

Dear Consultee

January 2006

CONSULTATION ON PREVENTING HOUSEHOLD WASTE IN SCOTLAND

I attach a consultation paper prepared by the Scottish Executive and the Scottish Environment Protection Agency on possible actions to prevent household waste. This includes issues relating to the following:

- Manufacture/design of products
- Retailers
- Consumers
- Community Sector
- Local authorities

If you have any interests in any of the above, then we would welcome your views. You do not have to respond to every question and may want to answer those most relevant to your organisation or to you as an individual.

Responding to this consultation paper

We are inviting written responses to this consultation paper by **28 April 2006**.

Please send your response to:

WastePreventionConsultation@scotland.gsi.gov.uk

or

CRE 556
Preventing Household Waste in Scotland
Central Scanning Unit
Saughton House
Edinburgh
EH11 3XD

If you have any queries contact Gillian Smith on 0131 244 0243.

We would be grateful if you would use the **Consultation Questionnaire** provided or could clearly indicate in your response which questions or parts of the consultation paper you are responding to. This will help us analyse the responses received.

This consultation, and all other Scottish Executive consultation exercises, can be viewed online at <http://www.scotland.gov.uk/consultations>. You can telephone Freephone 0800 77 1234 to find out where your nearest public internet access point is.

The Scottish Executive now has an email alert system for consultations ([SEconsult: http://www.scotland.gov.uk/consultations/seconsult.aspx](http://www.scotland.gov.uk/consultations/seconsult.aspx)). This system allows individuals and organisations to register and receive a weekly email containing details of all new consultations (including web links). SEconsult can keep you up to date with all Scottish Executive consultation activity.

Handling your response

We need to know whether you are happy for your response to be made public. Please complete and return the **Respondent Information Form**, which forms part of the **Consultation Questionnaire**. If you ask for your response not to be published we will regard it as confidential, and we will treat it accordingly. However, the Scottish Executive is subject to the provisions of the Freedom of Information (Scotland) Act 2002 and we would have to consider any request for information on responses to this consultation paper.

Where respondents have given permission for their response to be made public, these will be made available in the Scottish Executive Library. We will check all responses for any potentially defamatory material before logging them in the library. You can make arrangements to view responses by contacting the Scottish Executive Library on 0131 244 4565. Responses can be copied and sent to you, but a charge may be made for this service.

What happens next ?

Following the closing date, all responses will be analysed and considered to help us draw up a Household Waste Prevention Action Plan for Scotland.

Thank you for your time.

Yours faithfully

SIMON STOCKWELL
Waste Strategy



natural
scotland
SCOTTISH EXECUTIVE

Scottish Executive Environment Group
Preventing Household Waste in Scotland
A Consultation Paper

January 2006
Paper 2006/1

Scottish Executive Environment Group
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PREVENTING HOUSEHOLD WASTE IN SCOTLAND – A CONSULTATION PAPER

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January 2006



MINISTERIAL FOREWORD

Over the past few years, we have seen major shifts in the way in which Scotland deals with its household waste. We have begun the move away from landfill towards recycling and composting and towards other forms of treating waste.

However, we also want to reduce the amount of waste we produce in the first place. This is not easy. We estimate that household waste is growing at around 2% per annum. The reasons for this relate to the changing way that we live our lives – more single person households, increasing income, less spare time and less ‘make do and mend’.

Our aim, as outlined in the National Waste Plan, is to stop the growth in municipal waste by 2010. We are already supporting a number of waste prevention measures, such as the work by the Waste and Resources Action Programme (WRAP) on home composting, real nappies and with the retailers. However, we need now to consider all aspects of waste prevention and what more can be done by designers, manufacturers, retailers, consumers, communities, local authorities and Government.

The purpose of this consultation is to obtain views on those areas where we should focus attention. This consultation covers product designers, manufacturers, retailers, consumers, communities and local authorities to ensure that we cover all areas. However, when it comes to taking action we will want to concentrate on those areas where we can make a real difference, to ensure that any work is targeted and produces results. It would be helpful if consultees, when responding to the document, could outline priority action areas. In some cases, there may be a need for more in depth consultation on specific proposals.

Tackling waste prevention is difficult. We need to achieve continued economic growth whilst, at the same time, ensure that scarce natural resources are preserved and enhanced. I look forward to working further with Scottish society to try and achieve these aims.

A handwritten signature in black ink, appearing to read 'Ross Finnie'.

ROSS FINNIE
Minister for Environment and Rural Development

1. Introduction

“Higher levels of obesity and personal debt, chronic time shortages, and a degraded environment are all signs that excessive consumption is diminishing the quality of life for many people” The Worldwatch Institute

1.1 This consultation outlines the causes of waste growth and seeks views on how to tackle this growth. It covers a wide range of areas as the causes of waste growth are varied. When considering the best way forward, we will want to concentrate on those areas where we can have a genuine impact on the generation of waste.

1.2 In 2003-4, Scottish Households produced around 2.66 million tonnes of waste¹. The average household produces just over 1.1 tonnes of waste a year. This waste is increasing by around 2% a year. Information on the composition of household waste can be found in SEPA’s Waste Data Digests: see, for example, Table 3 in Waste Data Digest 5 at http://www.sepa.org.uk/pdf/publications/wds/wdd_5.pdf

1.3 The main reasons for this increase in waste are:

- **Increased disposable income** – there is a clear link between growth in GDP and waste generation, both having grown by around 40% in the OECD countries as a whole since 1980². The availability of consumer credit has also fuelled demand for products, which can then lead to increased generation of waste.
- **More single person households** – The number of people living in single person households has risen. More households mean more goods are bought, e.g. more furnishings, electrical appliances, DIY goods etc. In Scotland, the number of single households is expected to grow by 26% over the period 2002-2016.³ A recent study using South Norfolk District Council data showed the average (mean) weekly production of total waste (residual and recycled) was 9.9 kilograms for one person households; 12.7 for 2 person households; 16.5 for 3 person households; 18.6 for 4 person households; and 20.5 for 5 person households. However, the study also showed significant differences in waste produced within types of household, with some single person households generating more waste than some five person households.⁴
- **Convenience led lifestyle** - The British work more hours in a week than any other EU15 nation⁵ and consequently have less free time. This results in a demand for greater convenience and speed, contributing to an increasing demand for ready meals, fast food and a vast array of disposable items.

¹ Audit Scotland: ‘Environmental and Regulatory Services Performance Indicators 2003/4’. <http://www.audit-scotland.gov.uk/publications/pdf/2005/05pi06ac.pdf>

² OECD (2002), Reference Manual on Strategic Waste Prevention OECD (2002). [http://www.oilis.oecd.org/olis/2000doc.nsf/linkto/env-epoc-ppc\(2000\)5-final](http://www.oilis.oecd.org/olis/2000doc.nsf/linkto/env-epoc-ppc(2000)5-final)

³ General Register Office for Scotland: <http://www.gro-scotland.gov.uk/statistics/library/household-estimates-projections/2002-based-household-projections.html>

⁴ PSI Research Discussion Paper 20. Charging for Domestic Waste: Combining Environment and Equity Considerations. Page 34. <http://www.psi.org.uk/docs/rdp/rdp20-dresner-ekins-waste.pdf>

⁵ EU Labourforce survey 2004, Eurostat. This statement relates to full time employees.

- **Fashion trends** – today’s society is more fashion conscious than ever, and with many goods available at low cost, the norm is to replace items when they go out of fashion, or when the ‘next’ model is available.
- **Changing attitudes** – there is no longer an attitude of ‘make do and mend’ – people would rather buy a new item, than repair an old one. Indeed, there are financial drivers influencing this attitude. An analysis carried out by Halifax PLC showed that over the 15 years from June 1989 to June 2004, repairs and maintenance charges increased by 147%, whilst the cost of electrical appliances fell by 20%, as did the cost of children’s clothing, and the cost of women’s clothing fell by 34%.⁶
- **The low cost of food** – Over the last decade, food inflation has tracked well below the general rate of inflation owing largely to the low price strategies of several large operators. This has contributed to a large amount of food wastage – currently estimated at 5 million tonnes for the UK (as compared with 4.6 million tonnes of household packaging waste).

What do we mean by waste prevention?

1.4 There are a number of definitions of waste prevention. We take it to mean:

- **Strict avoidance** - the complete prevention of waste generation by, for example, reducing unnecessary consumption.
- **Reduction** – reducing waste by designing and consuming products which generate less waste.
- **Product re-use** – re-using a product in its original form, for its original purpose or for an alternative use.
- **Qualitative waste prevention** – reducing the hazardousness of waste.

1.5 While, strictly speaking, home composting and community composting are not waste prevention (as waste is still produced), they are included in this consultation paper as they are key measures to reduce the amount of waste collected by local authorities.

What policy tools are available to tackle waste prevention?

