

## **Item: 10**

**Development and Infrastructure Committee: 6 September 2022.**

**Household Waste and Recycling.**

**Report by Corporate Director for Neighbourhood Services and Infrastructure.**

### **1. Purpose of Report**

To consider an updated Household Refuse and Recycling Policy.

### **2. Recommendations**

The Committee is invited to note:

#### **2.1.**

That, on 10 September 2019, the Development and Infrastructure Committee endorsed the Household Refuse and Recycling Service Policies, a single document, covering various aspects of the waste and recycling service.

#### **2.2.**

That much of the information contained in the policies, referred to at paragraph 2.1 above, related to messaging and communications regarding how to use the service, and a communication campaign is planned to ensure that householders are better informed and able to easily access the necessary information.

#### **2.3.**

That the policies have been reviewed and updated, reflecting feedback received since first publication, and combined into a single policy, the Household Refuse and Recycling Policy, attached as Appendix 1 to this report.

**It is recommended:**

#### **2.4.**

That the Household Refuse and Recycling Policy, attached as Appendix 1 to this report, be endorsed.

### **3. Background**

#### **3.1.**

On 10 September 2019, the Development and Infrastructure Committee noted:

- That, during 2012 to 2013, an alternate weekly collection for household refuse was introduced, with a range of procedures in place to support the Council's approach to the service.
- That the range of procedures had been combined into a single document, Household Refuse and Recycling Service Policies, attached as Appendix 1 to the report by the Executive Director of Development and Infrastructure.
- That the policies would be reviewed on a regular basis, taking into account changing legislative, policy and operational requirements, to ensure that they remained current, reflected best practice and represented efficient and effective practices.

### **3.2.**

The Committee thereafter recommended that the Household Refuse and Recycling Service Policies, attached as Appendix 2 to the Minute, be endorsed.

### **3.3.**

Since publication of the original policy in September 2019, officers from both policy and operational teams have worked closely together to identify potential improvements and areas where clarification of approach is required. The operational team have also taken into account feedback received from customers during the past three years.

## **4. Household Refuse and Recycling Policy**

### **4.1.**

This policy document covers principles relating to the delivery of the Alternate Weekly Collection (AWC) Service to households in Orkney Mainland, South Ronaldsay, Burray, Westray and Shapinsay. Other islands do not currently receive this service and remain on a weekly residual waste collection, provided by contractor.

### **4.2.**

During the review it became clear that much of the information contained in the policy related to operational issues or was information aimed at helping householders make better use of the service. This information has been removed from the policy, where it may have been difficult to find, and will instead be disseminated through a planned communication campaign. It will also be clearly signposted on the Council website. This will make it easier for householders to understand how they can work with the service to ensure that it works as designed, minimising any inconvenience or confusion.

### **4.3.**

The policy is therefore substantively unchanged from the previous iteration. The main areas of clarification were around circumstances under which the Council will, or will not, return to collect a reported missed bin. Updated information on what materials should be placed in the different bins was also included.

#### **4.4.**

The proposed Integrated Waste Facility will enable significant changes to the types of recyclable materials which can be collected. This policy will therefore be reviewed following development of the facility to ensure that it reflects the opportunities offered.

#### **4.5.**

To ensure that all aspects of the waste and recycling service are contained within a comprehensive policy framework, additional policies will be developed, to cover the commercial waste collection service, events, litter bins and Household Waste Recycling Centres. These policies will be brought to Committee in due course for review and endorsement.

### **5. Corporate Governance**

This report relates to the Council complying with governance and procedural issues and therefore does not directly support and contribute to improved outcomes for communities as outlined in the Council Plan and the Local Outcomes Improvement Plan.

### **6. Financial Implications**

There are no direct financial implications to this report, however, any changes and improvement to the existing policy can potentially support reductions in waste and increases in recycling, which could lead to cost reductions in respect of waste disposal charges and help offset the budgetary pressures faced by the service.

### **7. Legal Aspects**

#### **7.1.**

Section 45 of the Environmental Protection Act 1990 (EPA) places a duty on the Council to arrange for the collection of household waste in Orkney except waste (i) which is situated at a place which in the opinion of the authority is so isolated or inaccessible that the cost of collecting it would be unreasonably high, and (ii) as to which the authority is satisfied that adequate arrangements for its disposal have been or can reasonably be expected to be made by a person who controls the waste. The policies described in this report assist the Council in discharging this duty.

#### **7.2.**

Pursuant to the Waste Scotland Regulations 2012, the Council must arrange for residents to have containers to facilitate the separate collection of dry recyclates to include:

- Glass.
- Metals.
- Plastics.

