

**PERTH AND KINROSS COUNCIL****Environment Committee****23 March 2016****HOUSEHOLD WASTE AND RECYCLING CHARTER****Report by Director (Environment)**

The purpose of the Household Waste and Recycling Charter and the associated Code of Practice (CoP) is to articulate a consistent approach to the collection of household waste material streams across Scotland.

The Charter is entirely voluntary and at the discretion of each individual local authority. This report considers the potential implications for Perth & Kinross Council and recommends that it should sign the Charter.

**1. BACKGROUND**

- 1.1 In late 2013, the Scottish Government and COSLA agreed to convene a Zero Waste Taskforce in order to address the challenges around maximising the economic footprint from waste management in Scotland.
- 1.2 One such measure was to improve the recycling system to support a circular economy through the creation of a Household Recycling Charter supported by a Code of Practice (CoP).
- 1.3 Development of the Charter and the Code of Practice has involved input from SOLACE, Zero Waste Scotland (ZWS), the Waste Managers Network (WMN), COSLA and the Scottish Government.
- 1.4 The Household Recycling Charter was approved by COSLA in August 2015. The charter sets out 21 commitments from local government that will achieve the following outcomes:
  - To improve household waste and recycling services to maximise the capture, 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 citizens to participate in our recycling and reuse services to ensure that they are fully utilised.
  - To operate 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.
- 1.5 The full text of the Charter can be seen in Appendix 1.

1.6 The CoP reflects the combined expertise and experience of waste professionals across Scotland. The collection strategies and systems outlined in the document represent those which are considered to best meet the overall objectives of the Taskforce, improve recycling performance and fulfil the aim of developing a consistent national system, while leaving room for councils to design the specific services that reflect local needs and issues.

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

**Outcome ONE: achieve high quantities of recycling and minimise non-recyclable waste**

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

**Outcome TWO: maximise high-quality materials**

1.9 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 the reprocessing industry where there is a ready supply of high-quality materials available to the market in consistent formats and standards. The CoP seeks to provide consistent, high-quality materials for the market, supporting the work of the Scottish Materials Brokerage Service.

1.10 The Scottish Materials Brokerage Service is a collaboration between Local Authorities and their partners, Scottish Procurement and Zero Waste Scotland. It brings together the principals of Zero Waste and public procurement reform in support of the circular economy. This support extends to technical knowledge, market intelligence, market pricing, data support, risk register upkeep and facilitating effective communication with key stakeholders. The Brokerage will place contracts and frameworks for various waste and recycling material streams. The Brokerage service is currently focussed on processing of glass, dry mixed recyclates and residual waste. The Brokerage acts on behalf of a number of local authorities to create economies of scale. However, individual councils decide whether the Brokerage Service acts as an agent on their behalf. Currently, officers are pursuing the Council’s residual waste contract through the Brokerage Service as well as considering its use in relation to glass.

**Outcome THREE: cost effective services for local government**

1.11 The CoP will support Scottish councils in delivering cost-effective services in the medium to long term.

#### **Outcome FOUR: services that encourage participation from citizens**

- 1.12 The CoP seeks to ensure that the waste and recycling services being delivered to citizens are easily understood and communicated in language and formats which allow them to participate fully.

#### **Outcome FIVE: Keep citizens, staff and contractors safe**

- 1.13 The CoP 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**

- 1.14 The CoP 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.

- 1.15 The CoP was agreed by CoSLA Leaders on 27 November 2015.

## **2. PROPOSALS**

- 2.1 The Charter is entirely voluntary and it is at the discretion of each individual local authority whether to sign up or not.
- 2.2 Any local authority which signs the Charter will then be expected to review their practices against the CoP, in partnership with Zero Waste Scotland, to develop the most appropriate way forward. However, the CoP does not contain a 'preferred collection model'.
- 2.3 The starting point for each Council seeking to apply the CoP, is to undertake an assessment of its current service versus a range of scenarios. This is to examine best fit with their needs and property types, while achieving the consistent principles outlined in the CoP.
- 2.4 The essential elements of the CoP that may have a potential impact on Perth & Kinross Council Waste and Recycling Services are:
- Develop a three container collection system for recyclates delivering three consistent waste streams – paper/card, mixed glass and metals, plastics and cartons.
  - Provide separate containers for glass. 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.
  - Ensure that household collections across Scotland give consistent definition of materials. The Council's new contract for the processing of dry mixed recyclates will take into account the CoP classification of materials.