1.6 There are a range of policy instruments to tackle waste prevention, including:

- **Economic instruments.** e.g. taxes. Fiscal measures are a reserved matter for HM Treasury, although local taxation is a devolved matter.
- **Incentives** e.g. deposit-refund schemes.
- **Legislation** e.g. producer responsibility legislation, bans on certain hazardous materials and on certain materials going to landfill, direct and variable charging for the collection of household waste.
- **Education and awareness raising**, to change values/attitudes and then behaviour, e.g. ‘resource efficient shopping’, home composting, real nappies.
- **Voluntary agreements and partnerships** such as supply chain and community partnerships, e.g. on product design and packaging, take back/reuse, and direct marketing.

⁶ “Cigarettes and Services record the biggest price increases”. News Release on 17 July 2004 by Halifax plc. <http://www.hbosplc.com/media/pressreleases/articles/halifax/2004-07-17-00.asp>

2. Product designers and manufacturers

“On average 93% of production materials are never used in the final product, and 80% of products are discarded after single use.” - Envirowise

“More than 80% of all product-related environmental impacts are determined by product design” – Design Council

Introduction

2.1 It may be difficult for Scotland to reduce waste by taking action at the design and manufacture level, given that most products consumed in Scotland will be made elsewhere in the world. As a result, therefore, many of the actions in this area are at an International, EU, UK level rather than at a Scottish level. We would want to make certain that any action at a Scottish level would lead to a tangible benefit.

2.2 Designing waste out of the system at an early stage in the design and manufacturing process reduces the use of raw materials (and thus saves cost) as well as reducing the amount of waste generated at the end of the process (and thus saving costs again). Therefore, reducing waste is good for business. As outlined in the Scottish Executive’s green jobs strategy, <http://www.scotland.gov.uk/Publications/2005/06/1693437/34445>, from April 2004 all companies awarded Regional Selective Assistance grants of £2 million or more have been required to look constructively at the environmental, waste and resource issues raised by their projects.

2.3 However, in a number of cases, products are designed to be disposable for health, marketing, convenience or other reasons.

Current action

2.4 A number of steps are already being taken to minimise waste from products and packaging. These include:

- WRAP (the Waste & Resources Action Programme) runs a Retail Initiative, in England, Scotland and Wales, to work with retailers, brand-owners and their suppliers to prevent household waste from products and packaging. Along with the Retail Initiative, WRAP run an Innovation Fund, which is procuring research and development projects to look at the design, prototyping and piloting of innovative products, packaging, materials, technologies and distribution and dispensing systems. More information can be obtained from http://www.wrap.org.uk/waste_minimisation/retailer_initiative_innovation_fund/index.html
- Envirowise run, across the UK, a designtrack scheme which provides free consultancy to SMEs on product design: <http://www.envirowise.gov.uk/envirowisev3.nsf/key/designtrack>
- The Market Transformation Programme (MTP) aims to improve the resource efficiency of products. While the MTP has concentrated on energy, it is beginning to consider resource use more generally, including solid waste issues. More information can be found at <http://www.mtprog.com/>
- Research is being undertaken in academic establishments including the Centre for Sustainable Design at Surrey Institute of Art and Design (<http://www.cfsd.org.uk/>) and the Centre for Sustainable Consumption at Sheffield Hallam University

(<http://www.shu.ac.uk/research/csc/>) This centre also hosts an [EPSRC Research Network on Product Life Spans](#).

- EU Directive 2005/32/EC is intended to establish a framework for the setting of eco-design requirements for energy-using products: http://europa.eu.int/comm/enterprise/eco_design/
- ISO 14062 (2002) – “Integrating environmental aspects into product design and development” is a voluntary international standard which organisations can become accredited to.
- The European Commission are carrying out work to identify products with the greatest potential for environmental improvement. As part of this, a study called the Evaluation of the Environmental Impacts of Products (EIPRO) is taking place. More information can be found at <http://europa.eu.int/comm/environment/ipp/identifying.htm>
- The UK Sustainable Development Strategy: “Securing the Future” <http://www.sustainable-development.gov.uk/publications/uk-strategy/uk-strategy-2005.htm> indicates that the UK Government will establish a Sustainable Design Forum to champion and educate in eco-design. The strategy has also made a commitment to consult on a new “product body” and “product EIA” as per recommendations made by the Advisory Committee on Consumer Products and the Environment (ACCPE). DEFRA’s consultation on an organisation for sustainable products can be found at <http://www.defra.gov.uk/corporate/consult/sustainable-products/index.htm>

The design of products

2.5 Key issues for the design of products are the hazardousness of materials used; how much material is used; the use of recycle; the longevity of a product; its ease of repair; labelling component parts for ease of manufacture (or disassembly and re-manufacture) and whether the product is easy to recycle. Much of the work outlined above relating to eco-design is taking place outwith Scotland. Clearly, though, any successful work at either EU or UK level would be likely to impact here.

Question 1: Do consultees consider that the Scottish Executive, SEPA and the Enterprise Networks, or other bodies sponsored by the Executive, such as Envirowise, should do more to promote eco-design in Scotland. If so, what? Options include:

- ***Sponsoring research.***
- ***Organising competitions for eco-designers.***
- ***Working more closely with the Design Council and the Design Business Association***
- ***Establishing a Scottish ecodesign initiative, which could include a campaign to influence product designers in Scotland, an award, a ‘waste charter’ for designers, design guidelines and training?***
- ***Working more closely with professional institutions (e.g. the Royal Incorporation of Architects in Scotland or the Institution of Civil Engineers) and academic institutions on the mainstreaming of sustainability in academic courses and training that impact on design.***

Possible “waste profiles”

2.6 In theory a ‘waste profile’ could be generated for every product, giving information on how much waste is associated with it. Such a profile might include some or all of the following: the amount of material in a product; its hazardousness; potential product lifespan; reusability; repairability and recyclability. This is not an easy process. Products can be

subject to life-cycle analysis to establish what natural resources would be used in relation to their manufacture, distribution, maintenance and use. However, life-cycle analysis can be subject to a number of variables (eg the environmental impact of a product might vary if the same product was packaged in different ways). Therefore, it is not easy to draw up “waste profiles” for products. Doing it for Scotland only could represent a formidable challenge.

2.7 It is easier to carry out work on the impact of products on waste in some areas than others: for example, Government already takes action to ban or limit the use of certain harmful and hazardous substances, such as lead in printed circuit boards. It is also possible to outline what percentage of the product is made from recyclate and whether the product can be recycled. In another area, there has been considerable success in relation to the energy labelling of products.

2.8 One way of taking action in this area might be to support the development of minimum product standards in relation to waste. Another option might be to draw up general “environmental” profiles, taking account of other environmental factors such as the use of energy and water in manufacturing the product, transport and energy consumption of the product, although this too would be a challenging task. As outlined in paragraph 4.8 below, the Department for the Environment, Food and Rural Affairs are planning to establish a service called Environment Direct, to provide information to consumers on environmental matters, including making the right lifestyle choices in relation to the products and services that they purchase.

2.9 A further approach might be to work with the British Standards Institution (BSI) and European standards bodies to ensure that waste issues, and sustainability generally, form part of the development of technical standards. ISO has developed a technical guide 64 for inclusion of environmental aspects in product standardisation. BSI have developed a training programme for standard writers.

2.10 As indicated above, DEFRA’s Market Transformation Programme aims to improve the resource efficiency of products.

2.11 If designed, waste profiles could be used to:

- Set targets (voluntary / mandatory)
- Benchmark – against other similar products
- Certify or kitemark products
- Establish differential rates of taxation
- Provide consumer information /labelling to inform purchasing decisions.

Question 2: Should the Scottish Executive and SEPA carry out further work on “waste profiles” of products? If so, what? Options include:

- ***Sponsoring work in Scotland to outline “waste profiles” of products.***
- ***Sponsoring work in Scotland on “environmental profiles” of products. (“Environmental profiles” would consider environmental issues generally, not just waste). The ISO 14020 family of standards could offer an internationally agreed template for this work.***
- ***Working with other Government Departments across the UK on either “waste profiles” or “environmental profiles.”***
- ***Working with the British Standards Institution, and EU Standards bodies, to ensure that waste, or sustainability generally, forms part of the development of technical product standards.***

The life-span of a product

2.12 One specific issue in relation to design is the life-span of a product. If a product lasts longer, the consumer will not need to throw it away (and generate waste) and will also not need to purchase a replacement. There are examples of companies that specifically make the point that their goods are designed to last.

2.13 When considering life-span of products, it is also important to consider other sustainability issues, such as energy use. Older equipment may use more energy when being operated.

