

CODE OF PRACTICE

Household Recycling in Scotland

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Version 1: November 2015

Foreword

Section 1: Using this Code of Practice

This Code of Practice (CoP) is for use by local authorities in Scotland. Throughout the CoP, there is general text that provides context to the section and references to further reading. There are 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 are considered to be the minimum expectation placed on Councils signing up to the Household Recycling Charter.

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.

Section 2: Outcomes

The COSLA-Scottish Government Taskforce recommended the preparation of a Household Recycling Charter to support a more circular economy in Scotland, through 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 by COSLA in August 2015¹. The charter sets out 21 commitments from local government that will achieve the following 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 MINIMISE NON-RECYCLABLE WASTE

Recycling more and wasting less is good for the economy and for the environment. This Code of Practice seeks to increase quantities of materials recycled and reduce the amount of waste that cannot be recycled.

OUTCOME TWO: MAXIMISE 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

This Code of Practice will support Scottish Councils in delivering cost-effective services in the medium to long term.

OUTCOME FOUR: SERVICES THAT ENCOURAGE PARTICIPATION FROM CITIZENS

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

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 to allow them the ability to participate fully.

OUTCOME FIVE: KEEP CITIZENS, STAFF AND CONTRACTORS SAFE

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 SIX: SERVICES THAT SUPPORT EMPLOYMENT

This Code of Practice will support the delivery of services that support employment in Scotland and within local areas either through collection services or from the onward sorting or sale of materials.

Section 3: Designing household waste & recycling services

This section provides guidance on the key principles to be considered for designing waste and recycling services. The design of services is most fundamental to the performance and operation of the services thereafter and is 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) across Scotland.

3.2 PROPERTY CLASSIFICATION

There are a number of different household types across Scotland, located in different geographies, each with their own unique design and community. For the purposes of this CoP, households have been classified into broad categories outlined below.

3.2.1 Households with access to the kerbside

These are the most common households in Scotland². Access to the kerbside is important for waste collection as individual containers can be placed out and returned for collection to specific properties.

3.2.2 Households without access to kerbside or with shared containers

Many properties, as a result of 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.

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.

3.2.3 Households that are different, challenging or remote

Some geographical areas or property types will not align with the descriptions given above and there may be additional challenges in operating a service to the property. These are factors for Councils to consider when designing waste and recycling services.

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 particularly challenging:

² *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].

Rural properties: Within the Scottish Government 6-fold Urban/Rural classification³, these properties are most likely to be found in Category 6 (Remote Rural), which is settlements of less than 3,000 population that is greater than 30-minute 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.

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

Islands: Although rural in nature, so likely captured above, waste and recycling collections from island locations often bring additional logistical challenges resulting from transport and shipping.

Difficult access properties: 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).

3.3 PRINCIPLES OF A CONSISTENT COLLECTION

The important factor in making services more consistent relates to the experience of the citizens. Two tests have been applied and shall be the basis for every service following this CoP.

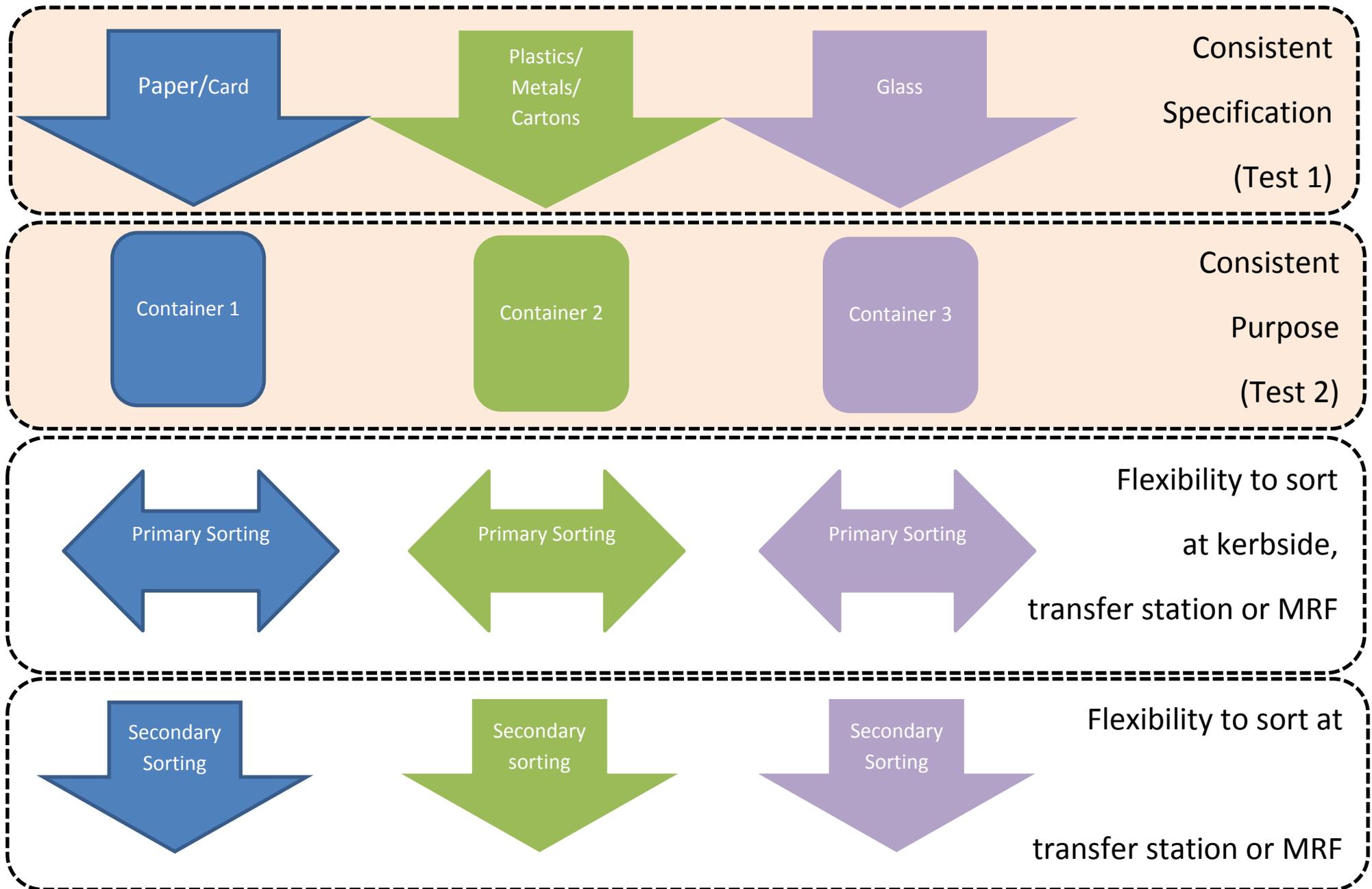
- Firstly, every citizen should understand what they can and cannot recycle in their collection service. This is covered in section 3.5.
- Second, when citizens understand what can be recycled, no matter where they live, they will understand what container that item should be placed into. Therefore, the mix of materials and the way that they sort materials shall remain consistent across the country. This means that the container that citizens place each item into is the most important decision we ask them to make and this is where consistency shall be focussed.