- 2.5 As part of the review, Perth & Kinross Council would have to assess its current service provision against the essential requirements of the CoP for separate containers for paper, card and metals, plastics and cartons compared to our one blue lidded bin for dry mixed recycle.
- 2.6 The review of waste and recycling services is something that has been, and should be, carried out on a periodic basis to ensure that services are fit for purpose, deliver best value and are in accordance with national priorities. The last service review, which was initiated in 2012, brought about the move to the 140 litre general waste bins.
- 2.7 This review may, or may not, yield further service changes and / or associated savings, but will require a period of time to allow for any potential implementation.
- 2.8 If any changes were to arise, they would not be implemented in the short term as recycling and recycling contracts that are already let, or are being entered into, would have to run their course. Best estimates are that any potential future service changes could not commence until 2019 at the earliest. Any outcomes from the review would be reported to a future Environment Committee.
- 2.9 Ultimately, local authorities will identify the best solution for their area that fits within the overall direction of the CoP. Where this results in a funding shortfall, the Scottish Government has committed to considering the costs. This funding would be to assist, for example, migrating from the single blue lidded bin to two bins for the separate collection of the component materials (such as paper, card, metals, plastics and cartons). The review of the service would determine if it was economically feasible to implement such a service change, with the Council considering the potential impact on revenue budgets. This is contained within the letter from Richard Lochhead, Cabinet Secretary for Rural Affairs, Food and the Environment and Cllr Stephen Hagan, COSLA Spokesperson for Development, Economy and Sustainability (Appendix 2).
- 2.10 Signing the Charter does not commit local authorities to designing and implementing services that will result in higher costs than currently budgeted for.
- 2.11 The proposed approach to the implementation of the CoP is as follows;
- An individual local authority signs the Charter
  - The Local Authority then develops a transition plan, detailing what service changes would be required in order to follow the principles contained in the CoP and identifying the associated costs.
  - Where there is a funding shortfall, when compared to existing budgets, an application would be made to the Scottish Government for support. If this application is rejected, no service changes will be made.

- Where funding is agreed, if necessary, any changes in service will be developed into an Implementation Plan in line with the Council's requirements with support from Zero Waste Scotland.
- 2.12 The Charter will be signed by both the Council Leader, Chief Executive and the Cabinet Secretary and, therefore, the Scottish Government will share collective responsibility for implementing any subsequent service changes.
- 2.13 The Council has a strong track record in the delivery of waste and recycling services, and with the support of local communities, this has led to the Council becoming one of the top performing Councils in the country, with a recycling rate in excess of 55%.
- 2.14 Previously the Council has signed up to Waste Collection Commitment (Report No. 10/266) which set out, in plain English, the principles which should underlie domestic waste and recycling collection services. By signing up to this voluntary service Commitment, Perth and Kinross Council were able to demonstrate that the needs of our customers are central to the design and delivery of the Council's waste and recycling collection services.
- 2.15 This commitment stands the Council in good stead for signing up to the Charter and CoP as many of the elements have, or are, being implemented by Perth & Kinross Council. For example, the CoP allows for:
- The continuation of current garden and food waste service provision;
  - 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.
    - Advice shall be provided on reducing food waste and home composting including the use of in-situ mini-digesters.
    - Support shall be provided in the form of visits to the property and the guidance on choosing a suitable home composting unit.
  - The types of containers and frequency of collection remain at the discretion of Local Authorities. For example, in City Centre locations the provision of dry and food waste recycling to each individual property may not be possible resulting from the lack of suitable storage and on-street restrictions on containers being placed for collection.
  - Service variation for different types of households and different geographical areas.
  - Local policies, that encourage citizens to recycle by reducing the collection of waste that cannot be recycled (i.e. excess waste/side waste); and provides citizens with sufficient capacity for their waste.
- 2.16 Throughout the development of both the Charter and the Code of Practice, local government representatives have been clear that there needs to be a recognition of the fact that household collection services do not operate in isolation and that manufacturers and retailers have a key role to play. This includes reducing the packaging which subsequently becomes waste and in developing packaging materials which can be easily recycled.