Question 3: Do consultees consider that the Scottish Executive should take further action in relation to the life-span of products? If so, what? Options include:

- ***Funding research in Scotland.***
- ***Supporting research being carried out across the UK.***
- ***Providing better information to consumers, at either Scottish or UK level, on estimated life-spans of products.***
- ***Concentrating work on specific products (e.g. washing machines, cookers, electrical goods generally)***
- ***Providing more support to companies making long-life products to an accredited standard, or to repair and refurbishment shops.***
- ***Investigating ways to require longer product guarantees, and improve availability of spare parts. This work would need to be undertaken at a UK level as consumer protection is a reserved matter.***

Disposable products

2.14 Some of the growth in waste can be associated with a growth in the number and type of disposable products available on the market place – ranging from disposable razors, to single use toilet cleaning clothes, to nappies and wipes. Products of this nature are on the market for a variety of reasons: convenience, sanitary, security, etc. Disposable products do create waste but it can be difficult to distinguish between products which are always likely to be disposable (eg some first aid equipment, such as sticking plasters) and products where a re-usable alternative is readily available (e.g. plates and ceramic coffee mugs).

2.15 In a number of cases, consumers can save money by choosing longer-lasting products (eg long-life light bulbs are generally more expensive to purchase but last longer, consume less energy and generate less waste as they are thrown away less frequently; real nappies can be cheaper than disposable nappies; and using mains electricity or solar rechargers rather than batteries to power domestic appliances is more cost effective).

2.16. There is an argument that the manufacturers and providers of disposable products should be asked to contribute to the cost of disposing of this product through the household waste stream. One option could be the introduction of legislation to impose producer responsibility legislation on the manufacturers, distributors and sellers of disposable products.

2.17 However, as indicated above, some products are always likely to be disposable. In addition, there could be major practical difficulties: for example, the collection of disposable razor blades from households is not a serious practical proposition. Furthermore, legislation lays down that Government must take a number of steps when making any producer responsibility legislation. The relevant legislation is contained in sections 93 to 95 of the

Environment Act 1995. In particular, Section 93 lays down that regulations on producer responsibility have to be for “the purpose of promoting or securing an increase in the re-use, recovery or recycling of products or materials”.

2.18 Therefore, producer responsibility legislation for disposable products would appear to be difficult to put into practice. Another option might be a levy on disposable products. However, this would require primary legislation and it might be difficult to decide exactly which products should be targeted. In any event, any proposals to subject disposable products to economic instruments such as producer responsibility or levies would need further detailed discussion before being taken forward.

Question 4: Bearing in mind that some products are always likely to be disposable, do consultees consider any action should be taken at EU, UK or Scottish level to minimise waste from disposable products? If so, what? Possible actions could include:

- *Voluntary agreements with manufacturers to minimise waste from disposable products (e.g. by reducing the size of such products or by only using disposable versions of the products where essential)*
- *Design for recycling*
- *The introduction of producer responsibility legislation for disposable products.*
- *A levy on disposable products. This would require primary legislation, would take a number of years and could be disproportionate.*

Integrated Product Policy

2.19 Integrated Product Policy (IPP) recognises that all products impact on the environment, through their manufacture, distribution, use and disposal. IPP looks at all phases of a product’s life-cycle and then considers what action can be taken to minimise the environmental impact. Action could include measures such as economic instruments, substance bans, voluntary agreements, environmental labelling and product design guidelines. IPP involves consultation with designers, industry, marketing people, retailers and consumers.

2.20 The European Commission have recently piloted projects, involving mobile phones and garden chairs, to demonstrate how IPP could work in practice: <http://europa.eu.int/comm/environment/ipp/pilot.htm>

2.21 There is a clear argument that IPP projects are best run at an EU or UK level. The work involved in an IPP project would be very likely to extend beyond Scotland and, similarly, any benefits could extend beyond Scotland. However, there may be Scottish-based companies, keen to demonstrate their environmental credentials, who would be prepared to run IPP projects in Scotland.

Question 5: Would it be desirable and/or feasible to run an Integrated Product Policy pilot in Scotland? If so, for which product(s)? Would any Scottish-based companies wish to run an IPP project in Scotland?

3 Retailers

Waste prevention is the key to the survival of any retail business and ordering, stock rotation and merchandising systems have developed to ensure that retailers minimise waste product arisings. For commercial survival retailers must ensure that they only order what they can sell within the product's lifetime. Product wastage reduces profits and increases costs. – British Retail Consortium – Towards Retail Sustainability.

Introduction

3.1 Retailers have a significant role in the UK economy and in relation to waste prevention. The Scottish Retail Consortium (SRC) estimate that nearly 230,000 people work in retail in Scotland, around 10% of the Scottish workforce. Turnover in 2002 was estimated at around £19 billion. The SRC also estimate that during the last decade the price of shop goods rose by 10% less than the overall level of inflation and shop prices are lower now than they were five years ago. This may impact on decisions made by consumers to purchase products which may end up as waste.

3.2 There are considerable benefits to retailers of reducing the waste associated with products – reducing costs of production, storage and distribution; reducing the costs of meeting obligations under the Packaging Regulations; improving stackability and profit density on the shelves, making it easier to sell products; meeting customer demands and promoting a positive customer image. Driven largely by cost considerations, retailers have increased efforts to recycle “back of store” packaging. The Packaging and Industrial Films Association estimates that UK retail chains are achieving and surpassing a target to recycle around 100,000 tonnes a year of their plastic waste.

3.3 The economic drivers to minimise waste at “front of store” have been less strong, given that the cost of disposing of products sold to consumers falls to local authorities (and ultimately the taxpayer) rather than the retailers. However, excessive use of materials in products and packaging for products does lead to increased costs for retailers. They have been working closely with WRAP on product and packaging innovation, and using WRAP’s Innovation Fund to co-invest in new product, packaging and product dispensing solutions. In addition, retailers have recently signed-up to WRAP’s Courtauld Commitment, which is designed to tackle household packaging and food waste. This commitment includes: designing out packaging waste growth by 2008; delivering absolute reduction in packaging waste by 2010; and identifying ways to tackle the problem of food waste. More information can be found at

http://www.wrap.org.uk/waste_minimisation/retailer_initiative_innovation_fund/news_events/news/major_retailers.html

Procurement

3.4 The major retailers lay down requirements for products, reflecting consumer demand, and therefore have influence on manufacturers and distributors further up the supply chain. Therefore, retailers have a major role to play in relation to the specification and purchasing of

sustainable products, particularly as these products are subsequently bought by the domestic consumer. Such procurement and specification considerations could relate to: the amount of material consumed in making the product; whether any hazardous materials are contained in the products; recycled content; product durability; consumer information on product use; labelling of component parts for ease of recycling, switching to mono-material packaging to improve recyclability etc.

Question 6: Do consultees consider that there is a need for guidance and support for retailers to build waste considerations into their procurement process? If yes, what guidance and support would be useful? It may be preferable to take this work forward at a UK, rather than Scottish, level.

Training

3.5 Sales staff have an important role in providing information to consumers about products and services. For employees who handle waste but are not waste professionals, the Chartered Institution of Wastes Management has established a training course to provide basic information on legal requirements and on how to minimise costs and the environmental impact of waste. More information can be found at <http://www.ciwm.co.uk/pm/389> SEPA has also developed a waste awareness course with the Open University – see <http://www.sepa.org.uk/nws/promotion/training.htm>

Question 7: Do consultees consider that retailers and their employees could do with further training, support and guidance on waste issues? If so, what?

Food waste

3.6 Food goes off. There are a number of labels on food to help retailers and consumers with hygiene and food safety issues. Labels can refer to “use by” (the food or drink should not be consumed after this date as doing so could be damaging to health and could cause food poisoning) and “best before” (it should be safe to eat food after this date but the food will not be at its best – eggs should not be eaten after this date as they may contain salmonella bacteria which may multiply after this date). “Display until” and “sell by” dates are instructions for shop staff to tell them when they should take a product off the shelves.

3.7 Hygiene requirements in relation to food must remain paramount. However, it would be helpful to establish whether consultees have any concerns about labelling requirements conflicting with the need to reduce waste.

Question 8: Do consultees consider that food labelling requirements cause any conflicts with waste prevention? If so, what are these conflicts and what can be done to reduce them?

3.8 Retailers have sophisticated systems in place to estimate demand for products, particularly products with a limited shelf-life such as food. However, demand for products does vary and retailers may find that they are faced with an excessive number of food products on their shelves. FareShare collects quality surplus food from wholesalers, retailers and caterers and delivers it to projects helping homeless and disadvantaged people that are registered with FareShare and meet acceptable standards. More information can be found at <http://www.fareshare.org.uk/>

Question 9: Do consultees consider that more could be done to collect and use surplus food from wholesalers, retailers, caterers and other outlets? If so, what?

3.9 Food waste in the home can have a variety of causes. The householder may have bought too much and be unable to consume the full amount; the food may have become inedible quicker than expected or have become contaminated (eg by a pet); the waste may relate to those parts of products generally not eaten (eg apple cores); the householder may have over-estimated the amount of food to cook, resulting in cooked food going to waste. In some cases, food waste can be minimised by home composting or by use of food digesters or wormeries (discussed in paragraphs 4.30 to 4.33 below).

3.10 The Scottish Executive have considered whether producer responsibility for food waste could be established. However, it is difficult to see how producer responsibility could be applied when there might be a variety of reasons for food waste arising in the home, with some of these reasons being the responsibility of the householder.

