

Guidance for
Waste Collection Authorities
on the
Household Waste Recycling Act 2003

Issued April 2005

Department for Environment, Food and Rural Affairs
Nobel House
17 Smith Square
London SW1P 3JR
Telephone 020 7238 6000
Website: www.defra.gov.uk

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Executive Summary

Introduction

The Household Waste Recycling Act 2003 provides that where English waste collection authorities have a general duty to collect waste they shall ensure, except in some circumstances, that by 31 December 2010 they collect at least two types of recyclable waste together or individually separated from the rest of the household waste. The circumstances in which they would not have to comply would be where the cost of doing so was unreasonably high or where comparable alternative arrangements are available. The Secretary of State may also make a direction that the duty shall not apply to a waste collection authority until a later date, which must be before 31 December 2015.

The Act also provides that the Secretary of State must report to Parliament on progress towards meeting this requirement, and local authority performance on meeting their recycling and composting standards (if any), by the end of October 2004. The Secretary of State did so on 19 October 2004.

The Act applies to England only, but it could be applied to Wales if so ordered by the National Assembly for Wales. This Guidance applies to England only.

Background

The aim of the Act is to increase the recycling rate of household waste, which at the time of its coming into force in 2002/03 was 14.5%. The implementation of the Act can assist local authorities in achieving their statutory recycling targets which underpin the Waste Strategy 2000 national targets to recycle or compost at least 25% of household waste by 2005, 30% by 2010 and 33% by 2015.

This Guidance is issued to help waste collection authorities implement the Act and to fulfil commitments given by Ministers during the Committee stage of the Bill's progress through Parliament regarding issues that would be addressed in guidance.

Consultation

Defra conducted a consultation on a draft of the Guidance in 2004. This final document takes account of the issues raised by consultees. A summary of the analysis of the 85 responses received is available on the Defra website at www.defra.gov.uk/environment/waste/index.htm.

General

Context

1. This Guidance is to be read in conjunction with the Household Waste Recycling Act 2003 (hereafter referred to as 'the Act '), which can be viewed at: www.legislation.hmso.gov.uk/acts/acts2003/20030029.htm. This Guidance is intended to help Waste Collection Authorities (WCAs) implement the Act, but only the Courts can determine precise legal requirements in individual cases.
2. The Act adds sections 45A, 45B and 47A to the Environmental Protection Act 1990 (EPA). This means that the requirements set under the EPA for general waste collection underpin all arrangements made by WCAs to comply with the Act. If a WCA is under a duty to collect household waste from premises under section 45(1)(a) of the EPA it should, by 31 December 2010, also provide a separate collection of at least two types of recyclable waste from those premises, except in the circumstances outlined in section 45A(2) of the Act or where the Secretary of State has made a direction that the duty shall not apply to the waste collection authority until a later date (which must be before 31 December 2015).
3. Re-use is generally preferable to both recycling or composting. When implementing the Act WCAs should take steps to avoid discouraging re-use activities or groups.
4. The Government recognises that some WCAs already comply fully with the Act in that they collect at least two types of recyclable waste separately from the remainder of the household waste.

Essence of the Act

5. The aim of the Act is to increase recycling of household waste. The implementation of the Act can assist local authorities in achieving their statutory recycling targets which underpin the Waste Strategy 2000 target to recycle or compost at least 25% of household waste by 2005, 30% by 2010 and 33% by 2015. Statutory targets for individual local authorities can be viewed at: www.defra.gov.uk/environment/waste/statistics/index.htm
6. The Act amends the EPA and requires that where English WCAs have a general duty to collect household waste they shall ensure, except in some circumstances, that by the end of 2010 they collect at least two types of recyclable waste separate from the remainder of the waste (new section 45A). The circumstances in which they would not have to comply would be where the cost of doing so was unreasonably high or where comparable alternative arrangements are available, or where the Secretary of State has made a direction that the duty shall not apply to the waste collection authority until a later date (which must be before 31 December 2015). See paragraphs 48 to 59 for guidance on exceptions and paragraphs 60 to 62 for guidance on delay in implementation.
7. The Act also provides that the Secretary of State must report to Parliament by the end of October 2004 on the progress of each waste collection and waste disposal authority towards meeting their recycling and composting standards (if any) and on each

waste collection authority's progress towards meeting the requirements of this Act (new section 47A). In compliance with this obligation on 19 October 2004 the Secretary of State laid before both Houses of Parliament such a report. The performance data used were drawn from the annual Municipal Waste Management Survey (MWMS) for 2002/03, being the latest audited data available at the time. However a second report using audited 2003/04 data drawn from Best Value Performance Indicators was laid before both Houses of Parliament on 27 January 2005.