- Paper or card (including cardboard).

### **7.3.**

Section 46 of the EPA permits the Council to specify the type of receptacle or container to be used by the householder for the disposal of their waste. The policies described in this report assist the Council in discharging these obligations.

## **8. Contact Officers**

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## **9. Appendix**

Appendix 1: Household Waste and Recycling Policy.

Orkney Island Council  
Household Refuse and Recycling Service Policy  
2022-2026

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## Waste and recycling containers

Households in receipt of an Alternate Weekly Collection Service (AWC) are eligible for the following containers to present their waste and recycling for collection:

- One 240 L grey wheeled bin for residual (non-recyclable) waste
- Two 140 L green wheeled bins with blue lids for recyclable materials

Where AWC is delivered, two additional recycling bins can be requested for each household.

Households not in receipt of an AWC service (typically on remote islands) are provided with an annual allocation of single use black refuse sacks to present waste weekly at the kerbside for collection.

Materials permitted in these containers are shown in Table 1. Materials prohibited in these containers are shown in Table 2.

Households receiving AWC can request green boxes and canvas bags instead of wheeled bins if the bins are too difficult to manage or where storage is an issue (see the *Alternative Collection* section for more details).

The containers issued to households remain the property of Orkney Islands Council but households are responsible for their safe storage, cleanliness and safekeeping. If containers are damaged, lost or stolen, households should request a replacement. If a bin becomes damaged through misuse, the Council reserves the right to charge for a replacement.

Recyclable materials from the list in Table 1 must be separated according to their category and presented in individual green bin for collection.

Caddies are provided for the storage of recycling only and should not be presented for collection either inside or outside the bin. Recycling presented in caddies will not be collected.

Bins must not be stored on a public highway (roads or footpaths).

*Table 1 - Materials which can be presented at the kerbside.*

<p>Grey wheeled bin (refuse sacks) for residual (non-recyclable) waste</p>	<p>Green wheeled bins with blue lids for recyclable waste separated into four categories</p>
<p>Non-recyclable materials</p> <ul style="list-style-type: none"> <li>• Plastic tubs, pots and trays.</li> <li>• Food waste.</li> <li>• Dog faeces and cat litter.</li> <li>• Pet bedding. For example, wood shavings, shredded paper and straw.</li> <li>• Nappies and sanitary products.</li> <li>• Polystyrene.</li> <li>• Small broken toys.</li> <li>• Plastic bags and wrapping/film.</li> <li>• Food cartons (Tetra Pak)*.</li> <li>• Corrugated cardboard*.</li> <li>• Small quantities of grass cuttings*.</li> <li>• Flowers, weeds, plants, hedge and tree clippings*.</li> </ul>	<p>Recyclable materials</p> <p><b>Category 1</b></p> <ul style="list-style-type: none"> <li>• Newspapers and magazines.</li> <li>• Junk mail and flyers.</li> <li>• Envelopes (including window envelopes).</li> <li>• Brochures, thin catalogues, directories, thin phone books and yellow pages.</li> <li>• Thin card. For example, food packaging (such as cereal boxes) and toilet roll tubes.</li> </ul> <p><b>Category 2</b></p> <ul style="list-style-type: none"> <li>• Household plastic bottles (Types 1 and 2 - PET and HDPE)</li> </ul> <p><b>Category 3</b></p> <ul style="list-style-type: none"> <li>• Drinks cans.</li> <li>• Food tins.</li> <li>• Pet food tins.</li> <li>• Clean foil and foil trays.</li> <li>• Empty aerosol cans. For example, deodorant, hairspray and polish.</li> <li>• Metal lids from jars and bottles.</li> <li>• Biscuit and sweets tins.</li> </ul> <p><b>Category 4</b></p> <ul style="list-style-type: none"> <li>• Glass bottles and jars (any colour).</li> </ul>
<p>* If you cannot take these items to a local recycling centre.</p>	

Table 2 - Prohibited materials for each bin/ bag.