3.11 However, the Scottish Executive does consider that retailers have responsibility when it comes to the marketing and promotion of products. Responsible promotion of products by retailers is entirely legitimate. Promotions such as ‘buy one get one free’, ‘3 for 2’ offers and ‘free gifts’ can, though, create waste, persuading consumers to buy more than they actually need. (Over-ordering can often create unnecessary waste at a variety of levels: manufacturing, retail and consumer). Retail promotions are less of an issue when the products involved can be stored by consumers in their home for a long period and so can be used at a time of the consumer’s choosing: for example, promotions relating to shampoo might fall into this category. However, it is more of an issue in relation to products which have a short shelf life such as food and so any surplus might have to be thrown away.

3.12 Householders should also avoid over-ordering (and incurring waste and unnecessary expenditure). Using – and sticking to – shopping lists is a useful tool in relation to only buying what is required.

Question 10: Do consultees consider that action should be taken to reduce food waste in the home? If yes, what action should be taken? One possibility might be to produce guidelines on retail promotions and their waste implications. Legislation in this area might be time-consuming and more suitable at UK rather than Scottish level. Another option could be increased use of re-sealable packaging, to help food keep fresh for longer.

Packaging

3.13 Packaging is an area where householders complain about excessive use of materials. However, packaging is required to ensure that goods arrive undamaged and are protected against the elements and are kept secure. Environmental legislation in relation to packaging is already in place.

3.14 The Producer Responsibility Obligations (Packaging Waste) Regulations 1997, as amended, require all businesses who handle (i.e. manufacture, convert, pack/fill and sell) packaging to submit data on packaging handled and meet recovery and recycling obligations. Recovery/recycling obligations are based on the amount of packaging placed on the market. Obligations can be met by purchasing Packaging Recovery Notes (PRNs) from accredited reprocessors of packaging waste.

3.15 These requirements have resulted in 53% of packaging in the UK being recovered (2003 data). However, much of this has largely been achieved through recovery of transit packaging (or “back of store”), rather than primary packaging that the consumer sees, uses and then disposes of. The Government has set a target of 70% recovery of packaging waste by the year 2008.

3.16 The Packaging (Essential Requirements) Regulations 2003 require companies to minimise the amount of product packaging. These regulations are a reserved matter for the Department of Trade and Industry and are enforced by Local Authority Trading Standards officers. To date, there has not been a prosecution in Scotland under these Regulations.

Question 11 – Do you think the Packaging (Essential Requirements) Regulations 2003 are working? If not, why not? What action could be taken to improve their operation?

3.17 There is also non-statutory work in relation to the environment and packaging. WRAP are working with the retail and food and drink sectors to minimise waste from products and packaging. The Industry Council for Packaging and the Environment (INCPEN) <http://www.incpen.org/> also works to minimise the environmental impact of packaging.

3.18 For some items such as food, household cleaning products and toiletries, much packaging waste could be avoided if the consumer could simply refill their existing containers (eg re-filling washing powder containers). Such systems are commonplace in other parts of Europe and North America. Some UK retailers are piloting this approach. However, there is a general reluctance as:

- a) the consumer usually expects a cheaper price when refilling a pack.
- b) the consumer may be reluctant to take their existing containers to the shop
- c) in-store dispensing systems usually require more staff time (tidying up consumer spills, refilling bulk tanks, etc).

3.19 One way forward may be the further development of reusable containers with lighter refill packs. This offers the consumer more value added and allows the retailer/brand to lock in the consumer to their products – whilst at the same time reducing the amount of material used in packaging and the amount of subsequent waste generated.

Question 12: Could any further action be taken in Scotland to minimise household waste from packaging? If so, what? Options could include:

- ***Better information for consumers on the role packaging plays, how its environmental impact can be minimised, and what action they can take. This may be a role for Environment Direct – see paragraph 4.8 below.***
- ***Better information for consumers on how much of the retail price of a product relates to the packaging, rather than the product. Again, this may be a role for Environment Direct.***
- ***More work to mainstream product refill systems in Scotland (eg a feasibility study)?***

Packaging reuse

3.20 Much packaging received by householders is one-way packaging, designed only to be used once. In the recent past, many bottles (e.g. milk and lemonade) were re-used on a deposit and return system. This is now less common although it continues in other countries. Householders often re-use products and packaging in the home, sometimes for a purpose which is different to the original one (e.g. re-using a biscuit tin to keep household tools in).

3.21 The development of ‘reverse vending’ technology (where consumers post their used containers into a machine and receive a cash refund or other reward), may help improve rates of recovery. WRAP are currently trialling ‘reverse vending’ technology with supermarkets in England.

3.22 Deposit-refund schemes have been working successfully in other European Countries for decades (eg Denmark, Sweden, Netherlands, Germany and Portugal) and achieve high levels of return. However, there are obstacles to the re-use of bottles through deposit and return schemes. Some of these obstacles are:

- Storing of a large number of bottles could create a health and safety risk and could take up space in retail outlets.
- High hygiene standards have to be met. This would involve washing the bottles, which itself has an environmental impact.
- The distances travelled by some bottles. Drinks sold in supermarkets may not have been manufactured or bottled in the UK. The economic and environmental cost of transporting **empty** bottles long distances could be high.
- In Sweden, the 'Returpack' scheme pays a 'handling compensation fee' to retailers, to overcome extra costs/inconveniences listed above.

3.23 In theory, the concept of re-using packaging that reaches the household could be extended to other areas. For example, it might be possible for tins containing food to be returned to the manufacturer and re-used. However, the durable quality of glass makes it the most likely area for re-use of packaging. There are other examples of re-use in the retail sector: for example, a number of stores make arrangements to re-use coat hangers.

3.24 Encouraging re-use is a popular idea but it is harder to see what could be achieved in practice. One option might be to consider the success of the trials in England of "reverse vending" technology, and consider similar work in Scotland. Another option might be trials in Scotland of other re-use system (eg traditional deposit and return schemes) to see if such systems could operate across the country.

Question 13: Do consultees consider more could be done to encourage re-use either through deposit and return schemes or more generally? Options could include "reverse vending" trials in Scotland or trials of deposit and return schemes.

Reducing waste from the retailing of products

3.25 In some cases, there are arrangements in place to deal with un-sold products. For example, newspapers are generally provided to newsagents on a sale or return basis, with unsold papers being returned to the wholesaler. This is not strictly waste prevention but it should increase the chance of the unsold newspapers being recycled as the wholesaler will be able to make centralised recycling arrangements. It might be possible for arrangements to be put in place in relation to the return of other products by retailers to wholesalers, so that businesses do not find themselves with unsaleable products which they eventually dispose of in the bin.

3.26 In another area, new technology, or different ways of providing a service, can reduce waste. Some manufacturers are substituting products with services – for example selling music over the web rather than a material intensive CD; a telephone answering service, rather than an answer machine. Others are bundling products and services together – e.g. leasing a photocopier, and providing on site maintenance, or leasing carpets. This means that the manufacturer has an incentive to prolong the product life, takes responsibility for the product at the end of life and is therefore able to more efficiently arrange for remanufacture or recycling.

3.27 WRAP have just carried out research on retail outlets across the world and what they are doing to help prevent waste.

**Question 14: Could more action be taken to reduce waste from the retailing of products?
Possible actions include:**

- *Measures to encourage more unsold products to be returned to the wholesaler.*
- *Pilot projects on new IT technologies or new ways of providing services which reduce waste.*

Provision of Information

3.28 Paragraphs 2.6 to 2.11 discuss the design and “waste profiling” of products. Consumers need information on the environmental performance of products to enable them to take decisions on sustainability. In some areas, such as whether the product is made out of recycled material or the energy efficiency rating of a product, this is relatively straightforward. In other areas this may be more difficult. Current initiatives include:

- European Eco-labelling Scheme (the flower logo). However, this covers a limited range of products, and is not widely used in the UK.⁷ The Commission has launched a review of the Scheme.
- There is a consumer information obligation in the Packaging Regulations for retailers to provide information to consumers on packaging waste.
- There is also a requirement in the Waste Electrical and Electronic Equipment Directive for information to be provided to consumers, when electrical and electronic equipment is sold, on how to dispose of the equipment at the end of its life (including take-back facilities operated by retailers).
- ISO 14021 – Environmental labels and declarations - a voluntary international standard on green claims.
- The UK Green Claims Code of Practice – gives advice to manufacturers on how to make green claims. False or misleading green claims can be pursued by trading standards officers, the Office of Fair Trading, the Advertising Standards Authority, the Independent Television Commission and the Radio Authority. DEFRA have also produced a shopper’s guide to green labels - explaining the meaning of some of the green labels and logos commonly found on products. Pitching Green, a DEFRA newsletter, provides more information.⁸
- The European standards body, CEN, is developing an Environmental Product Declaration Standard.
- The Scottish Waste Awareness Group has developed campaign materials for use by supermarkets to highlight what they are doing to tackle waste.
- DEFRA plan to establish Environment Direct – discussed in para 4.8 below.