8. The Act applies to England only, but could be applied to Wales if the National Assembly for Wales so orders (new section 45B).

9. The Act does not require the same materials to be collected from all premises. WCAs may collect different materials from different premises as long as all premises receive a separate collection of at least two recyclable materials¹.

10. The Act requires the separate collection of recyclable materials, while BVPIs 82a and 82b require materials to be recycled or composted if they are to count towards the authorities' recycling and composting standards. It would be difficult for a WCA to justify the waste of resources that not recycling the collected materials would represent in light of both the investment in collection infrastructure and the value of the recyclates themselves.

11. Participation rates do not affect compliance with the Act. The WCA need only provide the separate collection of recyclable wastes to all the recipients eligible for such collection to comply with the Act. However in the interests of value for money and requirements to improve rates of recycling and composting, WCAs should consider all measures to encourage householder participation.

Aim of this Guidance

12. This Guidance is issued to help WCAs comply with the Act, while respecting their freedom to choose the best way of doing so. The Government's policy remains that local authorities are in the best position to know what is most suitable, in terms of recycling provision, according to their local population, housing stock and waste streams.

13. The Guidance aims, where possible, to address the issues raised by stakeholders through the consultation on the draft Guidance that took place during 2004. While Defra does not intend to revise this Guidance unless there is a significant issue to address, further feedback is welcome. Should you wish to comment please address your observations to waste.strategy@defra.gsi.gov.uk, or to Waste Strategy Division, Ashdown House, 123 Victoria Street, London SW1E 6DE.

14. The Guidance also highlights good practice, Annex 2, and other sources of information and support, Annex 3, that WCAs may find helpful when formulating their sustainable waste management strategies.

¹ See HWRA Compliant Recyclable Wastes List - paragraph 28

Guidance

Collections

15. In accordance with the EPA and its provisions concerning general household waste, the Act does not make requirements concerning the frequency of separate recyclate collections. However, WCAs should be aware that research has shown that a convenient and reliable service results in higher householder participation rates and therefore greater value for money.

16. Under the Act WCAs are able to choose the collection strategy that best meets their needs. This could mean a single waste contractor who carries out all collections or a number of organisations each collecting the same or different materials in the same or different areas. It is up to the WCA to ensure they have a robust system for data gathering and recording. See paragraphs 66 to 68 for guidance on monitoring.

17. The Act places no restriction on the type of organisation that conducts the collections. Collections can be by any agency that satisfies the WCA it can do the job and comply with regulations. Community recycling groups, charity and voluntary organisations, the local authority itself, public and private companies or any combination of these are all acceptable.

18. There is a growing body of evidence that waste management partnerships involving a diverse range of stakeholders bring additional social and economic benefits to the community. The Government fully supports the development of such partnerships as demonstrated by the award of £4 million by the Waste Implementation Programme (WIP) to the community sector announced in May 2004. A large proportion of these funds have been allocated to the development of such partnerships. See Annex 3 for additional information.

19. WCAs should also pay careful consideration to the health and safety issues arising out of kerbside or doorstep collection of waste. Research commissioned by the Health and Safety Executive (HSE) shows that the waste industry has an accident rate over four times the national average and that the majority of these accidents occur during the collection of waste/recyclables. This report can be accessed through this link www.hse.gov.uk/research/rrhtm/rr240.htm. See paragraphs 40 - 47 for further information on health and safety issues.

20. WCAs can get more advice and assistance on best practice in relation to collection methodologies from the Waste and Resources Action Programme through its Recycling and Organics Technical Advisory Team (ROTATE) – telephone the WRAP Helpline on Freephone 0808 100 2040 or visit the WRAP website at www.wrap.org.uk for more information.