Grey wheeled bin (refuse sacks) for residual (non-recyclable) waste	Green wheeled bins with blue lids for recyclable materials
<ul style="list-style-type: none"> <li>× Dry recyclable materials that can be accepted in the green wheeled bins with blue lids for recyclable materials.</li> <li>× Hot ashes. Always allow ashes to cool before disposal.</li> <li>× Broken windows and large pieces of glass.</li> <li>× Car parts.</li> <li>× Rubble, soil and demolition waste.</li> <li>× Corrosive materials.</li> <li>× Liquids such as oil and paint.</li> <li>× Fluorescent tubes and low energy light bulbs.</li> <li>× Electrical and electronic equipment.</li> <li>× Pesticides. Pesticides must be taken to Bossack.</li> <li>× Large amounts of cooking oil.</li> <li>× Live ammunition and other explosives.</li> <li>× Marine flares.</li> <li>× Gas cannisters.</li> <li>× Batteries (including vehicle and household batteries, single use and rechargeable).</li> <li>× Special or hazardous waste (as outlined in <i>Hazardous Materials and Special Waste</i>).</li> </ul>	<ul style="list-style-type: none"> <li>× Black sacks (with or without recyclable waste in them).</li> <li>× Carrier bags.</li> <li>× Textiles. For example, clothes, bedding and duvets.</li> <li>× Egg boxes.</li> <li>× Plastic tubs, pots and trays.</li> <li>× Plastic film from packaging or cling film.</li> <li>× Food waste.</li> <li>× Polystyrene.</li> <li>× Broken toys.</li> <li>× Any other plastics except plastic bottles (types 1 PET and 2 HDPE).</li> <li>× Dog waste and cat litter.</li> <li>× Nappies and sanitary products.</li> <li>× Paper towels.</li> <li>× Garden items. For example, plastic plant pots and trays.</li> <li>× Soil, stones, rubble and hardcore.</li> <li>× Sheet glass.</li> <li>× Light bulbs.</li> <li>× Corrugated cardboard.</li> <li>× Food cartons (Tetra Pak).</li> </ul>



## **Alternative collection service**

Alternative collection service is provided for households receiving an AWC where the use of wheeled bins is not possible due to lack of access or no storage for bins. These include terraced and rural properties over 75m from a public road, flatted properties (low rise/high rise and in converted properties) or houses of multiple occupancy.

Alternative collection services can be requested by filling in an application form which must be completed in full and returned to the Council. Application form can be obtained from the Council's Customer Services or on [Council's website](#).

An alternate collection method will be applied as follows:

- The Council will provide residents with a red bag allocation. This is 75 bags per year delivered to each qualifying property annually.
- For recycling, green boxes and green canvas bags will be provided to be presented at each recycling collection. Residents receiving an alternative collection service must still separate materials for recycling.

Residents can apply for additional capacity if they meet the criteria set out in *Additional capacity*.

The collection frequency and schedule will be the same and is a part of the Alternate Weekly Collection Service (AWC) just using bags/boxes instead of wheeled bins.

Residents will be expected to observe the following guidance:

- The total number of red bags (for residual waste) presented at each collection shall not exceed three. Any red bags above three will be treated as side waste and will not be collected.
- Any green boxes/bags (for recycling) that contain non-recyclable items will be treated as contaminated as outlined in *Contamination* section.
- For items that do not fit in the red bag, the resident will be required to use the Council's bulky waste collection service, take these items themselves to their nearest Household Waste Recycling Centre or pay for a licensed waste carrier to collect the waste and dispose of it at a licensed facility.

## **Services for terraced properties**

Where storage is an issue for residents who live in terraced houses, the Council may advise properties or groups of properties to use communal containers for residual waste and recycling instead of individual bins. In such circumstances, residents will decide on their participation but the Council will confirm in writing the location of the communal bins.

Where contamination of the recycling containers becomes significant the Council reserves the right to remove this service from the properties affected (as per *Contamination* section).

## **Service for rural properties or where access is difficult**

There are geographical locations within Orkney where the use of a standard collection service is not viable due to health and safety risks or a lack of infrastructure. These locations include un-adopted roads, tracks or private drives where the condition, surface and alignment of the highway are un-suitable for the vehicle and manoeuvrability requirements for the collection of the waste and recycling.

To ensure that properties in these locations receive the same level of service, the Council will either recommend the Alternative Collection Method service or seek that all containers or bags are presented by residents at an agreed collection point which will normally be adjacent to a highway or an adopted road.

## **Additional capacity**

The Additional Capacity service applies to households receiving the AWC services utilizing wheeled bins and those who qualify for the Alternative Collection Method.

## **Alternate Weekly Collection Service**

### **Residual Waste**

Each household on the Alternate Weekly Collection Service is provided with a standard 240 L grey wheeled bin for residual (non-recyclable) waste. Additional grey residual waste bins can be provided in the following circumstances:

- If a household has 5 to 7 permanent residents, one additional 140 L bin will be provided.
- If a household has 7 or more permanent residents one additional 240 L bin will be provided.
- If a household has two or more children under 3 years old, one additional 140 L bin will be provided.
- If a household has a resident with a medical condition which results in generation of additional waste, additional 140 L or 240 L bins will be provided as required.