3.29 Clearly, there are a variety of ways by which consumers can be provided with information on waste issues: through websites; labels; leaflets; tannoy announcements. Inevitably, there is a danger of overload given that consumers will also be given other information in-store (eg on prices and on ingredients of products). There is also the difficulty that waste or environmental labels may be hard to justify unless there is clear evidence of a product’s waste or environmental credentials.

Question 15. Do consultees consider that retailers and manufacturers could provide more and better information on waste issues to their consumers? If so, what do consultees consider should be done?

⁷ <http://www.eco-label.com/default.htm>

⁸ www.pitching-green.gov.uk

Possible Waste Aware Scotland award for the retail sector

3.30 Retailers are already active in a number of areas in relation to waste issues. One way of celebrating success might be to present an annual award to the retail outlet in Scotland which has made most progress in helping to reduce household waste. The possible downside to this suggestion is that there are already a large number of awards for a variety of purposes.

Question 16: Do consultees consider that an annual Waste Aware Scotland award for the retail sector would be useful? If so, what form should this take?

4 Consumers

“The average Scottish Consumer wastes £1,597 per year on goods and services that they don’t use. Throwing away uneaten food costs £438 per year” – Soggy lettuce report by The Prudential

In 1980 the average time it took to prepare and cook a meal for a family of four was 1 hour 20 minutes. In 2002 the average had fallen to just 13 minutes – Waste and Resources Action Programme

Introduction

4.1 To prevent waste we must either consume less (with inevitable implications for the economy), or consume differently – in such a way that waste is ‘decoupled’ from GDP. This may be achieved by improving resource productivity (getting more from the same unit of resource), or by switching from material goods to services.

4.2 The previous two chapters look at the issue of changing the supply of goods and services. This chapter looks at how to influence demand, and change consumer behaviour.

4.3 Research has shown that the public generally support and are prepared to use recycling facilities. In a survey carried out by the Scottish Waste Awareness Group in 2001, 83% of Scottish households indicated that they would be willing to or already participated in a kerbside collection scheme. The Scottish Household Survey <http://www.scotland.gov.uk/Publications/2005/08/03155211/52120> indicated that in 2004, 61% of households surveyed said that they had recycled certain items specified in the survey, up from 55% in 2003. Since 2003, the percentage of households recycling has increased for each item in the survey.

4.4 However, waste prevention behaviour, as opposed to recycling behaviour, is harder. There are a variety of reasons for this:

- Recycling is easy to do and becoming easier as more facilities are being provided. Waste prevention is not as straightforward.
- As has already been outlined in this paper, providing information on products with low waste profiles is difficult as it is not always easy to establish what has a low waste profile.
- There are inevitable pressures on today’s consumers to consume more, rather than less, even though this may not necessarily bring increased quality of life. The reasons for consumption are complex, and therefore to influence consumption patterns we must aim to understand these and tailor policy instruments accordingly.

Consumer power

4.5 The providers of goods and services earn their living by working for the customer. Customer feedback is, therefore, vital for providers and the best companies learn from what customers are saying and improve accordingly. However, traditionally, the UK consumer has not been skilled at making effective complaints to providers. In addition, companies, and public bodies, have not always been skilled at responding effectively and learning from mistakes. The Department of Trade and Industry’s Consumer Direct service, which provides advice to consumers and extends to Scotland <http://www.consumerdirect.gov.uk/>, provides advice on how best to complain. Key points are to remain calm, to be assertive without being aggressive and to be clear about what you are complaining about.

4.6 In relation to waste, consumers can approach local retailers about what they perceive to be excess packaging; about stocking particular products; about the provision of information and recycling facilities. In addition, of course, consumers have the ultimate sanction of not buying certain products.

Question 17. Do consultees consider that further action should be taken to make it easier for consumers to raise environmental and waste issues with retailers and other providers of goods and services? Possible actions could include the provision of further information by Government, consumer bodies and retailers on how to complain about excessive packaging and waste.

Consumer decisions

4.7 Every single purchasing decision has an implication for the amount of waste generated. The kinds of choices that consumers could make to prevent waste are:

- Purchasing services rather than products (e.g. buying a present which involves an experience, such as a visit to the cinema, and does not involve a physical product).
- Taking a shopping list to the shops and sticking to it.
- Hiring, borrowing or sharing (e.g. borrowing books, films or toys from libraries or hiring tools rather than buying them).
- Buying reusable products and avoiding disposable products (eg using real nappies rather than disposable ones).
- Buying products with a long life or which are upgradable / “future proof”.
- Buying products which have less materials and/or less hazardous material content.
- Avoiding unnecessary packaging.
- Buying products made from recycled materials.

4.8 The Scottish Waste Awareness Group’s website has a tool, called SORTIT, which provides information on local services that can provide low waste products. This can be found at http://www.wascot.org.uk/sort_it_website/html/map.htm The Department of Environment, Food and Rural Affairs intends to develop a service called Environment Direct. This will provide public advice on the environmental impacts of different goods and services generally and how to make the most sustainable consumption lifestyle choices.

Environmental loyalty cards

4.9 In some places, loyalty cards “reward” consumers for making sustainable purchases. A loyalty card of this nature, the “NuCard”, is in place in Rotterdam. Points are given to cardholders for purchasing ecolabelled products; green financial products; renewable energy; insulation materials and for separating waste for recycling. These products can then be redeemed for other environmentally beneficial products and services, such as public transport; eco-efficient products; re-used products and repair services.

Question 18: Do consultees consider that environmental loyalty cards should be run in Scotland? It is likely that any such cards would have to be run by retail outlets. Is there any role here for the Scottish Executive and/or SEPA?

Plastic bags

4.10 Mike Pringle MSP has introduced a Member's Bill to impose a levy on plastic bags. Under this Bill, a levy of 10p, collected by local authorities, would be levied on plastic bags provided to consumers.

4.11 The Bill has been considered by the Environment and Rural Development Committee of the Scottish Parliament. The Committee has produced an interim report which can be found at

<http://www.scottish.parliament.uk/business/committees/environment/reports-05/rar05-13-vol01-01.htm>

4.12 Paragraph 146 of the Report indicates that the "Committee wishes to see ambitious measures to address plastic bag use included in the Executive's waste minimisation strategy – including exploration of a levy. The Committee, therefore, requests that the Executive consider this as a matter of urgency". Paragraph 148 says that "the Committee requests the Minister to report to it by 31 August 2006 on his plans to address the use of plastic bags in the waste minimisation strategy".

4.13 There has been considerable debate about plastic bags in relation to Mr. Pringle's Bill. The Executive:

- Has commissioned a study by AEA Technology on the proposed levy (a summary can be found at <http://www.scotland.gov.uk/Publications/2005/08/1993102/31039>) and has also prepared a Regulatory Impact Assessment (which can be found at <http://www.scottish.parliament.uk/business/committees/environment/papers-05/rap05-28.pdf#page=20>)
- Considers that plastic bags make up around 0.3% of the municipal waste stream.
- Considers that introducing a levy on plastic bags at the point of sale might make the consumer consider whether or not to request a new bag. However, it is more debatable whether this would have a wider impact on general waste awareness.
- Considers that plastic bags are often handed out automatically by retailers (except where self-serve bag dispensers are used) and there is scope for reducing their use.

4.14 There are a variety of options in relation to plastic bags, discussed below.

4.15 Option 1 would be to take no action specifically on plastic bags. The argument for this is that although some plastic bags are handed out unnecessarily, they do not form a significant proportion of the waste stream and action to promote waste prevention should be targeted to ensure it has an impact. In addition, action on plastic bags alone might increase the use of other bags or packaging, which could have a greater environmental impact. The argument against no action is that waste prevention should be pursued wherever there might be some tangible impact, even though this impact may be limited.

4.16 Option 2 would be to promote voluntary measures by retailers and other bodies handing out plastic bags. A Code of Practice on handing out plastic bags could cover areas such as ensuring check-out staff are trained not to hand out bags automatically; promoting the collection of plastic bags for recycling; encouraging the specification of bags made from recycled material and promoting greater re-use of bags. The argument for voluntary action is that a Code of Practice would be proportionate to the issue being raised. A Code of Practice should also avoid any switches to paper bags and any additional sales of bin liners as a Code would only tackle the **unnecessary** use of bags. The argument against a Code of Practice is

that it is unlikely to lead to as big a reduction in plastic bag usage as could be expected after the introduction of a levy.

4.17 Option 3 would be to introduce a levy on plastic bags, as proposed in Mr. Pringle's Bill. The argument for this option is that it could be expected to lead to a significant reduction in the use of plastic bags (90% in Ireland). The arguments against are that there could be a switch to (bulkier and heavier) paper bags which could impact on landfill, transport and storage. It might also increase the use of other items, such as bin bags. The levy might also be difficult for local authorities and business (particularly smaller businesses) to administer and there is likely to be an impact on jobs in Scotland.