Citizens know less about the way a service is operated or what happens to materials once they have placed their container out for collection. Thus, it is appropriate for Councils to have flexibility regarding the type of container used, the vehicles used, the frequency of collection and the operational parameters. This approach is highlighted in **Figure 3.3** below:

Further detail on the modelling work which informed this approach is provided in Appendix A.

³ Scottish Government (2013/14). Scottish Government Urban Rural Classification 2013-2014. [Online] <http://www.gov.scot/Publications/2014/11/2763/downloads> [Accessed October 2015].

Figure 3.3: Principles of a consistent collection model



3.4 APPLYING THE CONSISTENT COLLECTION MODEL

The starting point for each Council applying this CoP, shall be to undertake an assessment of its current service against a range of scenarios to best fit with their needs and property types, whilst achieving the consistent principles outlined above.

In the first instance, the following requirements should be considered by each Council for all properties and locales. As a minimum these requirements shall be adopted or considered for *'Households with access to the kerbside'*.

3.4.1 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) Collection of these containers shall take place from the kerbside or nearest safe point of collection close the property.
- c) At the point of collection, the contents of each container will either be sorted into constituent materials (i.e. kerbside sort) or placed into separate compartments of a single vehicle or into separate vehicles for primary sorting at a site (i.e. transfer station or Materials Recovery Facility –MRF).
- d) Separate containers for glass shall be provided to each property or alternatively within the community for communal use. These containers shall 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 that is comparable to average kerbside-collected glass services (to exclude tonnage rejected at a MRF or by a reprocessor), or alternatively by demonstrating that the arisings of glass in the non-recyclable waste stream are comparable to an average where Councils operate a kerbside-collected glass service.
 - 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 urban areas these should be no further than 1km 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.
 - 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 in this respect should focus on the volume of glass available for high-quality recycling processes after the sorting has taken place. After sorting, the volume of high-quality glass that is available should exceed the benchmark test set out in 3.4.1.d(i) above.

- e) Separate containers shall be provided for food waste collection in all areas where the Waste (Scotland) Regulations 2012 require a collection.
 - I. Where food is collected in the same container as garden waste, the Council shall not be required to separate the materials.
- f) 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	20 litres per week
Food waste	20 litres per week

3.4.2 Desirable contents

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

- a) The collection of each recycling material stream, in particular food waste, is carried out on a weekly basis.
- 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 co-collecting food waste with dry recycling in a separate compartment within the vehicle.
- c) An association of colours to containers is beneficial to public engagement. Over time, as services change, there shall be a particular colour associated with each material stream, and that scheme will be developed in conjunction with partners supporting national communications and confirmed in due course:

PAPER/CARD	TBC
METALS/PLASTICS	TBC
GLASS	TBC
NON-RECYCLABLE WASTE	TBC

- 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 to identify the colour association.
- d) 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).

3.4.3 Households without access to the kerbside or with shared containers

For 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.

3.4.3.1 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 3.4.1. The Council shall provide evidence of any assessment that is carried out in this regard.
 - I. Evidence shall outline the number of properties affected and state the rationale for not providing the same service as kerbside properties.
- b) 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
- c) Separate containers shall 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.
- d) Separate containers should be provided for glass in line with the requirements set out in 3.4.1.d.

3.4.3.2 Desirable contents

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

- a) The requirements set out in Section 3.4.1 shall be followed.
 - I. Less frequent collection for these properties might be achieved through the provision of larger capacity containers, exceeding the volumes set out in 3.4.1f, which facilitates communal collections.

3.4.4 Rural properties

Details of the types of property included within this category are provided in 3.2. In rural properties the following requirements shall be adopted.

3.4.4.1 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 3.4.1. The Council shall provide evidence of any assessment that is carried out in this regard.
 - I. Evidence shall outline the number of properties affected and state the rationale for not providing the same service as kerbside properties.
- b) 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.
- c) 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 shall provide a minimum capacity 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.
- d) 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.
 - II. Support shall be provided in the form of visits to the property and the guidance on choosing a suitable home composting unit.

3.4.4.2 Desirable contents

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

- a) 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.

3.4.5 City Centre properties

Details of the types of property included within this category are provided in 3.2. In city centre properties the following requirements shall be adopted.

3.4.5.1 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 3.4.1. The Council shall provide evidence of any assessment that is carried out in this regard.
 - I. Evidence shall outline the number of properties affected and state the rationale for not providing the same service as kerbside properties.
- b) 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 and 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:
 - I. Separate containers should be provided to each property or group of properties for the following mix of materials.
 - Paper and card;
 - Metals, plastics and beverage cartons.
 - Glass
 - II. Recycling containers for dry recycling, including glass, shall be provided within 1Km from all properties. Although capacities for each material may 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 3.4.1f and monitoring of the fill levels for containers should take place.

3.4.5.2 Desirable contents

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

- a) The Council shall consider what collection frequency is appropriate for these areas to enable recycling services to be provided.

3.4.6 Island properties

Details of the types of property to be included within this category are provided in 3.2. In island properties the following requirements shall be adopted.

3.4.6.1 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 3.4.1. Where the service is required to vary, the Council should subsequently consider the requirements for rural properties set out in 3.5.4. The Council shall provide evidence of any assessment that is carried out in this regard.
 - I. Evidence shall outline the number of properties affected and state the rationale for not providing the same service as kerbside properties.
- b) There will be further exceptions for the provision of glass recycling containers specifically as follows:
 - I. Where local glass reprocessing is available, the Council can consider the use of such facilities where the environmental benefits are proven.

3.4.7 Difficult access properties

Details of the types of property to be included within this category are provided in 3.2. In these properties the following requirements shall be adopted.

3.4.7.1 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 3.4.1. The Council shall provide evidence of any assessment that is carried out in this regard.
 - I. Evidence shall outline the number of properties affected and state the rationale for not providing the same service as kerbside properties.
- b) 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
- c) Separate containers shall 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.
- d) Separate containers should be provided for glass in line with the requirements set out in 3.4.1.d.

3.4.8 Elements not considered for this CoP

The following elements of the service design are not specified within this CoP. Consequently, Councils are invited to interpret their own needs for these aspects of their service.

