEVEN: SERVICES THAT SUPPORT SCOTTISH AND LOCAL EMPLOYMENT	

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Appendices

General.

Overall this document goes into far too much detail and this will make it difficult for authorities to sign up to. There is an underlying fundamental issue here that is being skirted around a little – kerbside sort or co-mingled? It would be useful to have a vote of all 32 LA's to ascertain what the majority view is (and why) and then start from there.

The timescale given for the development of a document like this is way too short. This needs a lot more time to be developed if indeed it is to retain this level of detail and information.

It would be better to take this a step at a time and the code of practice should be just that – a set of standards, not a detailed methodology of how we do it and what resources we should use and when and where and why. Most of this is carried out anyway and simply needs some harmonisation, not have it spelled out in this way.

“a set of standards agreed on by a group of people who do a particular job”.

(Cambridge Dictionary)