21. In situations where managers of private blocks of flats are reluctant to allow receptacles for recyclates to be sited on their premises for whatever reason WCAs are reminded that section 46(1) and 46(2) of the EPA would apply. These provisions enable WCAs to impose reasonable requirements in respect of separate collection receptacles in private blocks of flats in the same way they can and do in relation to ordinary household waste collection receptacles.

Materials

22. In the Act 'recyclable waste' is defined as 'household waste which is capable of being recycled or composted'. The Act requires WCAs to collect at least two types of recyclable waste together or individually separated from the rest of the household waste, but WCAs should be aware of the value in source separation of recyclates and collecting a greater number of materials.

23. Market research has shown that the value of any recyclate is significantly reduced if it is contaminated, even if the contaminant is another recyclate. It follows therefore that source separation of materials is the first step to maximising the value of recycling. The Government fully supports this approach and encourages WCAs to consider this when implementing the Act. Separate collection of each recyclate is likely to reduce contamination and increase the value of the recyclate more than collecting two or more recyclates together but separate from the rest of the waste. How significant this is depends on what materials are being collected together and the type of receptacle or vehicle they are transported in. Textiles, for example, can be contaminated by liquids seeping from one compartment of the collection vehicle to another, but even two dry recyclates like metal and glass require additional resources to handle due to glass breakages for example. WCAs should consider these factors when implementing the Act.

24. Research shows that the wider the range of materials collected for recycling the greater the participation of householders. This has been found to be particularly true of plastics; many stakeholders have commented that quantities of other already collected recyclates rises when plastics are added to the list of materials collected. In view of the statutory recycling and composting targets waste authorities have and the need for value for money WCAs should consider providing collection of as wide a range of materials as possible.

25. The collection of some materials will have greater impact on a waste authority's statutory targets than others, although it is for the WCA to decide which materials they collect. Whether or not an authority charges for a collection does not affect compliance with the Act.

26. When deciding which materials to collect WCAs should consider whether or not the material under consideration is likely to be being collected for re-use. WCAs are advised to consult with local re-use groups, charity shops and voluntary organisations such as scouts, to minimise any negative impact on their activities. By working with these organisations WCAs may be able to offer a more comprehensive waste management solution for their community.

27. WCAs should also be aware that there are additional obligations and requirements placed on them if they choose to collect Waste Electrical and Electronic Equipment (WEEE), car batteries or hazardous liquid wastes. They will need to be familiar with the requirements of the European Agreement concerning the Carriage of Dangerous Goods By Road (ADR) 2003 and Carriage Regulations 2004 if they are considering transporting paints, varnishes and car batteries for example.

28. During the passage of the Household Waste Recycling Bill through Parliament, the Government undertook to issue Guidance on what it considered to be a type of recyclable waste within the Act. The decision on how materials might best be classified was reached after extensive consultation with a wide range of stakeholders. In the interests of consistency and its accessibility to householders, the list of potentially compliant materials is based on material types rather than how materials might be processed. The following list therefore follows that natural logic, modified only where legislation demands that the recyclable wastes be treated differently (for example the requirements placed on collections of catering waste by the Animal By-Products Regulations 2003).

HWRA Compliant Recyclable Wastes List

Material Categories (each of these counts as one type of recyclable waste and will be referred to as a material)	Comments ²
Batteries	Car and domestic
Garden Waste	Green waste generated in gardens and excluding catering waste
Glass	All colours, together or separately
Hazardous Liquid Wastes	Includes, paints, varnishes, and oils not for re-use
Catering Waste	Green waste generated in kitchens and so includes materials that fall under the Animal By-Products Regulations 2003. Where garden waste is mixed with catering waste the resulting mixture must be classified as catering waste
Metals	No distinction made between Aluminium and Steel
Paper products	All paper and card products (including newspapers, magazines, pamphlets and cardboard) count as one material
Plastics	All polymers count as one material
Textiles and shoes	WCAs are encouraged to only collect this material when it is not fit for re-use. ³
Waste Electrical and Electronic Equipment (WEEE) ⁴	Includes mobile phones
Wood	Processed wood or wood products (not trees or branches, which would count as garden waste)

29. As a general rule, a WCA will need to collect materials from at least two of these categories to comply with the Act, but would not necessarily need to collect all products

² WCAs should be aware there are additional obligations and regulations that apply to some of these waste streams.