- a) Garden waste services covered in this CoP and Councils may make their own plans for the collection of garden waste.
- b) Councils may make their own judgement on density of recycling points that may be in place to supplement kerbside collection.

3.5 THE MATERIALS COLLECTED

A standard specification for all of the core materials specified in this CoP (food, paper, card, glass, metals and plastics) as well as cartons is provided in the following section which will 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.

3.5.1 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. Whilst most materials are collected for recycling, there are some materials where the markets for these items is still developing. However, in some cases not collecting certain items would complicate the recycling decisions for citizens, and where certain items can be easily sorted from containers, there is a greater overall benefit in encouraging citizens to recycle the items than to dispose of them in non-recyclable waste.

The table clarifies the specification that Councils may wish to discuss with their contractors regarding the onward sorting or processing of the collected materials. It is not intended to be communicated to the public in this format.

Accepted

Items in this classification are typically recycled easily and shall be readily accepted in the relevant recycling container. Citizens should be encouraged to empty, rinse and squash (if possible) all items prior to being placed in containers for recycling.

Accepted where markets are emerging or non-collection could affect recycling behaviours

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

Items in this classification are not accepted within recycling containers for the material referred to. The inclusion of these items in the container referred to will be considered a contaminant that will not be recycled.

3.5.1.1 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"> • 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) • Hardback books (reuse should be encouraged)
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION COULD AFFECT RECYCLING BEHAVIOURS	
<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>) • Paperback books (<i>Difficult to handle at sorting facility</i>) 	

3.5.1.2 Card:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Cereal boxes, brown corrugated packaging, sleeves from ready meals, toilet/kitchen roll tubes, greetings cards, egg boxes, toothpaste boxes etc.	<ul style="list-style-type: none"> • Drinks and food cartons (placed in metals and plastics container for recycling) • Wet card (Non-recyclable bin).
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION COULD AFFECT RECYCLING BEHAVIOURS	
<ul style="list-style-type: none"> • Food boxes (e.g. pizza/fast food)(<i>Often contain food that is likely to cause contamination</i>) 	

3.5.1.3 Glass:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Bottles and jars from food and drink packaging (including metal tops and corks).	<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 glasses (sometimes recyclable with 'inert' waste at HWRCs) • Light bulbs (retailers or HWRCs) • Pyrex dishes (sometimes recyclable with 'inert' waste at HWRCs)
ACCEPTED WHERE MARKETS ARE EMERGING OR NON-COLLECTION COULD AFFECT RECYCLING BEHAVIOURS	
N/A	

3.5.1.4 Metals:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
Tins and cans from food and drink packaging, aerosols for personal use (e.g. deodorant, hairspray etc.)	<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 COULD AFFECT RECYCLING BEHAVIOURS	
<ul style="list-style-type: none"> • Foil trays (<i>Prone to food soiling and not sorted as easily</i>) • Aluminium/Tin foil (<i>Prone to food soiling and not sorted as easily</i>) 	

3.5.1.5 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 – rigid or expanded (non-recyclable bin) • Wrappers e.g. biscuit and crisp wrappers. (non-recyclable)

	bin) <ul style="list-style-type: none"> • 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 COULD AFFECT RECYCLING BEHAVIOURS	
<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>) 	

3.5.1.6 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 COULD AFFECT RECYCLING BEHAVIOURS	
<ul style="list-style-type: none"> • Straws and caps that are integral to the carton (<i>Not recyclable but integral to packaging</i>) 	

3.5.1.7 Food:

ACCEPTED	UNACCEPTABLE (ALTERNATIVE PATHWAY SHOWN)
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.	<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 COULD AFFECT RECYCLING BEHAVIOURS	

- Compostable liners, plastic liners, paper or card liners (*integral to recycling process but difficult to reprocess*)
- Soiled kitchen roll (*supports capture of more food but difficult to reprocess*)

3.6 WASTE THAT CANNOT BE RECYCLED

Waste that cannot be recycled is commonly called “black bag waste”, “general waste” or “residual waste”. The best description 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 2015 WRAP study⁴ 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.

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).

3.6.1 DETERMINING THE OPTIMUM VOLUME OF NON-RECYCLABLE WASTE

Zero Waste Scotland commissioned research into the current capacity for non-recyclable waste in Scottish Councils. This considered 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. Details of the research that informed the decision on determining the optimum volume being recommended in next section is provided in Appendix B.

3.6.2 CAPACITY OF NON-RECYCLABLE WASTE

The following requirements are set out with regard to the equivalent volume of containers to be provided for non-recyclable waste.

3.6.2.1 Essential contents

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

- a) Where the Council has adopted all of the requirements set out in section 3.4 regarding the provision of dry and food recycling, meeting the essential requirements, they shall consider reducing the capacity for non-recyclable waste.

3.6.2.2 Desirable contents

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

- a) Where the Council has adopted all of the requirements set out in section 3.4 regarding the provision of dry and food recycling, meeting the essential requirements, it will be appropriate to provide the following weekly equivalent capacity for non-recyclable waste:
 - i. **Households with kerbside access:** A maximum of the equivalent of 80 litres per week per property for non-recyclable waste shall be provided to each property. This can be achieved by either reducing the bin or varying the frequency of collection, whichever the Council deems the most appropriate.