4.18 Option 4 is discussed in paragraph 116 of the Committee's report. This says that "a levy 'upstream' (on suppliers of bags) was suggested by some witnesses. FoES [Friends of the Earth Scotland] cited a 66% reduction in consumption of bags as a result of an upstream levy in Denmark. Such a levy appeared likely to be easier to administer, but less effective in changing behaviour. Although it reduces bag use quite significantly, it does not directly affect the decisions and awareness of individual consumers."

4.19 The Scottish Executive considers that there may be a number of issues with this option. One is that there will only be a limited number of suppliers of plastic bags in Scotland, and so only some local authorities would be involved in collecting the levy. This could be an advantage, as the administrative burden would be less, but then only some local authorities would receive income from the levy. Plastic bags are already treated as packaging under the definitions of the EU Packaging and Packaging Waste Directive. UK bag manufacturers are subject to the Climate Change Levy and UK importers of bags made outwith the EU are subject to import duties.

4.20 Another issue with Option 4 is that suppliers of plastic bags operate on a UK basis. Therefore, a supplier based in Scotland might supply bags to retailers in England and vice-versa. If bags provided by Scottish suppliers were subject to a levy whilst bags provided by English suppliers were not, there would be a clear incentive to purchase bags from England rather than Scotland. This could lead to companies moving from Scotland to England.

4.21 Option 5 would be to extend the levy to paper bags as well as plastic bags. The advantage of this option is that paper bags are bulkier and heavier than plastic bags and they have the potential to degrade to CO₂ and methane. Extending the levy to paper bags would stop any shift towards them. The disadvantages are that there is less information on the impact a levy on paper bags would have, as paper bags would not be subject to a levy under Mike Pringle's Bill and so less research has been carried out. In addition, the impact on jobs in Scotland could be expected to increase if a levy should be introduced on paper bags.

4.22 It is also possible that the public might be more resistant to a levy on paper bags since these are often perceived as being more environmentally friendly because of their biodegradability and the use of recycled paper in their manufacture. A variant of Option 5 would be to extend the levy to all carrier bags, regardless of the material they are made from. However, there has been no research on the impact of this.

4.23 Option 6 would be to ban the supply of plastic bags to consumers altogether. France, for example, intends to ban the supply of non-biodegradable plastic bags to the final consumer from 2010. However, given that plastic bags make up a small proportion of the waste stream, there is an argument that a ban is disproportionate and could lead to increased use of other materials.

Question 19: Which of the above options would consultees prefer in relation to the use of plastic bags?

Question 20: *What priority do consultees consider the Executive should give to reducing the use of plastic bags in the context of work to promote household waste prevention generally?* (As outlined in paragraph 1.2 of this consultation paper, information on household waste composition can be found in SEPA's Waste Data Digests).

Unwanted mail

4.24 The UK Government has a voluntary producer responsibility agreement with the Direct Marketing Association – to raise recycling levels to 70% by 2013; to work with local authorities to achieve this; to use recycled paper; and to better target mailings.

4.25 The Mailing Preference Service, run by the Direct Marketing Association, supports consumers' rights to choose the mail they want. Registering with this service can reduce the amount of unwanted mail received. There are currently around 148,000 Scottish households registered to stop unsolicited direct mail. More information can be obtained from <http://www.mpsonline.org.uk/mpsr/> However the DMA only has influence over direct mail (as opposed to unaddressed mail) and only with DMA members.

4.26 A further issue is unwanted unaddressed mail. Some of this is delivered by the Royal Mail through their door-to-door deliveries. It is possible to opt out of this service but this also has the effect of stopping unaddressed mail from local and central government. In addition, the Royal Mail is legally obliged to deliver mail addressed 'to the householder/occupier'.

4.27 Other sources of unaddressed mail are local companies such as restaurants and take-aways seeking trade; political parties seeking votes; and local charities seeking support.

4.28 Unwanted mail may also be sent to consumers from bodies with which the consumers have a relationship (eg mail from financial providers which the consumer uses or mail from charities which the consumer supports). In these cases, the Scottish Executive recommends that consumers should contact the bodies concerned, indicating what information the consumer would like to receive.

4.29 Up until now, action on direct mail has been voluntary. Action by Government, such as the imposition of a levy, could be difficult to enforce and would require primary legislation.

Question 21: *Do consultees consider that further action should be taken in relation to unwanted mail and leaflets? If so, what?*

Home composting

4.30 Around 63% of household waste is biodegradable, and around 30% is potentially compostable at home. Home composting therefore reduces the amount of waste that the local authority has to collect. A number of community sector bodies and local authorities are active in promoting home composting. In addition, the Scottish Executive has funded WRAP to provide home composting bins in a number of areas in Scotland, through local authority and community sector parties. This work by WRAP includes an evaluation of the overall effectiveness of home composting in diverting garden and kitchen organic waste from landfill and the best methods of promoting home composting.

4.31 Preliminary results from WRAP suggest that home composting can lead to the average household putting just under one quarter of a tonne less waste a year out for collection. The best results from home composting are obtained when the householder is given clear advice on how to use the home composting bin. Green waste collections should

be designed to ensure that they do not attract waste which would otherwise be home composted. Information on home composting can be found at <http://www.wascot.org.uk/html/compost.asp>

4.32 Another option is to use food digesters, which are specifically designed to take domestic food waste. More information on food digesters can be found at http://www.wascot.org.uk/html/compost_how.asp

4.33 A further option is a wormery. Again, more information can be found at http://www.wascot.org.uk/html/compost_worms.asp

Question 22: Do consultees consider that further action could and should be taken to promote home composting, food digesters or wormeries in Scotland? If so, what?

5 Communities

"The community sector plays a significant role in reducing, reusing and recycling waste and raising awareness."

Ross Finnie MSP, Minister for the Environment

Introduction

5.1 Many waste prevention measures happen as a matter of course as we interact with our friends and neighbours, for instance sharing the purchase of a garden lawnmower, borrowing that DVD; organising a car boot sale; a toy-swap at the local nursery; sharing excess garden produce. People do it – but not in the name of waste prevention.

5.2 In a more formalised way, the community recycling sector takes an active role in waste prevention. The Community Recycling Network for Scotland (CRNS) receives funding from the Scottish Executive to support and develop the capacity of the sector.

Education and awareness

5.3 With their roots in the community, community sector organisations are well placed to educate and raise awareness about waste prevention – from simply putting up posters of ‘this week’s waste suggestion’; placing articles in the local newspaper, to running sessions in schools or adult education classes.

Waste exchange

5.4 The UK has a long-standing tradition of second-hand shops and markets, operated by both the private and voluntary sector, selling a wide range of goods including clothes, books, cars, bric a brac and furniture. Websites such as e-bay and free-cycle (www.freecycle.org) have extended this long-standing tradition. The latest trend of ‘decluttering’ helps to bolster the supply to these schemes.

Re-use and repair

5.5 A number of projects in Scotland promote the re-use of furniture. This helps divert furniture away from landfill and also helps disadvantaged communities that might find it difficult to purchase furniture. More information can be obtained from <http://www.morethanfurniture.org.uk/> Other community sector bodies are active in other areas of re-use, such as the repair of electrical equipment, and reuse of carpets or paint.

5.6 However, in other areas, there has been a decline in re-use. For example, the cost of many new retail items has stayed the same or come down in recent years, thus reducing the economic incentive to have items repaired. In other areas (eg paint, which can be hazardous), no strategic approach has been taken in Scotland to collecting and using material for which the original owner no longer has any use. Other jurisdictions, such as Flanders, have a network of re-use shops. In some areas of the UK community re-paint initiatives exist, to distribute surplus paint: <http://www.communityrepaint.org.uk/about2002.htm>

5.7 There may be a case for a further examination of the repair and re-use sector (private, community and public) in Scotland, to see if its potential for reducing waste has been fully established. One option might be for local authorities, as part of their waste prevention

campaigns, to provide vouchers for council-tax payers which would give rebates for services provided by repair shops, to encourage the use of such shops.

5.8 There may also be a case for further work on taking a Scotland-wide over-view of issues such as ensuring that furniture, paint, carpets and other products are re-used.

Question 23: Do you consider more could be done to promote the re-use, repair and second-hand sector in Scotland? If so, what?

Question 24: Do you consider more work should be done to take a Scotland-wide over-view of the re-use of products such as furniture, paint and carpets? If so, what?

Community composting

5.9 Community composting is not as well developed in Scotland as in England and Wales, although there are a number of successful initiatives being run in Scotland. These involve a community sector organisation composting waste from a relatively local area – waste could be brought to site by householders, or collected by the group. Compost is generally used/sold locally. There are a number of possible reasons why community composting is not developing quickly in Scotland: the climate; the perceived complexity of complying with both Waste Management Licensing and Animal By-Product Regulations; the marginal economics of community composting; compost markets that are at early stages of development; and fit with current local authority strategies. The CRNS have recruited a community compost development officer to assist existing and potential projects in Scotland.