³ See paragraphs 32 – 35 on collection of textiles and shoes and Annex 1 on waste management partnerships.

⁴ See Annex 3 – Additional Information and Support for a link to the Department of Trade and Industry EU WEEE Directive categories.

in a category. For example, an authority might decide to collect certain types of plastic but not all polymers.

30. One-off collections of bulky items do not count as a collection of recyclable waste.

31. While technologies will develop and markets for recyclates change so that products that cannot easily be recycled today may become more common sources of recyclates in the future, it seems unlikely that a new material will become so commonly used as to need to be added to the list in the immediate future. This list will only be updated if there is an obvious need to be addressed.

Guidance on collection of textiles and shoes

32. The quality of garments and shoes is the single most important factor to those involved with re-use and recycling this material. More value is lost by the industry due to the accidental contamination of this material by the collection methods employed than any other. All those involved with this industry that responded to the consultation stressed this point. WCAs are asked to be mindful of this when deciding which materials to collect, how they will be collected and by whom.

33. Collection of textiles by WCAs can cause a small but noticeable decline in the volumes of collections and donations given to charity shops. This would be an unintended consequence of the Act and therefore local authorities are requested to discuss the effect of the implementation of the Act on the collection of textiles (and shoes) with local charity shops, other textile re-use groups and textile recyclers.

34. The Association of Charity Shops has a website www.charityshops.org.uk/ which lists outlets in any area by postcode. Local authorities are encouraged to refer to it before adding textiles and shoes to the materials they collect. The Association of Charity Shops can be contacted on 020 7422 8620.

35. Similarly WCAs are encouraged to consult with the Textile Recycling Association and Recyclatex, the umbrella organisation that promotes textile re-use and recycling. They are available to advise and can be contacted on 01622 840 022.

Assisted collections

36. Where a resident is disabled, frail or elderly, help or an assisted collection is recommended. The Government is aware that these assisted collections already happen routinely across the country, and that they are hugely appreciated by recipients of the service. The Disability Discrimination Act 1995 requires service providers to ensure that disabled people do not find it impossible or unreasonably difficult to use their service and the service provider should have made reasonable adjustments in relation to this requirement from October 2004. The Act will enable householders to take part in managing their waste in a more sustainable manner, and this opportunity should be available to disabled people as well, so WCAs are encouraged to make assisted collections available to all in the local community who need it.

Material Recycling/Reclamation Facility (MRF)

37. The use of material recycling (or reclamation) facilities (MRFs) to separate unsorted household waste is not an acceptable alternative, under the Act, to the separate collection of recyclables.

38. The important point here is that to comply with the Act WCAs must collect at least two types of recyclates separately from the rest of the waste. It may be the case that a WCA can achieve its other statutory targets more cost effectively by the use of MRFs with or without autoclaving and other technologies but this does not remove the requirement placed on WCAs by the Act.

39. Where a MRF is used to separate two or more recyclates collected together but separately from the rest of the waste this is usually termed a 'clean' MRF. Materials collected and sorted in this way may count towards compliance with the Act. MRFs used to separate unsorted household waste are often referred to as 'dirty' MRFs and are not an acceptable alternative to the separate collection of recyclables under the Act.

Health and Safety

40. This Guidance does not have the scope to cover all aspects of health and safety arising out of implementation of the Act and should not be seen as comprehensive. It does attempt to draw WCAs' attention to key issues and further sources of advice.

41. The Act does not specify how materials should be collected or sorted. The specification of collection/sorting systems is made by each WCA and they should ensure that the most appropriate system is selected, to achieve recycling targets and ensure the health and safety of workers, householders and the public.

42. WCAs should use risk assessment to identify and assess potential hazards and risks to the health and safety of collection crews and members of the public when considering which collection system to adopt. Each will have a different risk profile depending upon a number of variables, including (but not limited to) frequency of collection, materials collected, vehicles and receptacles used, housing type, access and interface with pedestrians. The WCA must ensure that the collection system selected will ensure the health and safety of its operatives and members of the public, so far as is reasonably practicable, regardless of whether the operation is carried out by direct labour organisations or contracted out.