⁴ <http://www.wrap.org.uk/content/factors-influencing-recycling-performance>

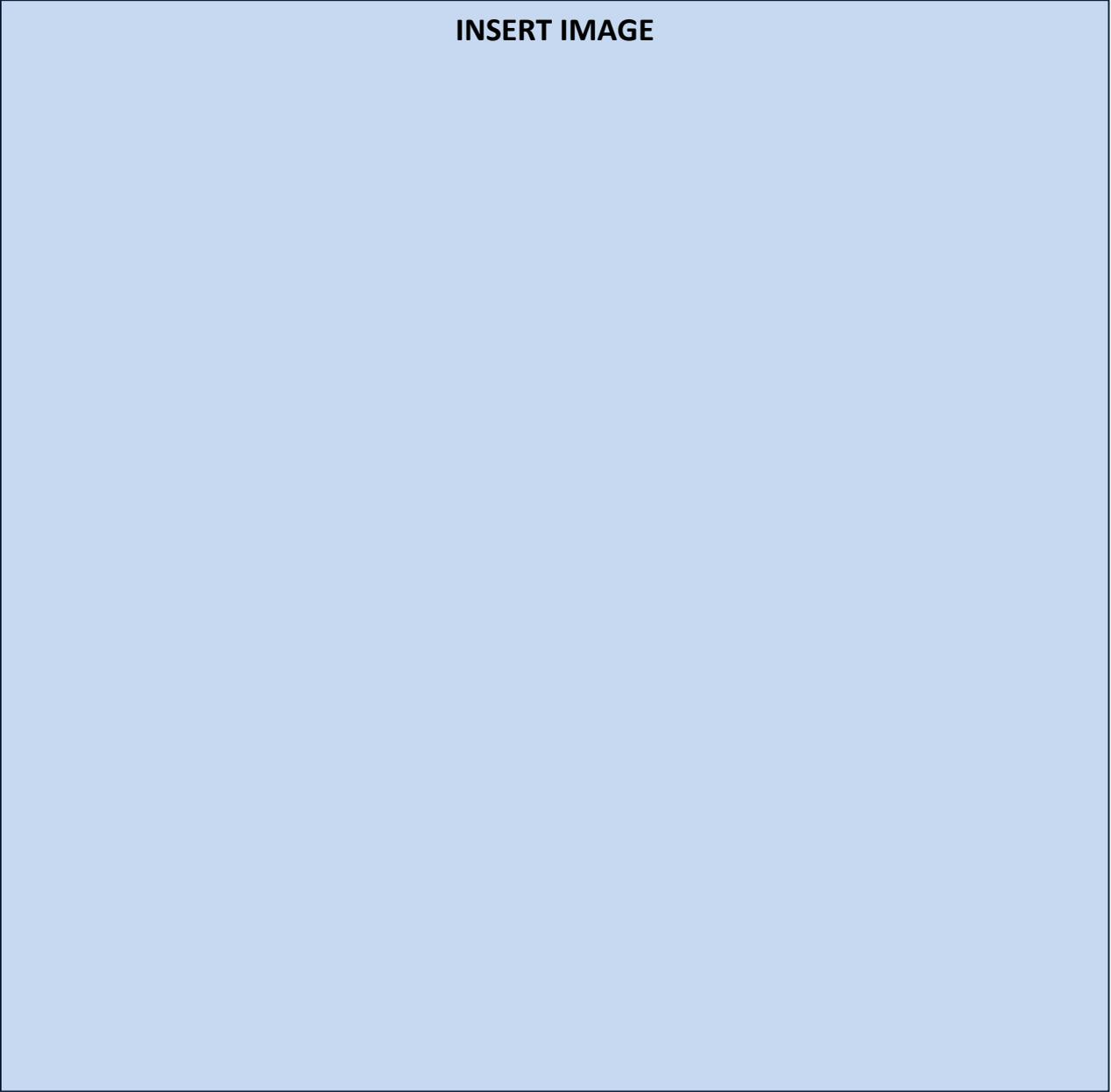
- II. **Flats:** A maximum of the equivalent of 70 litres per week per property for non-recyclable waste shall be provided to each property or group of properties where a communal service is provided. This can be achieved by either reducing the bin or varying the frequency of collection, whichever the Council deems the most appropriate.

3.6.2.3 Elements not included within this CoP

Councils may determine the frequency of collection, size of container and method of collection for non-recyclable waste in line with the volumes set out above.

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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.

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.

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.

4.1 EXCESS OR SIDE WASTE POLICY

4.1.1 Rationale

Policies have been established 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 'open-lid 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. Open lids cannot occur when the lid cannot be closed because of the volume of waste being presented.

Policies relating to this have been introduced to prevent such practices, 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.

4.1.2 Essential contents of this policy

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

- b) 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.

- c) The policy shall state what the consequences of placing excess/side waste or overfilled bins for collection will be.
 - I. The excess/side waste or overfilled bins waste will not be collected on that occasion.
 - 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).
- d) 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 be instructed not to return for excess/side-waste where a note of an incident has been taken and reported to a customer services function.
- e) 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.

4.1.3 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 moved by a single crew member to the point of collection, will be deemed overweight.
- b) Where excess/side-waste has been left for collection, the extra waste should be placed back into the wheeled bin by the crew to avoid littering. Some form of communication 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.
- 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 communication 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 communication 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. .

4.1.4 Elements not considered for this CoP

Policies to tackle excess waste at communal collection points are not considered within this CoP, however, Councils may wish to consider the following:

- a) Look to include more stakeholders such as factors, property managers, caretakers, concierges, housing departments, and litter and flytipping functions within the Council to communicate with citizens to improve practices related to excess waste.
- b) Communicate with all residents in the first instance to highlight any specific concerns and raise awareness of how to use the service.

4.2 BULKY OR SPECIAL WASTE COLLECTION POLICY

4.2.1 Rationale

WRAP has published guidance⁵ to provide ideas and identify opportunities to increase the amount of household bulky waste that is re-used and recycled, which can be referred to, and other work is underway to establish further best practice in this area. This sections set out the requirements for this area.

4.2.2 Essential contents of this policy

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

- a) There is a clear communication of the service to citizens covering the types of waste that are accepted (e.g. no asbestos, sharps etc.) in non-recyclable waste and bulky waste collections and instructions are given on what to do with those wastes that are not accepted.

4.2.3 Desirable contents of this policy

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

- a) The service shall promote the use of the National Reuse Phonenumber wherever practicable. For example, the customer services function dealing with in-bound phone calls should be aware of the National Reuse Phonenumber and understand the protocols for directing appropriate calls to it.
- b) Separate collections are put in place to maximise reuse and recycling wherever this is feasible to do so within the local context. 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.
 - I. WEEE (including white goods, Large Domestic Appliances and fridge/freezers) are collected as a separate stream or in such a way that effective sorting of these materials can occur at a site. 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.
- 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 leading to additional items subsequently being fly tipped alongside the authorised special uplift and to prevent damage to reusable items from weather.

4.3 RECYCLING CONTAMINATION

4.3.1 Rationale

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 citizens that the material they have taken care to sort is being handled properly.

⁵ WRAP. [Online] <http://www.wrap.org.uk/content/bulky-waste-guidance-0> [Accessed October 2015].

Where contamination of recycling occurs, a more consistent approach to the way that incidents are monitored and managed is set out in the following requirements.

4.3.2 Essential elements

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

- a) The Council shall ensure that all collection crews are trained on what materials are accepted for recycling, the safe system of work for monitoring contamination, and any action resulting from the detection of contamination.