Question 25: Do you could consider more could be done to promote community composting in Scotland? If so, what?

Funding

5.10 The Scottish Executive believes that, as a general rule, community waste sector organisations should seek and obtain sustainable sources of funding. Such funding can come from a variety of sources including sale of products or services and service-level agreements or contracts with local authorities (including non-waste Departments, such as social work).

5.11 The guidance to local authorities on the Strategic Waste Fund encourages authorities to work with the community sector. The relevant extract from the guidance says:

“3.12 The potential benefits of working in partnership with other organisations such as the not-for-profit sector should be explored wherever possible. Building on existing experience and expertise as well as using established links with the community are important factors for the successful delivery of the AWP [Area Waste Plan] and such schemes would be looked upon favourably.”

5.12 A number of community sector projects have been supported by local authorities, after they have received funding from the Executive’s Strategic Waste Fund.

5.13 The Scottish Executive recognises that it may be difficult to obtain funding for waste prevention work as waste prevention can be hard to measure and is not necessarily top of bodies’ priorities. The Scottish Executive has established a fund specifically for community waste sector organisations called INCREASE <http://www.increase-programme.org.uk/>, which provides £2.5 million a year until 2007/08. A number of waste prevention projects have been supported through this programme.

5.14 An example of a waste prevention project is the Ross-Shire Waste Action Network (RoWAN) - www.rowanweb.org.uk This offered intensive support to 100 householders in Ross-shire to help reduce their waste. This support entailed a detailed local waste guide; a monthly project bulletin; regular meetings; equipment giveaways; factsheets; feedback charts for individual households own results; special events; 1:1 advice from project officer. The project achieved:

- 22% reduction in waste arisings
- recycling rate of 48%
- 66% reduction in waste to landfill

The project has received further funding from INCREASE and is now expanding to cover 4000 households on a Refuse Collection Vehicle route.

Question 26: Do you think that current community waste funding sources are designed to encourage waste prevention projects? If not, what changes do you think are required?

Recycling credits

5.15 At present local authorities have a power to pay, under section 52 of the Environmental Protection Act 1990, a recycling credit to third parties (such as the community sector) who recycle waste, and thus reduce the costs of waste disposal. The CRNS, with the support of the Scottish Executive, are currently carrying out a survey of local authorities to establish how widely recycling credits are used in Scotland.

5.16 The Scottish Ministers lay down, by regulations, how local authorities can calculate the net savings in expenditure when recycling credits are paid. The last regulations, made in 2000, are at: <http://www.opsi.gov.uk/legislation/scotland/ssi2000/20000185.htm>

5.17 Under section 52(5) of the 1990 Act, the Scottish Ministers may make it mandatory for authorities to pay recycling credits. This power has not been exercised. There is an argument that, with the advent of the Strategic Waste Fund and INCREASE, recycling credits are no longer required. There is a further argument that recycling credits should only be available for certain materials (eg plastics rather than aluminium).

Question 27: Do consultees consider that recycling credits should be mandatory? If so, why?

5.18 A further issue is whether recycling credits should be extended to waste prevention. In England and Wales, the Environmental Protection Act 1990 has just been amended to make it clear that recycling credits extend to re-use. However, they still do not extend to waste prevention. Any changes in Scotland would require primary legislation and further consultation. It might be difficult to extend Recycling Credits to waste prevention as prevention is difficult to measure unless a “before and after” exercise is undertaken.

Question 28: Do consultees consider that recycling credits should be extended to re-use and/or waste prevention?

6 Local Authorities

“Local authorities are well placed to take a lead on waste prevention and are key in engaging local communities to take part in waste prevention activities.” Women’s Environmental Network.

Introduction

6.1 As the bodies with the statutory responsibility for the collection and disposal of household waste, local authorities have a key role to play in relation to waste prevention. Waste prevention also helps authorities reduce costs and helps them meet their obligations under the Landfill Allowance Scheme to minimise the amount of biodegradable municipal waste sent to landfill.

Size of bins and frequency of collections

6.2 Under section 45 of the Environmental Protection Act 1990, local authorities are under a duty to collect household waste (with the exception of household waste in remote areas where the cost of collection would be unreasonably high and the authority is satisfied that the controller of the waste has or can make adequate arrangements for its disposal). The frequency of collection is at the discretion of local authorities. Under section 46 of the Environmental Protection Act 1990, local authorities may require householders “to place the waste for collection in receptacles of a kind and number specified”. A person who fails, without reasonable excuse, to comply with the requirements of section 46 is liable on summary conviction to a fine.

6.3 The London Borough of Barnet has taken the view that these powers are sufficient to make recycling compulsory. Other authorities have used the powers to limit the amount of waste they will collect, to encourage recycling.

Question 29: Do consultees consider that there would be merit in a similar approach to Barnet’s (making use of certain receptacles mandatory, to encourage recycling) being adopted by local authorities in Scotland? Clearly, before authorities in Scotland took any action of this type, they would need to be satisfied about the scope of the existing legislative powers in Scotland.

6.4 The larger the receptacle provided to householders, and the greater the frequency of collection, the more waste will be produced. The converse is also true – restricting the size of wheelie bin, or moving to a fortnightly collection will decrease the amount of residual waste collected (provided a good recycling system is in place).⁹ However, moves to introduce smaller bins and reduce the frequency of residual collections are not always popular, even when kerbside schemes to collect recycle are in place.

⁹ Page 14 of a report prepared in October 2004 for DEFRA by Enviro Consulting, on International Waste Prevention and Reduction, refers to an Audit Commission report in 1997 showing that the introduction of 240 litre wheeled bins (nearly 2.5 times the size of traditional dustbins) increased the quantity of bin waste generated by around 25% on average. <http://www.defra.gov.uk/environment/waste/wip/wastemin/enviros-wasteprevent.pdf>

Question 30: *Should the Scottish Executive consider action in relation to the size of bins for residual waste provided by local authorities and/or the frequency of collection by local authorities? Is so, what action should be taken? Potential options include:*

- *Primary legislation on bin sizes and frequency of collection. However, this would take a number of years to be enacted. It also might mean a high degree of central control on an issue where there are bound to be local variations (e.g. type of housing stock; nature of recycling services provided).*
- *Advice on size of residual bins and frequency of collections. It might be possible to provide such advice during the work on best practice in recycling which the Executive plans to carry out with authorities over the next year.*
- *Making funding streams, such as the Strategic Waste Fund and Grant Aided Expenditure for refuse services, relate directly to size of bins and frequency of collections.*

Introduction of Green Waste Collections

6.5 Over the last couple of years many local authorities have introduced green waste collections for garden waste. This helps to increase recycling-composting rates. In addition, green waste can be composted centrally to produce high-grade compost, meeting a standard known as PAS 100. (More information on PAS 100 compost can be found at http://www.wrap.org.uk/materials/organics/producing_selling/bsi_pas_100_faqs.html). There is a good market for compost meeting the PAS 100 standard. However, increasing green waste collections can also have the effect of increasing the total amount of waste collected, by around 140-160kg / household per year. There are issues about the design of green waste collections, for example not offering a collection in areas with large gardens where the material could be dealt with at home.

Question 31: *Do you think that further research and guidance is required on green waste composting to minimise the effect on waste arisings? As indicated below, local authorities are already empowered to charge for the uplift of garden waste.*

Charging

6.6 Under section 45 of the 1990 Act, local authorities are not allowed to charge for the collection of household waste, except in cases prescribed in regulations. Regulation 4 and Schedule 2 to the Controlled Waste Regulations 1992 specify types of household waste for which a charge for collection may be made. A full list is at Annex A to this paper. In particular, local authorities may make a charge for special uplifts of bulky material and uplifts of garden waste. (The current legislation would not allow all household waste to be subjected to a charging regime. As discussed in paragraphs 6.8 to 6.10 below, that would require primary legislation).

6.7 Local authority practice in this area varies: some charge and some do not. Charges vary across authorities when they are in place. The argument for charging is that householders make a direct financial contribution to the service, have a greater appreciation that collection and disposal of waste have a cost and provide an incentive for them to consider alternatives, such as re-use. The arguments against charging are the administrative costs, the burdens on poorer householders and the increased risk of flytipping.

Question 32: *Should the Scottish Executive consider amending the existing regulations allowing charges to be made for the collection of other types of household waste. If so, what changes should be made, and why?*

Question 33: Should the Scottish Executive consider issuing guidance on charging for special uplifts of bulky items and garden waste? If yes, what should the guidance say?

6.8 A further issue is “pay as you throw” schemes (or “direct variable charging”). Under these schemes, householders with kerbside collections of recyclate would be charged directly for the uplift of residual waste, with these charges varying depending on the amount of waste in the residual bin.