43. In the first instance WCAs should consult their own health and safety professionals for advice and guidance on fulfilling their duties under the Health and Safety at Work Act 1974. Further advice can be obtained from the Health and Safety Executive Infoline on 08701 545 500 or its website for waste at www.hse.gov.uk/waste/index.htm

44. The level of risk can be controlled by taking measures such as:

- Mechanising or reducing handling operations
- Limiting the exposure to slipping and tripping hazards
- Limiting the exposure of workers to traffic, both collection vehicles and other road traffic.

45. WCAs should be aware that there are additional health and safety obligations if they transport hazardous liquids such as paint or varnishes and car batteries. These are covered in the European Agreement concerning the Carriage of Dangerous Goods By Road (ADR) 2003 and Carriage Regulations 2004. See Annex 3 for links to these two regulations.

46. When deciding on the design and appearance of receptacles for the collection of recyclable materials WCAs need to consider all aspects of accessibility. Not only concerning the ease of use of the receptacle, but also where the receptacle is left for storage and its collection and visibility. Receptacles should not be left on pavements for storage; even leaving them on pavements for collection should be avoided if at all possible, as they can become a hazard particularly for visually impaired people.

47. Other factors WCAs will want to consider include street appearance and the impact on local environment quality. Furthermore if bright colours are chosen for receptacles WCAs should bear in mind that yellow is already established within the waste and healthcare industries to distinguish clinical waste. WCAs may wish to consult with WRAP which has been advocating the use of 'common colours' through its Recycle Now campaign.

Exceptions

48. When considering whether an exception applies in a particular situation, WCAs should be aware that the EPA underpins all arrangements made to implement the Act. Therefore where there is a duty to collect household waste from premises under section 45(1)(a), WCAs will normally also be required to provide for the collection from those premises of at least two types of recyclable waste separately from the rest of the household waste.

49. If a dwelling is not receiving a collection of its waste under the general household waste provision in the EPA, the Act will not benefit that dwelling.

50. Section 45(1) of the EPA 1990 provides:

“It shall be the duty of each waste collection authority -

(a) to arrange for the collection of household waste in its area 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.”

51. There are two exceptions in the Act which, if applicable to a particular circumstance, mean that WCAs do not have to provide for the separate collection of recyclable waste. In order to take advantage of these exceptions a WCA must be satisfied that new sections 45A(2)(a) or 45A(2)(b) applies. Section 45A(2) provides:

“Where an English waste collection authority has a duty by virtue of section 45(1)(a) above to arrange for the collection of household waste from any premises, the authority shall ensure that the arrangements it makes in relation to those premises include the arrangements [for the separate collection of at least two types of recyclable waste], unless it is satisfied that (in that case)-

(a) the cost of doing so would be unreasonably high; or

(b) comparable alternative arrangements are available.”

The exceptions are narrowly drawn and it is intended that they should be applied restrictively. WCAs should bear in mind that any decision to rely on the exceptions could be challenged in the courts, for example by a local resident or group of residents.

52. WCAs should not look to the exceptions in Section 45(2) as a way to avoid implementing the Act.

53. WCAs are reminded that only the Courts can determine the Act's requirements in individual cases. Furthermore, agreement as to what is acceptable in any particular circumstance can often be reached by consultation and discussion with the recipients of the service, or those that represent them. They are after all, those most likely to take the WCA to court if they felt the service did not comply with the Act, so it would seem sensible to take all reasonable steps to avoid such an eventuality.

New section 45A(2)(a) 'Cost of doing so would be unreasonably high'

54. This Guidance cannot put a monetary value on what would be an unreasonably high cost or a multiplier from the costs of collecting the remainder of the household waste since it will be a matter of fact in each individual case. It is not even a foregone conclusion that a separate recycle collection would cost more than the existing service. WCAs are free to negotiate with different waste collection bodies.

55. When considering whether Section 45A(2)(a) applies to a particular circumstance the WCA should consider that, as the premises are currently in receipt of a general waste collection they have passed the cost test within Section 45(1)(a)(i) of the EPA. While there may be an additional cost for the recycle collections there are measures the WCA can take to ensure they are not unreasonably high. WCAs should consult WRAP's Recycling and Organics Technical Advisory Team (ROTATE) for information on collection methodologies. See Annex 3 (18) for a link to its website.