Dry Recycling: Household with access to kerbside

- b) When collecting dry recycling the collection crew shall:
 - I. Check for contamination of the container with unacceptable materials (refer to 3.5.1).
 - II. Provide communication to citizens if unacceptable materials are presented so that they understand the range of materials that can be collected for recycling and the impact that contamination can have.
- c) 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. Definitions of the 'severity of contamination' and the steps that shall be taken are outlined in the table below:

Figure 4.3.2: Actions for dealing with contaminated recycling containers

	<p>Severe contamination i.e. black bags and/or food waste and/or many items that are unacceptable (refer to 3.5.1) are visible to the operative</p>	<p><u>Box collection:</u> Where safe to do so the collection crew should remove the recycling, leaving the contaminants in the box.</p> <p><u>Bin collection:</u> Recycling not collected as it will contaminate the whole load collected. The container should have something appended to it (i.e. sticker, hanger, tag) advising the citizen to sort their material correctly and then present the recycling for collection on the next scheduled collection day.</p> <p>Future collections should be monitored. The container should have something appended to it (i.e. sticker, hanger, tag) so that the citizen can understand the range of materials that can be recycled. Future collections should be monitored.</p>
	<p>Moderate levels of contamination i.e. Several items that are unacceptable (refer to 3.5.1) are visible to the operative.</p>	<p><u>Box collection:</u> Where safe to do so the collection crew should remove 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.</p> <p>The container should have something appended to it (i.e. sticker, hanger, tag) so that the citizen</p>

		can understand the range of materials that can be recycled. Future collections should be monitored.
	Low levels of contamination i.e. Very few items that are unacceptable (refer to 3.5.1) are visible to the operative.	<p><u>Box collection:</u> Where safe to do so the collection crew should remove the recycling, leaving the contaminants in the box.</p> <p><u>Bin collection:</u> Where safe to do so the collection crew should collect the container taking note of the incident.</p> <p>The container should have something appended to it (i.e. sticker, hanger, tag) so that the citizen can understand the range of materials that can be recycled. Future collections should be monitored.</p>

- d) Instances of contamination shall be recorded and monitored for future reoccurrence.
- e) In cases of ongoing severe contamination councils shall adopt the following protocol:
- I. In the first instance of severe contamination the container should be communicated to advise the citizen to sort their material correctly and then present the recycling for collection on the next scheduled collection day.
 - 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).
 - 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 an officer from the Council shall make contact with the citizen.
 - The purpose of this contact 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.

Food Waste: Household with access to kerbside

- f) Where contamination of the food waste container occurs, the crews shall not take efforts to remove the contamination.
- I. Where contamination is minimal (i.e. one plastic bag and/or film lid and/or very few items from the 'unacceptable' list – see 3.5.1) then the container shall be collected. The container should have something appended to it (i.e. sticker, hanger, tag) so that the citizen can understand the range of materials that can be recycled. Future collections should be monitored with a notice placed on the container.

- II. Where contamination is more serious (i.e. a few or more items from the 'unacceptable' list – see 3.5.1) the container shall not be uplifted and the procedures set out in 4.3.2d-e shall be followed.

4.3.3 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 4.3.2.
- b) The Council shall seek to liaise with community partners (e.g. Housing Departments, Social Landlords, Social Work etc.) to consider other means of communicating and liaising with citizens to reduce contamination of recycling containers.

4.4 ADDITIONAL CAPACITY

4.4.1 Rationale

It is recognised that there will be some properties where there are more than a certain number of citizens in a property or where certain medical conditions lead to the generation of additional waste streams. The requirements to address the needs of such properties are set out in the following section.

4.4.2 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 requirement 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) and clinical waste are likely to be generated. On occasion, the Council may request written confirmation from the citizen's doctor to confirm the condition.
- d) 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 review this. Where appropriate to do so, the officer shall visit the citizen to provide further advice on what can be recycled and ways of reducing waste.
- e) If the Council assess that the citizen requires additional capacity for non-recyclable waste following 4.4.2d they shall deliver either an additional container or a larger container.
 - I. 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.
- f) Any additional capacity provided shall be time-limited and a review shall be carried out at the end of the agreed time limit.

4.5 COMMUNICATING POLICIES TO CITIZENS

To ensure citizens understand what is expected of them, it is crucial to communicate policies and changes to policy clearly.

4.5.1 Essential elements

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

- a) The Council shall include details of all the waste and recycling policies in written communication (digital or printed) to households.

4.6 POLICY IMPLEMENTATION

This section provides guidance on the most effective methods to ensure that the policies that have been agreed are effectively implemented.

4.6.1 WORKFORCE DEVELOPMENT

Staff implementing the policies need to understand what the policy requires and what procedures they should follow to successfully implement the policy. Requirements to achieve this are set out in the following section.

4.6.1.1 Essential elements

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

- a) When implementing the policies earlier in this chapter 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.
- b) The Council shall ensure that the customer service function within the Council has been made aware of all policies and changes in policy.

4.6.2 OPERATIONAL DELIVERY OF POLICY

Operational systems must be in place to support the effective introduction of the policy. Requirements to achieve this are set out in the following section.