2.17 Therefore, as part of the process, discussions were held with representatives of both these groups in order to begin exploring ways in which they can support this initiative. Both groups are enthusiastic about the proposal and have included statements in the Household Recycling Charter reiterating their support.

2.18 Similarly, the waste and resource management industry has a role to play in developing solutions for recycling processes and in the recovery of valuable materials. They have a clear interest in household collections being designed in such a way as to enable extraction of maximum value from the materials. In this context, they too have been involved in initial discussions and have provided a statement of support within the Charter.

### 3. CONCLUSION AND RECOMMENDATIONS

3.1 The Code of Practice broadly outlines a system that brings the greatest overall benefit to Scotland in terms of jobs, economic development and opportunities for growth while maximising cost-benefit for Local Authorities. It also retains the ability to justify services which are different and flexible to specific local needs.

3.2 For Perth and Kinross Council, many of the essential requirements detailed in the CoP are already in place. For those that are not, a review will be undertaken in partnership with Zero Waste Scotland to develop the most appropriate way forward. However, as outlined above, if any part of the review results in a funding shortfall, the Scottish Government will consider the costs to support the implementation of any changes.

3.3 It is recommended that the Environment Committee:

- (i) Agrees to sign up to the Household Waste and Recycling Charter.
- (ii) Agrees to review the Council's waste and recycling services against the essential requirements of the CoP.

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#### Approved

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## 1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

<b>Strategic Implications</b>	<b>Yes / None</b>
Community Plan / Single Outcome Agreement	<b>Yes</b>
Corporate Plan	<b>Yes</b>
<b>Resource Implications</b>	
Financial	<b>Yes</b>
Workforce	<b>No</b>
Asset Management (land, property, IST)	<b>No</b>
<b>Assessments</b>	
Equality Impact Assessment	<b>Yes</b>
Strategic Environmental Assessment	<b>Yes</b>
Sustainability (community, economic, environmental)	<b>Yes</b>
Legal and Governance	<b>Yes</b>
Risk	<b>Yes</b>
<b>Consultation</b>	
Internal	<b>Yes</b>
External	<b>Yes</b>
<b>Communication</b>	
Communications Plan	<b>Yes</b>

### 1. Strategic Implications

#### Community Plan / Single Outcome Agreement

- 1.1 The proposals relate to the delivery of the Perth and Kinross Community Plan/Single Outcome Agreement by reducing the local and global environmental impact of our consumption and production by managing municipal waste and increasing recycling and composting rates.

#### Corporate Plan

- 1.2 The Council's Corporate Plan 2013-2018 lays out five outcome focussed strategic objectives which provide clear strategic direction, inform decisions at a corporate and service level and shape resource allocation. These are as follows:
- i. Giving every child the best start in life;
  - ii. Developing educated, responsible and informed citizens;
  - iii. Promoting a prosperous, inclusive and sustainable economy;
  - iv. Supporting people to lead independent, health and active lives; and
  - v. Creating a safe and sustainable place for future generations.
- 1.3 This report contributes to objective (v).

## 2. Resource Implications

### Financial

- 2.1 There are no direct resource implications arising from this report.
- 2.2 Ultimately, local authorities will identify the best solution for their area that fits within the overall direction of the CoP. Where this results in a funding shortfall, the Scottish Government will be required to provide the necessary support.

### Workforce

- 2.3 The proposals in this report have no workforce implications.

### Asset Management (land, property, IT)

- 2.4 The proposals in this report have no Asset Management implications.