New section 45A(2)(b) 'Comparable alternative arrangements'

56. The Act does not define 'comparable alternative arrangements' but one meaning of this term could be other collection mechanisms resulting in similar numbers of households receiving a service. The choice of materials and quantities collected are for the WCA to decide in line with best practice and value for money considerations, its statutory obligations and probably after consultation with the recipients of the collections and the collection agencies. Whether a particular arrangement is comparable will be a question of fact in each individual case.

57. There are many collection mechanisms available and, as with the provision for general waste the EPA allows a WCA to choose the method that best fits local needs. WCAs should not feel restricted by the Act; the flexibility of the interpretation of comparable alternative arrangements allows WCAs and the waste management partnerships they may belong to, to be innovative and inventive in the way they sustainably manage waste.

58. Paragraphs 54 and 56 illustrate how difficult it would be for a WCA to use the exceptions within the Act to avoid providing some sort of separate collection to all recipients of a general waste collection.

59. The following examples may help to clarify the purpose of the exceptions in the Act.

Example 1 Under Section 45(1) of the EPA a WCA provides a doorstep collection of general waste to all premises in a street except an old multi-residence block receiving a

communal near entry collection service for general waste. In this example the WCA would find it difficult to justify not providing doorstep collection of recyclates for those currently receiving this service for general waste. However, if there was insufficient space to locate receptacles for recyclable wastes at the near entry waste collection point in the multi residence block, the WCA may be able to justify, as a comparable alternative arrangement, the provision of a nearby bring site to those residents.

Example 2 Under Section 45(1) of the EPA a WCA provides three different types of collections of general waste to a number of households on a lane in a rural area. Doorstep collection is provided for properties nearest the local town; an end of row collection is provided to a terrace of cottages that open directly onto the lane further away from the town; and a lane-end collection serves a number of remote households on a less accessible connecting lane. The Act would almost certainly require the WCA to at least mirror these general waste collection services for the separate doorstep collection of recyclable wastes. However, it might be that a lack of space at the end of row collection site means that the WCA could justify, as a comparable alternative arrangement, providing its recyclable waste collection for those residents at the end of lane site.

Implementation and Monitoring

Delay in implementation

60. New Section 45A(5) allows a WCA to request the Secretary of State to make a direction allowing the WCA to extend the target date for implementing the Act until up to 30 December 2015. It is not expected that this will be a frequently used power.

61. WCAs should be aware that the Minister indicated at the Committee Stage of the Household Waste Recycling Bill that delays were only likely to be approved for an authority which had reached a high recycling level without meeting the formal criteria of the Act.

62. WCAs wishing to seek an extension should write a formal letter to the Secretary of State explaining the reason for the request and why they consider it to be necessary and justified. Sufficient time should be allowed for the Secretary of State to respond to any such request prior to the December 2010 deadline. Therefore it is recommended that any application is made at least 12 months before then so that should the application be rejected there would still be time for the WCA to take remedial steps.

Monitoring

63. Following consultation during 2004 the Best Value Performance Indicators (BVPIs) have been amended to allow data gathered through them to be used to monitor WCAs' performance in delivering the provisions in the Act. BVPI 91 has been added specifically so that progress towards compliance with the Act can be assessed.

64. Changes to the BVPIs will take effect in the financial year 2005/2006, prior to which results from Defra's Municipal Waste Management Survey (MWMS) will be used to monitor implementation of the Act.

65. Defra has been closely involved in the development of a new national municipal wastes database called WasteDataFlow. WasteDataFlow is an online web-based system for local authorities that captures statistics and local management reporting, and will in replace the MWMS from 2004/05.

Annex 1

Glossary

Catering waste means category 3 catering waste as defined in Regulation EC 1774/2002 (implemented in England by the Animal By-Products Regulations 2003 (S.I. 2003/1482)) as all waste food, including used cooking oil, originating in restaurants, catering facilities and kitchens, including central kitchens and household kitchens. For guidance on composting catering waste, see the attached link:
http://www.defra.gov.uk/animalh/by-prods/publicat/compost_guidance.pdf

Doorstep collection and kerbside collection are not terms used in the Act but are frequently used as short hand for collections from homes of recyclable materials that have not been taken by the householder to a bring or civic amenity site.