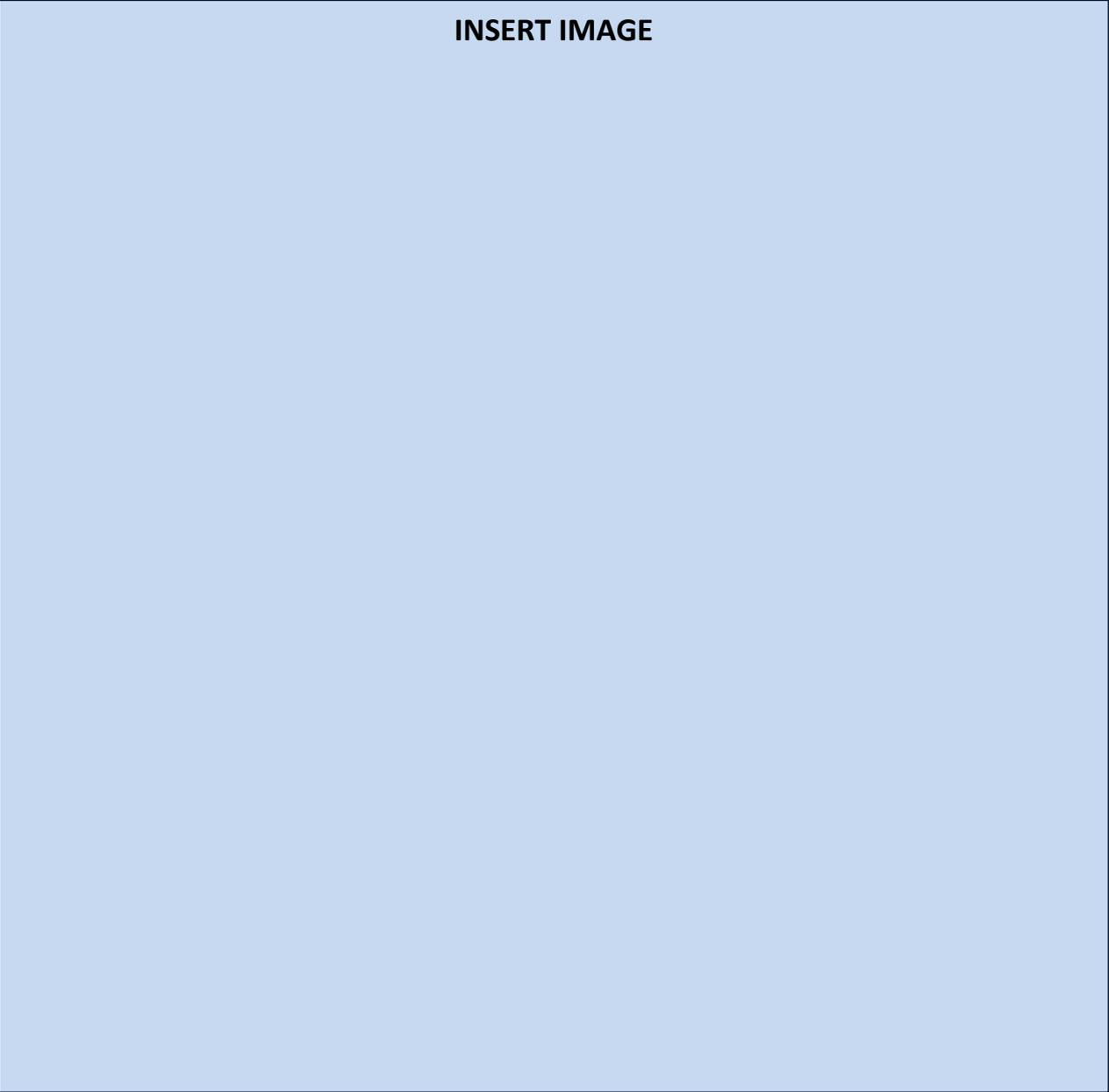
4.6.2.1 Essential elements

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

- a) The Council shall ensure all elected members and relevant officers, including Chief Officers, are thoroughly briefed on the details of the policy and the scenarios that might be expected as a result of the policy being implemented are discussed and agreed.
- 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.

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Section 5: Operating household waste & recycling services

This section provides guidance on operating procedures that are required to effectively collect waste and recycling from households.

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).

5.1 CUSTOMER SERVICE

Delivering high levels of customer service are vitally important for ensuring that the recycling service promotes participation of citizens, providing confidence and credibility to the service and building trust and participation.

5.1.1 COLLECTION COMMITMENT

This section outlines requirements for procedures that provide a commitment to citizens on the time, place and type of container for waste and recycling collections and the overall 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 from the kerbside between 7am and”).
- 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 of the week (albeit with materials collected at different frequencies).

5.1.2 MISSED COLLECTIONS

On occasion collections will not take place as planned, for example as a result of parked vehicles blocking access to streets, human error or incomplete emptying of containers. It is important 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 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).
- b) The Council shall adopt a consistent definition which explains what determines a 'missed collection' and when it should be acted upon and reported.
- 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 Council shall arrange a suitable time for collection of the missed container from when the missed bin was reported and logged as a missed collection for records.

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). Issues affecting wider areas (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, fitting containers with RFID tags that are 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

Special requests are often referred to as 'Pull outs' or 'Assisted lifts'. Such collections are often established 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.

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.
- 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 where necessary, return, the container from the same point of collection within the property boundary. This can be based on a risk-assessment for each property if practicable.
- 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 every 2-years (from the date of application) to monitor whether assisted collections are still required.

5.1.4 REPLACING CONTAINERS

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

5.1.4.1 Desirable elements

The following procedures **should be considered** 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 provided to 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 kerbside collection service.

- 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.
- c) Collection crews should be required to report and bins falling into the collection vehicles and/or damaged during collection.
- d) Replacement food waste containers and liners should be made available for collection by residents from local offices (e.g. depots, recycling centres, etc.).

5.2 STEWARDSHIP OF COLLECTED MATERIALS

Material stewardship ensures that the materials collected are able to enter the highest quality market for that material as often as possible. 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 Guidance⁶ provides further details for a range of common recyclable materials and the highest quality outcomes for each of these.

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. The first stage is at the point of collection and the following section sets out requirements to ensure high-quality materials are collected.

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 4.3.2) shall be adhered to.
- b) The Council shall adopt communication plans to outline to citizens what can and cannot be recycled. More detail on this is provided in Section 6. .
- c) The Council shall ensure that vehicles used for the collection of each of the streams outlined in 3.4.1 shall prevent the cross-contamination of the streams. This shall include the cleaning of vehicles between being deployed for a different purpose.

⁶ Waste Hierarchy Guidance (2013). The Scottish Government. [Online] <http://www.gov.scot/Resource/0042/00420711.pdf> [Accessed October 2015].

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 streams are not mixed with other wastes or materials.

5.2.2.1 Essential elements

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

- a) A physical barrier between each material 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 and prepare materials for transfer (e.g. vehicles, shovels and balers) are clean, especially when used to handle multiple waste streams.

5.2.2.2 Desirable elements

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

- a) The Council or its contractors shall, where practicable, store paper/card recycling in a clean and dry environment (i.e. indoors).
- b) The Council shall, where practicable, undertake preliminary pre-sorting of materials e.g. operating a picking line to remove obvious contaminants.

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.

5.2.3.1 Scottish Materials Brokerage Service

The Scottish Materials Brokerage Service was launched in October 2014⁷. 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:

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

5.2.4 PREVENTING LITTER AND FLY TIPPING

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) to ensure that the land is, so far as is practicable, kept clear of litter and refuse.

⁷ <http://news.scotland.gov.uk/News/Striking-gold-from-waste-11ba.aspx>

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.

5.2.4.1.1 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) 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.

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 underpinned by 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.

- b) 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.
- c) The Council shall ensure that Supervisors meet the requirements of the relevant competency requirements for the role⁸. Where the minimum competency requirements are not being attained, the Council shall provide relevant training to build competency in necessary areas.

5.3.1.2 Desirable elements

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

- a) 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.
- b) Supervisors shall have the competency required to operate and understand relevant data and computer software that supports the customer service functions of the Council.
- c) Supervisors shall have competency to advise 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 3⁹ - 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.

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.

⁸ <http://www.ciwm.co.uk/web/FILES/ScotlandRDO/Framework.pdf>

⁹ 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.

- 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)¹⁰.

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.

5.3.3.1 Essential elements

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

- a) The Council shall undertake route risk assessments in line with the guidance provided by the Health & Safety Executive¹¹ on this subject.

5.3.3.2 Desirable elements

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

- b) 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 ROUTING SOFTWARE

Computer software packages to plan collection routes have been proven to help improve the efficiency and effectiveness of collection routes. This section sets out requirements relating to the use of these.