## 3. Assessments

- 3.1 Under the Equality Act 2010, the Council is required to eliminate discrimination, advance equality of opportunity, and foster good relations between equality groups. Carrying out Equality Impact Assessments for plans and policies allows the Council to demonstrate that it is meeting these duties. The Equality Impact Assessment undertaken in relation to this report can be viewed clicking [here](#).
- 3.2 The proposals have been considered under the Corporate Equalities Impact Assessment process (EqIA) with the following outcome:

- (i) Assessed as **not relevant** for the purposes of EqIA

### Strategic Environmental Assessment

- 3.3 The Environmental Assessment (Scotland) Act 2005 places a duty on the Council to identify and assess the environmental consequences of its proposals.
- 3.4 This section should reflect that the proposals have been considered under the Act and no further action is required as it does not qualify as a PPS as defined by the Act and is therefore exempt.

### Sustainability

- 3.5 Under the provisions of the Local Government in Scotland Act 2003, the Council has to discharge its duties in a way which contributes to the achievement of sustainable development. In terms of the Climate Change Act, the Council has a general duty to demonstrate its commitment to sustainability and the community, environmental and economic impacts of its actions.

- 3.6 The actions contained within the report will be subject to both internal and external monitoring through the Charter and associated CoP.

#### Legal and Governance

- 3.7 The Head of Legal Services, Head of Finance and the Head of Democratic Services have been consulted on the content of this report.

#### Risk

- 3.8 Risks associated with individual actions related to the Charter and associated CoP will be identified and managed accordingly through project implementation.

### **4. Consultation**

#### Internal

- 4.1 The Head of Legal Services, Head of Finance and the Head of Democratic Services have been consulted on the content of this report. Individual actions are consulted upon with relevant internal stakeholders.

#### External

- 4.2 Development of the Charter and of the Code of Practice has involved input from SOLACE, Zero Waste Scotland (ZWS), the Waste Managers Network (WMN), COSLA and the Scottish Government.

### **5. Communication**

- 5.1 Individual actions arising from the Charter and CoP will be communicated to relevant internal and external stakeholders. Communications Plans will be developed for specific projects in the Waste Management Plan and the Corporate Communications Team will be consulted.

## **2. BACKGROUND PAPERS**

- 2.1 Report to the Environment Committee on 26 May 2010 entitled Waste Collection Commitment (Report Number 10/266)

## **3. APPENDICES**

- 3.1 Appendix 1 - Household Waste and Recycling Charter  
Appendix 2 – Letter from Richard Lochhead and Councillor Stephen Hagan

## Charter for Household Recycling in Scotland

This charter is a declaration of our organisation’s intent to provide services that deliver local and national benefits, encouraging high-levels of citizen participation in waste prevention, recycling and reuse.

We, as leaders in local government and the main providers of services to households, acknowledge that significant progress has been made in achieving greater value from recycling and reusing household waste over the past 10 years. We also acknowledge that further progress is required to achieve better national and local outcomes.

We welcome the opportunity to make a commitment to our future waste, recycling and reuse services that will build on the progress achieved to date to ensure that waste is considered a resource and our services support sustainable employment and investment within the Scottish economy.

We recognise the opportunities of a more circular economy and better resource management to support sustainable employment and investment in the economy for the benefit of Scotland and its local communities.

We commit:

- 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.
- To develop, agree, implement and review a Code of Practice that enshrines the current best practice to deliver cost effective and high-performing recycling services and tell all of our citizens and community partners about both this charter and the code of practice.

Signatories

..... Council Leader  
..... Chief Executive

Scottish Ministers welcome this declaration and will work in partnership with the signatories and their representatives to support the delivery of these commitments.

.....

Cabinet Secretary for Rural Affairs, Food and Environment

To achieve this, we will do the following:

### **Designing our services**

1. 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 deemed feasible (e.g. textiles, small WEEE, nappies) across Scotland.
2. 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).
3. 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.
4. 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).

### **Deliver consistent policies**

5. 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)**.
6. 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).
7. We will ensure that our local policies **direct our collection crews to not collect containers for waste that cannot be recycled that clearly contain recyclable materials** (including paper, card, glass, plastics, metals and food) in line with the Code of Practice (CoP).
8. Where citizens have not followed our collection advice and policies, we will ensure our **policies for communicating and taking corrective action are delivered consistently** in line with the Code of Practice (CoP).
9. We will ensure that policies for **bulky or excess waste encourage citizens to recycle and reuse**, where this is practicable to do so.