Garden waste includes waste from gardens, grass cuttings, hedge clippings, flower cuttings. The composting of this waste is subject to more restrictions when this waste is mixed with catering waste: the resulting mixture must be treated as catering waste.

Household waste has the same meaning as household waste in the Controlled Waste Regulations 1992.

Lane End collection is a term used to describe collections conducted from more than one household where the householders use communal receptacles usually placed at the end of the road on which the houses are located. These facilities are usually found in rural areas where households are remote from each other.

Materials Recycling/Reclamation Facilities (MRF). A place where recyclates are sorted. MRFs are of many different designs and incorporate a range of technologies including sorting by hand. The term 'dirty MRF' refers to a facility that sorts recyclates from the general waste, while 'clean MRF' refers to facilities used to sort recyclates collected separately from the general waste.

Near Entry collections is the term used to describe recyclate collections conducted from multi-residence blocks where all householders use communal receptacles usually placed near the entrance to the block.

Recyclable waste is defined in the Act as 'household waste which is capable of being recycled or composted'.

WCAs – waste collection authorities

Waste Management Partnerships is a term for a waste management system delivered by a number of different organisations drawn from some or all the following groups; commercial waste contractors, recyclate end users, community groups, local authorities, regional authorities and charity or voluntary organisations. There is no limit to the number of bodies from each group that form any particular partnership. These partnerships can offer considerable additional advantages to the community as well as allowing all those with interests in re-use to have an opportunity to extract suitable materials/products from waste prior to the recycling process. E.g. a group offering

kerbside collection of textiles would be able to extract clothing suitable for sale in charity shops for example, before bundling the textiles not fit for re-use and dispatching them to textile recyclers.

Annex 2

Good Practice

Role of the Waste Collection Authority

The role of the WCA is key to the successful implementation of the provisions in the Act. This section includes measures which may help WCAs ensure high householder participation in kerbside recycling.

Good Practice might include:

- a) Early engagement with householders about the introduction of a scheme.
- b) Liaison with the Waste Disposal Authority (WDA) for those WCAs not in a Unitary Authority and possibly with neighbouring WCAs where cost savings and other benefits could accrue from coordinating efforts.
- c) Formation of waste management partnerships with other stakeholders in the area, such as community groups re-use groups and waste contractors. See Annex 3 (20) and (24) for further information.
- d) Lively and informative newsletters/leaflets available in an accessible and inclusive format e.g. ensuring that leaflets meet standards set by the Royal National Institute for the Blind for accessibility.
- e) Telephone/Minicom hotline – especially at the start of a scheme.
- f) Frequent progress reports (giving out good and not so good news) to residents are particularly useful.
- g) Up-to-date web page on local authority site, with e-mail contact address.
- h) Face-to-face advice and information to householders at their doorsteps or at events in shopping centres or other public meetings.
- i) Competitions and other participatory inducement schemes for example issuing ‘recycling lottery tickets’ to encourage recycling – inviting householders to put a ticket out with the recycle, to be collected by the collection crew and put into a local ‘recycling lottery’.
- j) Incorporating provisions for recycling and composting into planning considerations.

WCAs could also benefit from seeking advice from the Waste Implementation Programme (WIP) on identifying and overcoming barriers to improving recycling services and processing household waste. WRAP’s Recycling and Organics Technical Advisory Team (ROTATE) also provides information on best practice on collection methodologies.

Evidence from research

Research suggests that:

- 1) Participation rates increase when collections are convenient, reliable and separate from residual waste collection⁵.

⁵ Friends of the Earth’s Best Practice Code for Doorstep Recycling
http://www.foe.co.uk/resource/briefings/doorstep_recycling_in_england.pdf

- 2) The most effective way of achieving a high participation rate is to have the recyclate collected on the same day of the week as the residual waste, even if residual waste is collected one week and the recyclate on alternate weeks.⁶
- 3) WCAs that supply an easily storable box or other receptacle for collecting the recyclate obtain higher yields than those that do not.⁷
- 4) The greater the number of materials collected the more likely householders are to take part. For example, the addition of plastics to a collection scheme can produce significant increases in participation and capture levels across all materials.⁸
- 5) The earlier in the collection chain a recyclate is separated the lower the likely cost and environmental impact of the collection scheme⁹. A material will be less contaminated and therefore require less treatment before processing.