5.3.4.1 Desirable elements

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

¹⁰ Health and Safety Executive. 2015. Waste management and recycling. [Online] <http://www.hse.gov.uk/waste/index.htm> [Accessed October 2015].

¹¹ Health and Safety Executive. 2015. Waste management and recycling. [Online] <http://www.hse.gov.uk/pubns/waste23.pdf> [Accessed October 2015].

- 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.
- c) 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

In rural areas or where there are private roads or inaccessible lanes, issues often 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.)

Operational practices have been implemented to overcome these issues and this section lays out the requirements relating to these.

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 is 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.
- 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. Guidance

on general best practice for managing performance is available from WRAP¹². This CoP sets out approaches to:

- **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.).
- **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.
- **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.

5.3.6.1 Desirable elements

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

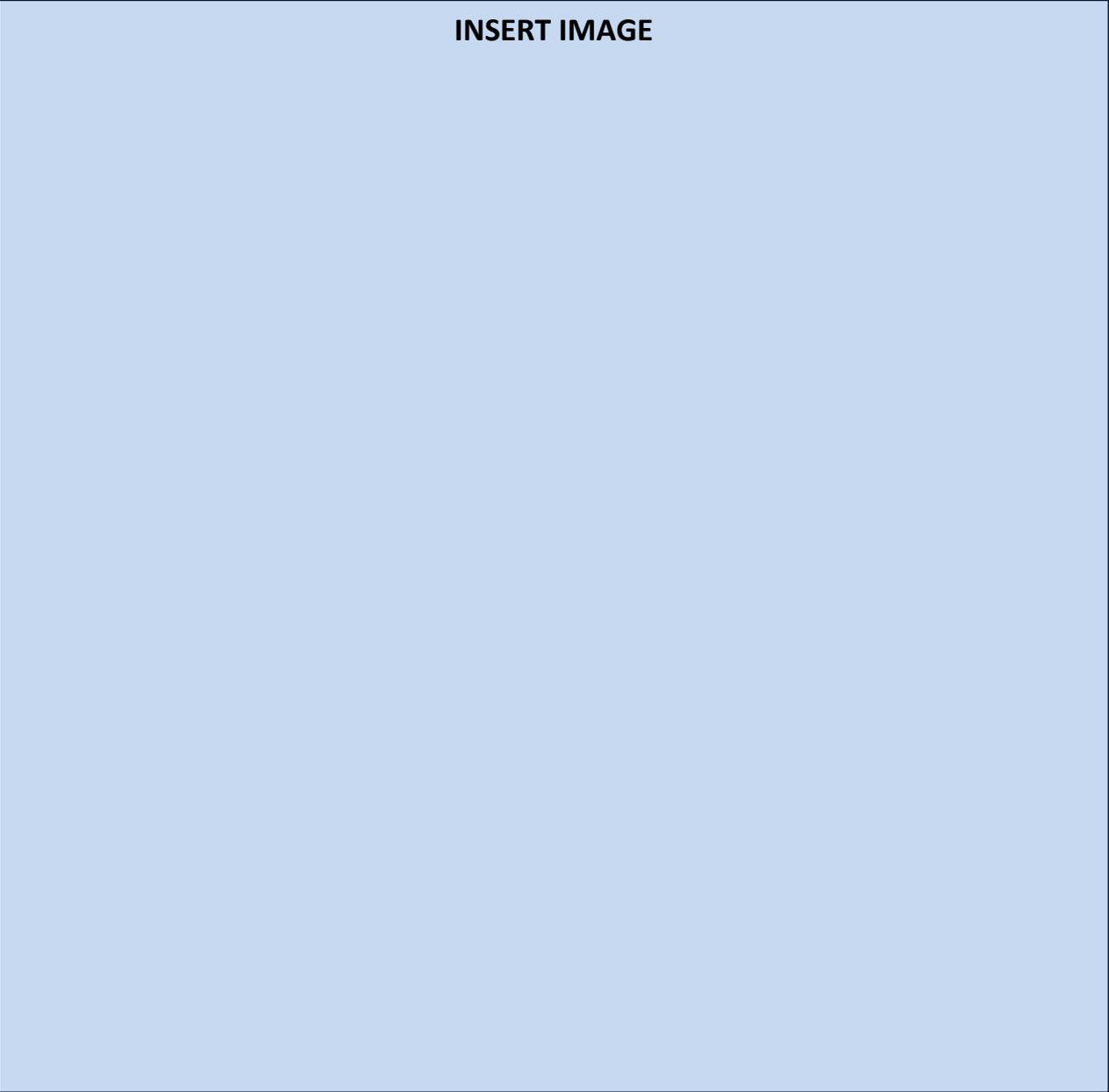
- a) The Council shall carry out waste compositional analysis of all mixed waste streams (i.e. non-recyclable waste and mixed recyclates) on minimum basis of every 3 years or prior to any major service change.
 - I. Analysis will be taken from a representative sample and carried out over two seasons (i.e. Autumn/Summer) and follow the Zero Waste Scotland methodology¹³.
 - 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.
- 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 carry out analysis of the set out and participation rate for dry recycling and food waste collections.
 - I. This should be carried out on either a minimum of 20% of collection routes per annum OR by focussing on collection rounds where the recycling yield per household is less than the Council average.

¹² Monitoring and evaluation guidance. WRAP [Online] <http://www.wrap.org.uk/content/monitoring-and-evaluation-guidance> [Accessed October 2015]

¹³ WCA Methodology Guidance. Zero Waste Scotland [Online] <http://www.zerowastescotland.org.uk/our-work/local-authorities> [Accessed October 2015]

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Section 6: Communicating with citizens

Regular and effective communication to citizens is essential to ensuring that service potential is realised.

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 BRANDING AND TONE

The national Recycle for Scotland brand is the primary focus of communications delivered directly to citizens. This provides a consistent brand, messaging and tone.

6.1.1 Essential elements

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

- a) The Council shall use national branding (e.g. Recycle for Scotland) as the basis for its communication related to waste and recycling services.

6.2 PLANNED COMMUNICATION

Planning communication is important in maintaining participation from citizens. The following sections cover routine communication, major service changes and targeting poor performance.

6.2.1 ROUTINE COMMUNICATION

Routine communication is planned and provides updates, reminders and important information relating to current services. 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 (e.g. leaflets and calendars), online information (e.g. Council website and online advertising), social media, PR, local media advertising, locally available outdoor advertising (e.g. bin stickers and vehicle liveries).

6.2.1.1 Essential elements

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

- a) The Council shall complete a communications plan each year to plan its communications with citizens.