### **Recycling**

Each household on the Alternate Weekly Collection Service is provided with two 140 L green wheeled bins with blue lids for recyclable materials. The Council can issue up to four wheeled recycling bins per household in recognition of a commitment to recycle more materials. Alternatively, households can receive two 240L wheeled bins on request through Council's Customer Services.

## **Alternative Collection Service**

### **Residual waste**

Each household on the Alternative Collection Service (using red bags) receives an annual allocation of 75 red bags for residual (non-recyclable) waste. Additional red bags can be provided in the following circumstances:

- If a household has 5 to 7 permanent residents, 50 additional bags will be provided each year. This is equivalent to one additional 140 L bin.
- If a household has 7 or more permanent residents 75 additional bags will be provided each year. This is equivalent to one additional 240 L bin.
- If a household has two or more children under 3 years old, 50 additional bags will be provided each year. This is equivalent to one additional 140 L bin.
- If a household has a resident with a medical condition which results in generation of additional waste, additional bags will be provided as required.

The maximum red bag allowance for a household is 150 red bags per year.

## **Recycling**

Each household on the Alternative Collection Service is provided with three canvas bags and a box for recyclable materials. Additional canvas bags and boxes are available to households upon request through Customer Services.

Additional capacity is initially provided for a period of two years, after which the Council will review the allocation to determine if it is still required. Residents with additional capacity allowance must notify the Council if they change address or there is a change in their circumstances that effect their eligibility for this service.

The Council reserves the right to remove additional capacity allowance in the following circumstances:

- Residents are not recycling effectively.
- Residents using additional bins or bags inappropriately.
- Residents are found to have obtained additional containers under false circumstances.
- Residents are no longer eligible for additional containers.

## **Waste and recycling presentation**

All waste and recycling must be presented in containers or bags provided by the Council at the designated collection point. The collection point must be located no more than 2m from the public road. Collection vehicles will not travel on private or unadopted roads.

Containers and bags must be presented no later than 08:00 on the designated collection day. The collection day schedule is available on the Council website. If a container is not presented by 08:00, it may not be collected. Containers should be taken in as soon as possible after collection.

Access to containers should not be restricted by padlocks, chains or bungee cords. If these are present, it is the responsibility of the resident to ensure that they are removed on the collection day for easy access.

Surfaces on which containers need to be moved over for collection must be of a smooth continuous finish and free from steps or other obstacles. Any steps must incorporate a drop-kerb.

Bins can be kept in a bin store either within the curtilage of a property or on the verge so long as they are presented less than 2 metres from the roadside or designated collection point and there is unrestricted access on the collection day.

Waste must not be compacted in the bin to prevent waste getting stuck when being tipped. Excessively heavy bins will not be emptied.

The Council may change a collection point in the following circumstances:

- Road surfaces present an unacceptable risk to the property.
- Collection vehicles cannot access the property safely.
- Presenting the containers is no longer safe for resident
- Any other reason relating to the safety and efficiency of the service.

The Council will inform residents of changes to collection days and times, such as during public holidays through one or more media outlets, including the Council website, social media and/or *The Orcadian* newspaper.

### **Alternative Collection Method**

In households using the Alternative Collection Method, no more than three bags should be presented for collection at any one time. The red bags must be presented in a tidy manner at the same collection point as wheeled bins. The red bags must be securely tied and only contain residual (non-recyclable) waste.

### **Excess waste**

All waste and recycling must be presented in containers and bags provided by the Council. Excess residual waste and recycling that is presented outside of a container will not be collected. No more than three red bags will be collected from any household that qualifies for Alternative Collection.

Any excess waste or recycling that households have can be taken to one of the Household Waste and Recycling Centres or arranged to be collected as a special collection, available at cost through Council's Customer Services.

### **Missed collections**

The Council will endeavour to empty bins on the designated collection day.

Where collection is delayed due to unforeseen circumstances (for example, severe weather or a vehicle breakdown), the Council will communicate this through the Council social media and advise when the collection will take place.

Where a collection is missed in error and this is reported by a resident through an online form or by phoning Customer Services, the Council will make reasonable efforts to return and empty the bin. Missed collections must be reported no later than two working days after the missed collection.

Where the Council cannot return to collect a missed collection, residents should take their containers in and present them on the next available designated collection day. Alternatively, residents can take their waste and/or recycling to the Household Waste and Recycling Centres.