⁶ Ibid.

⁷ Bath 1993 trials as reported in The Loop magazine by Local Authority Recycling Advisory Committee (LARAC), Spring 2003

⁸ UK Plastic bottle recycling survey 2004, RECOUP, published by WRAP, Feb 2004

⁹ Future Perfect, Biffa, 2002/03

Annex 3

Additional Information and Support

When formulating their sustainable waste management strategies and deciding how to comply with the Act, WCAs are advised to gather as much information from as wide a range of sources as possible. The list below is prepared with implementation of the Act in mind but is not a definitive list and there may be other sources WCAs should refer to for further advice, guidance and assistance.

1. **ADR - the European Agreement concerning the International Carriage of Dangerous Goods by Road**
<http://www.unece.org/trans/danger/publi/adr/adr2003/ContentsE.html>
2. **Animal By-Products Regulations 2003** http://www.defra.gov.uk/animalh/by-prods/publicat/compost_guidance.pdf
3. **Association of Charity Shops** <http://www.charityshops.org.uk/>
4. **Carriage Regulations 2004** <http://www.hse.gov.uk/cdg/index.htm>
5. **Community Composting Network** www.communitycompost.org
6. **Community Recycling Network** <http://www.crn.org.uk/index.shtml>
7. **Community Re>Paint** <http://www.communityrepaint.org.uk>
8. **Composting Association** http://www.compost.org.uk/dsp_home.cfm
9. **DTI Waste from Electrical and Electronic Equipment**
<http://www.dti.gov.uk/sustainability/downloads/weee.pdf>
10. **Disability Discrimination Act** <http://www.disability.gov.uk/dda/>
11. **Environment Agency** <http://www.environment-agency.gov.uk/>
12. **Furniture Recycling Network** <http://www.frn.org.uk>
13. **Hazardous Waste**
<http://www.defra.gov.uk/environment/waste/topics/hazwaste/index.htm>
14. **Hazardous Waste - Safe Disposal and Recycling**
http://www.envocare.co.uk/hazardous_waste.htm
15. **Health and Safety Executive** <http://www.hse.gov.uk/waste/>
16. **Landfill Allowance Trading Scheme (LATS)**
<http://www.defra.gov.uk/environment/waste/localauth/lats/index.htm>

17. **Local Authority Recycling Advisory Committee (LARAC)**
<http://www.larac.org.uk>
18. **Local Authority Support Centre** <http://www.lasupport.defra.gov.uk/> for examples of current best practice and local authority individual case strategies.
19. **Recycling and Organics Technical Advisory Team (ROTATE)** for best practice on collection methodologies
http://www.wrap.org.uk/local_authorities/rotate/index.html
20. **Recycling and Waste** : information for local authorities (Defra's site)
<http://www.defra.gov.uk/environment/waste/localauth/index.htm>
21. **The End User Consortium** (Includes Abitibi-Consolidated, Recycling Europe, Alcan, Corrus, Berryman and the Salvation Army).
http://www.corusgroup.com/en/responsibility/recycling_in_action/news/recycling_liv_erpool for information on a waste management partnership.
22. **The Recycling Consortium** for advice on establishing waste management partnerships <http://www.recyclingconsortium.org.uk/projects/index.htm>
23. **Textile Recycling Association and Recyclatex**
<http://www.jxj.com/suppands/iswa/companies/131586.html>
24. **Waste Electrical and Electronic Equipment (WEEE)**
<http://www.defra.gov.uk/environment/waste/topics/electrical/index.htm>
25. **Waste Implementation Programme (WIP)** for advice on overcoming barriers to recycling initiatives and incentive schemes, local authority funding for waste, recycling credits, waste management partnerships and much more
<http://www.defra.gov.uk/environment/waste/wip/>
26. **WIP Local Authority support** for WIP initiatives designed to support local authorities achieve diversion targets, including a report on recycling on Estates
<http://lasupport.defra.gov.uk/Default.aspx?Menu=Menu&Module=ViewArticle&ArticleID=150>
27. **Waste and Resources Action Programme (WRAP)** for information on collection methodologies, the WRAP home composting scheme and markets for recyclates
<http://www.wrap.org.uk>