- I. Information on preparing a communications plan is available from Zero Waste Scotland's guide '*Improving recycling through effective communications*'¹⁴.
 - II. This shall be reported and agreed with senior managers.
 - III. Scottish Government and/or Zero Waste Scotland may also set out a National plan for communications activity. The Council should align their activities with this wherever practicable.
- b) The Council shall carry out communication activities annually in line with the communication plan. As a minimum the following list, although not exhaustive, indicates the information that shall be provided:
- I. Information on collection days/patterns;
 - II. Information on what containers are to be used for recyclable and non-recyclable items.
 - III. Information on what items can be recycled at kerbside or recycling points (yes/no lists for each container) using consistent, tested terminology.
 - IV. Information on how to dispose of items that are not collected at the kerbside via HWRCs or reuse organisations;
 - V. Information on what happens to materials that are collected for recycling;
 - VI. Where possible, information on any specific, local benefits of recycling;
- c) The Council shall make routine service information available on its website.
- d) The Council shall provide information directly to citizens to inform them of planned 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)

6.2.1.2 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 for the citizen to refer to.
- b) The Council shall label non-recyclable bins or recycling containers annually with information relating to the effective use of the service.
 - 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 Plan.
 - I. Social media is an effective means of sharing positive messages and to normalise positive behaviours. Links should be made with any national campaigns to maximise the impact of the campaigns locally.
- 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.

6.2.2 MAJOR CHANGES TO SERVICES

Planned service changes can create communications challenges but they are also a key opportunity to reinforce overall recycling information and motivational messaging.

¹⁴ Improving recycling through effective communications. WRAP [Online] http://www.wrap.org.uk/sites/files/wrap/IRTEC_Revision_12_6_13_0.pdf [Accessed October 2015]

6.2.2.1 Desirable elements

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

- a) The Council shall complete a communication plan 20 weeks prior to the scheduled date of the first collection of the new service.
 - 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 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.
- e) The press release will be aligned with social media updates. The Council shall recruit recycling advisors before and after the 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).

6.3 REACTIVE COMMUNICATION

Managing reactive communication is equally as important as managing planned communication, to avoid affecting the public perception of the waste and recycling service and avoid undermining confidence in participating in recycling and reuse.

This section sets out requirements for managing communication when there are disruptions to services or where operational issues, such as contamination problems, need to be addressed.

6.3.1 DISRUPTIONS TO SERVICES

Disruptions to services can happen at any time, for reasons including:

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

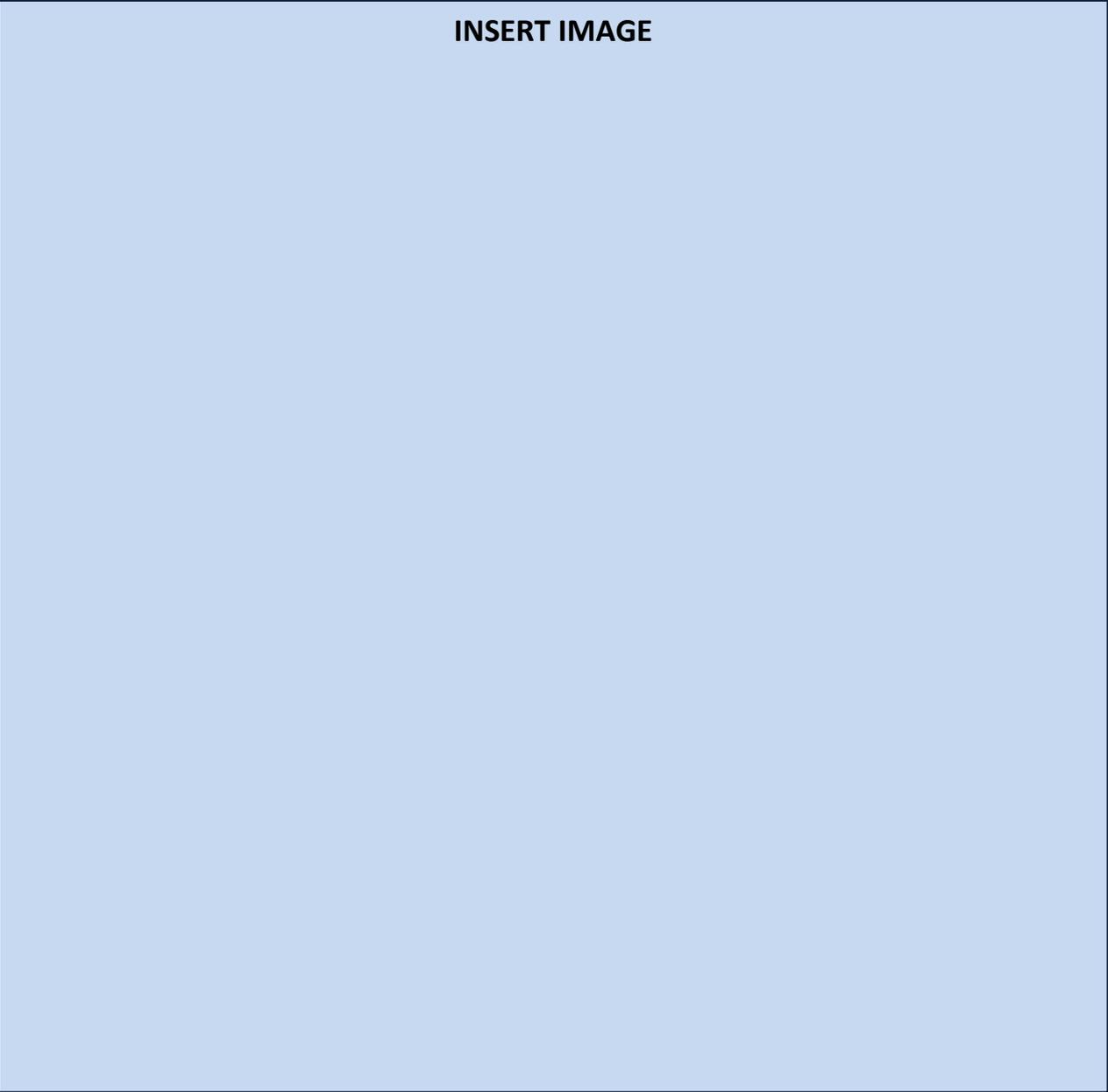
6.3.1.1 Essential elements

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.

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Appendices

A: MODEL FOR IDENTIFYING COLLECTION OPTIONS

B: DETERMINING THE OPTIMUM VOLUME OF NON-RECYCLABLE WASTE

Change Log

DATE	AMENDMENTS/ADDITIONS
December 2015	Version 1 approved