Collection crews will not return to empty containers in the following circumstances:

- If the collection crews record that the container has not been presented at the time of collection. The container must be presented on the next available designated collection day. Dashcam footage is used to verify if the container was presented in time for collection.
- If the collection crews report that a recycling container is contaminated. The bin will be tagged to advise the resident. The contamination must be removed by residents. The container must be presented on the next available designated collection day.
- If a resident presents the wrong recycling material. The bin will be tagged to advise the resident. The container must be presented on the next available designated collection day.
- If the collection crews report that a bin is damaged. The bin will be tagged to advise the resident which part of the bin is broken. Residents must order a replacement bin as soon as possible from Customer Services. The broken bin and its contents will be taken away when the replacement bin is delivered.
- If excess waste presented outside of a container was not collected.

## **Contamination**

Recycling containers are provided for the collection of the materials specified in Table 1.

Recycling containers that contain materials other than those listed in Table 1 will not be collected and the bin will be tagged by the crews. When a container is tagged, residents must remove these materials and present the recycling container on the next designated collection day or take the material to the nearest Household Waste and Recycling Centre.

If it is found that recycling containers continue to be contaminated and the Council has made every effort to educate and assist residents at the property, the Council reserves the right to remove recycling containers without notice.

An officer from the Council's waste team will arrange to meet with the household to discuss the options for re-introducing the recycling collection.

If a household has had recycling bins removed owing to ongoing contamination issues, that household cannot apply for additional capacity.

### **Assisted collection service**

The assisted collection service is provided for households where there is no one living at the property who is able to present bins for collection.

Assisted collection service can be requested by filling in an application form which must be completed in full and returned to the Council. The application form can be obtained from Customer Services or on [Council's website](#).

An assessment will be carried out as part of the application process to establish a collection point accessible to the resident and to the collection crews. A Council officer may need to contact the resident or visit the property to aid the assessment process and to consider the health and safety risks.

Where assisted collection service is agreed, the crews will collect bins from the collection point and return them to this point after collection.

The collection point must be as close to the highway as is practicably possible and accessible to collection vehicles. Collection points must not present any hazard for collection crews (such as rough surfaces, steps or inadequate lighting).

Collection crews will not collect bins from people's homes or property such as outbuildings or sheds.

Other Council household waste collection policies apply to assisted collections.

Assisted collections are periodically reviewed by the Council with letters sent to all residents who have previously qualified for the service.

If a resident moves elsewhere in Orkney, they must inform the Council straight away, so that the Assisted Waste Collection service can be applied at their new address and the old one removed from the list.

The Council will assess each application for Assisted Collection and reserves the right to decline an application if a suitable collection point cannot be established, or if the provision of the Assisted Collection leads to significant operational difficulties or unreasonable expense for the Council.

If at any time the Council has a reason to believe that the resident no longer meets the criteria for the assisted collection service, the resident may be asked to re-apply and for a re-assessment to be undertaken.

### **Household bulky waste service**

A bulky waste collection service is provided for items that are too bulky for the household kerbside collections. It is available for household waste only and can be

booked by filling in a request form on the [Council's website](#) or by contacting Customer Services.

Bulky uplift charges will be set annually and published on the Council's website.

Bulky items comprise items you take with you when you move to a new house, to differentiate from what may reasonably be considered trade waste rather than household waste.

Items must be able to be safely lifted by 2 people (or the item will not be taken).

Only items that are on the request form will be collected.

Notified or published collection date/time is issued as a guide only as the actual collection can be affected by weather or other operational issues. In the event of any delay, the applicant should seek clarification by contacting Customer Services.

### **Hazardous materials and Special waste**

Examples of hazardous or termed in Scotland, 'Special' Waste, include:

- Asbestos
- Chemicals, for example brake fluid and printer toner.
- Electrical equipment with potentially harmful components such as cathode ray tubes – for example computer monitors and televisions.
- Fluorescent light tubes and energy-saving light bulbs.
- Vehicle batteries and other lead-acid batteries.
- Oils (except edible oils), for example engine oil.
- Refrigerators containing ozone-depleting substances Solvents.
- Pesticides.

These waste types cannot be disposed of in a household bin but can be disposed of through the Council's Household Waste Recycling Centres. Full list of suitable disposal locations for each material is available on [Council Website](#).

Larger quantities of liquid hazardous waste (typically above 25 litres) are treated as commercial waste and must be disposed via a suitable qualified commercial waste haulier.