### **Operating our services**

10. We will **collect household waste when we have said we will** and ensure materials are managed appropriately upon collection.
11. 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.
12. We will **record complaints and alleged missed collections** and ensure that we respond to these in line with the Code of Practice (CoP).
13. 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).

14. 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).

15. 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).

#### **Communicating our services**

16. 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).

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

18. Where we need to **change our services for any reason, we will communicate with citizens directly.**

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

20. We will communicate with citizens when they have not understood our services to **improve awareness and reduce contamination of recyclable materials.**

21. We will **record accurate information** on the amount of waste collected and the destinations, as far as practicable, of these materials in order to give confidence to citizens that it is being properly managed.



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4 February 2016

Dear Leader and Chief Executive

As you know, we jointly convened the SG/COSLA Zero Waste Taskforce in 2014 in order to identify recommendations for the transformation of the management of public sector waste into an effective feedstock for the circular economy. A key recommendation from this Taskforce was that local authorities should be empowered and enabled to move towards more consistent recycling collection systems. This approach has now been articulated by the Household Recycling Charter and associated Code of Practice, which have been scrutinised and approved by COSLA Leaders.

Development of the Charter and of the Code of Practice has brought together input from SOLACE, Zero Waste Scotland (ZWS), the Waste Managers Network (WMON), COSLA and the Scottish Government. The Code of Practice therefore reflects the combined expertise and experience of waste professionals across Scotland and the collection strategies and systems outlined in the document represent those which are considered to best meet the overall objectives of the Taskforce, improve recycling performance and fulfil the aim of developing a consistent national system whilst leaving room for councils to design the specific services that reflect local needs and issues.

We believe that by signing the Charter and subsequently implementing the systems described in the Code of Practice local authorities will be able to:

- Stimulate inward investment and subsequent job creation in recycling and reprocessing industries
- Retain and enhance existing jobs in waste collection
- Generate and retain the best collective value from waste streams whilst increasing recycling rates
- Provide councils with a strong voice in the procurement market and enable them to manage market conditions to their collective advantage
- Demonstrate the innovative thinking resulting from empowering local government to develop solutions
- Work together to communicate to the public the value in recycling, and the benefits that good recycling practice can bring to communities

This is an exceptional opportunity to turn a required service provision into something that generates jobs, stimulates economic development and can deliver genuine efficiencies and cost savings to both individual councils and to local government as a whole. The Scottish Government is firmly committed to assisting local authorities in the implementation of this more consistent approach to recycling collections and will be aligning the support delivered through ZWS with the systems detailed in the Code of Practice.

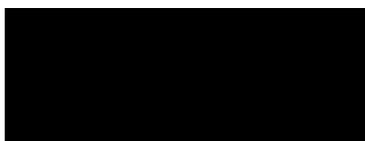
Following signature of the Charter, councils will be offered support from ZWS to develop a transition plan that scopes out the cost-effective changes required to move towards the consistent system and to develop an implementation plan complete with timescales and financial considerations. Oversight and scrutiny of this process will be carried out through a high-level strategic group to ensure that the overall aims and objectives of the Charter are being met and to maintain focus on the over-arching circular economy goals and benefits.

Signing the Charter is voluntary, but we would very much like to urge councils to do so, and thereby to unlock the benefits of a more consistent approach to recycling across Scotland; an approach which has been developed by councils themselves and which is considered by practitioners across the country to represent good practice with regards to recycling collections. We are keen that together we maintain the momentum generated so far and continue to drive forward Scotland's efforts to realise the benefits of the circular economy. In light of this, we would appreciate it if you could give careful consideration to signing the Charter and look forward to supporting you in its implementation.



**RICHARD LOCHHEAD**

Cabinet Secretary for Rural Affairs, Food and Environment



**CLLR STEPHEN HAGAN**

COSLA Spokesperson for Development, Economy and Sustainability