6.9 The arguments for “direct variable charging” are that it drives waste prevention and recycling and introduces a direct link for the householder between waste collection and disposal and costs. A study in 2002 by the Reason Foundation, in the United States, suggested that “pay as you throw” programmes in the United States reduced the disposal of waste by around 17% by weight. This figure consisted of around 8% - 11% going to recycling and composting and around 6% of waste actually prevented. <http://www.rppi.org/ps295.pdf>

6.10 The arguments against “direct variable charging” are that it could impact most on poorer people (rebates may need to be given for people on lower incomes); it could have a high administrative cost; householders are happy to recycle anyway so long as it is made easy and the correct information is given; and it could lead to increased flytipping. **No moves in relation to the potential introduction of direct variable charging would take place without further full and detailed consultation.** Primary legislation would be required and any moves would take a number of years to implement.

Question 34: Do consultees consider that it would be helpful to consider further the issues about “direct variable charging”? The next step would be to issue a full consultation paper on this subject, outlining the arguments for and against and the financial implications.

Incentives

6.11 Another option to encourage waste prevention and recycling is to offer incentives (e.g. a financial reward; vouchers for goods/services; kudos of being recognised as a low waste household). Incentives can either be focused at a household or community level. The incentives provided to the householders are likely to be small but should still be provided regularly (e.g. every three to six months) to ensure there is continued positive reinforcement of the waste reduction message. For incentives to work there need to be good data systems in place in order to determine whether the reward is justified.

6.12 In England, Local Authorities have bid to run pilot projects that provide positive incentives to prevent, recycle or compost waste: <http://www.defra.gov.uk/environment/waste/localauth/encourage.htm> In Norway, a “recycling lottery” increased the number of people who recycled drink cartons from 30 per cent to 70 per cent. Participants squashed the carton, wrote their name and phone number on it and dropped it into the recycling bin to go forward for the prize draw. In Tayside, the local authorities and the Scottish Waste Awareness Group are planning an incentive scheme to promote the use of recycling centres. Under this scheme, a small number of “golden” vouchers would be distributed, at random, to users of the centres, with the “winners” receiving a small prize.

6.13 The argument against incentives run by local authorities is that they can be time-consuming for relatively little gain. As indicated above, most householders are happy to recycle anyway.

Question 35: Do consultees consider the Scottish Executive should carry out further work on incentives? If so, what? One option would be trials of incentives with a number of authorities.

Waste contracts

6.14 Waste Prevention has an important role in meeting the landfill diversion targets. One key issue is to ensure that waste collection and disposal contracts/Service Level Agreements do not encourage the generation of waste.

Question 36: Do consultees consider that waste management contracts/service level agreements should include incentives for waste prevention? If yes, how is this best achieved? Do consultees consider that waste management contracts/service level agreements can currently include perverse incentives to increase the generation of waste? If yes, what can be done to tackle this?

Other contracts

6.15 Local authorities have considerable purchasing power. The Scottish Executive has recognised that procurement policies can have a major impact on stimulating the demand for products that generate less waste and are environmentally sustainable generally. This is why, for example, the Executive has issued a consultation paper, on possible targets for public bodies specifying recycle when letting contracts: <http://www.scotland.gov.uk/Publications/2005/07/27153127/31293> There is scope for local authorities to promote waste prevention when letting contracts. The European Commission have issued a handbook on Environmental Public Procurement, called "Buying Green!" <http://europa.eu.int/comm/environment/gpp/pdf/gpphandbook.pdf> which indicates that public authorities can take full account of environmental considerations when letting contracts, so long as this is made clear at the outset.

6.16 "Buying Green!" is also available, along with other information and advice about sustainable procurement, from the Scottish Executive's Procurement Directorate site at <http://www.scotland.gov.uk/Topics/Government/SPD/17839/16689>

Question 37: Do you consider that contracts (other than waste management) let by local authorities have scope for provisions on waste prevention? If so, which ones? There is clear scope to minimise waste in construction, although this may not impact on household waste. The best time to make adjustments to contracts may be when they are due to be renewed/re-let.

Systematic approach to waste prevention

6.17 Local authorities' (understandable) focus in recent years has been the provision of new recycling services and facilities. However, there are a number of drivers which should encourage local authorities to take a systematic approach to waste prevention. These are:

- The Waste Minimisation Act 1998 allows a local authority to "do or arrange for the doing of, anything which in its opinion is necessary or expedient for the purpose of minimising the quantities of controlled waste, or controlled waste of any description, generated in its area".
- The Scottish Executive has made available £2m (up to £62,500 each) to Local Authorities to audit and prevent in-house waste arisings from all local authority services.

- Waste prevention helps local authorities to meet their targets on diverting biodegradable municipal waste from landfill under the Landfill Allowance Scheme.

Question 38: Should the Scottish Executive take action to ensure local authorities do more on waste prevention? If so, what?

Question 39: Should the Scottish Executive lay down targets on local authorities in relation to waste prevention? If so, what should these targets require and how would this be measured?

Question 40: Do local authority officers require more training on the skills needed to encourage waste prevention? If so, what training is required and who should provide it?

Funding for local authorities' waste prevention work

6.18 In the Republic of Ireland a Waste Prevention Fund has been set up specifically to fund waste prevention activities by local authorities. In the first year of operation several local authorities will be chosen to pilot intensive waste prevention activities. These will be closely monitored and supported with a view to extending the good practice to other local authorities in the second year of the Fund. In Scotland, some local authority Strategic Waste Fund awards have included elements for waste prevention. Clearly, before Strategic Waste Fund awards are allocated and spent on waste prevention, both the Scottish Executive and local authorities need to be satisfied that tangible achievements and value for money can be obtained.

Question 41: Do consultees have any comments on the allocation of Strategic Waste Fund resources to waste prevention work?

7. Conclusion

Other action

7.1 There may be other action consultees consider could be undertaken to prevent waste.

Question 42: Are consultees aware of any other action which could be undertaken to prevent waste? If so, what?

Measuring success

7.2 **Our aim is to stop the growth in municipal waste by 2010.** SEPA produces quarterly and annual data returns on waste and Audit Scotland produces annual returns, as part of their Environmental and Regulatory Services Performance Indicators. We will monitor the trends shown in these returns, to measure our success. SEPA are also currently working on a set of indicators on waste prevention.

8. How to respond

We would welcome responses to this consultation paper by **28 April 2006**. Where possible we would encourage you to respond electronically.

Please e-mail written responses to:

WastePreventionConsultation@scotland.gsi.gov.uk

A word format questionnaire template is available for ease of use. Please also complete and return the Respondent Information Form attached.

For those without internet access paper copies of this consultation paper are available by ringing 0131 244 0234.

Please send these responses to:

CRE 556
Preventing Household Waste in Scotland
Central Scanning Unit
Saughton House
Edinburgh
EH11 3XD

All consultation responses will be placed in the Scottish Executive library within 20 working days of the consultation closing.

Consultation responses will be analysed and a report will be placed on the Executive's website, and in the Scottish Executive library.

The expert group will then meet to discuss the findings from the consultation exercise and the Waste Prevention Action Plan will be published thereafter.

LIST OF QUESTIONS

Question 1: Do consultees consider that the Scottish Executive, SEPA and the Enterprise Networks, or other bodies sponsored by the Executive, such as Envirowise, should do more to promote eco-design in Scotland. If so, what? Options include:

- *Sponsoring research.*
- *Organising competitions for eco-designers.*
- *Working more closely with the Design Council and the Design Business Association*
- *Establishing a Scottish ecodesign initiative, which could include a campaign to influence product designers in Scotland, an award, a 'waste charter' for designers, design guidelines and training?*
- *Working more closely with professional institutions (e.g. the Royal Incorporation of Architects in Scotland or the Institution of Civil Engineers) and academic institutions on the mainstreaming of sustainability in academic courses and training that impact on design.*

Question 2: Should the Scottish Executive and SEPA carry out further work on "waste profiles" of products? If so, what? Options include:

- *Sponsoring work in Scotland to outline "waste profiles" of products.*
- *Sponsoring work in Scotland on "environmental profiles" of products. ("Environmental profiles" would consider environmental issues generally, not just waste). The ISO 14020 family of standards could offer an internationally agreed template for this work.*
- *Working with other Government Departments across the UK on either "waste profiles" or "environmental profiles."*
- *Working with the British Standards Institution, and EU Standards bodies, to ensure that waste, or sustainability generally, forms part of the development of technical product standards.*

Question 3: Do consultees consider that the Scottish Executive should take further action in relation to the life-span of products? If so, what? Options include:

- *Funding research in Scotland.*
- *Supporting research being carried out across the UK.*
- *Providing better information to consumers, at either Scottish or UK level, on estimated life-spans of products.*
- *Concentrating work on specific products (e.g. washing machines, cookers, electrical goods generally)*
- *Providing more support to companies making long-life products to an accredited standard, or to repair and refurbishment shops.*
- *Investigating ways to require longer product guarantees, and improve availability of spare parts. This work would need to be undertaken at a UK level as consumer protection is a reserved matter.*

Question 4: Bearing in mind that some products are always likely to be disposable, do consultees consider any action should be taken at EU, UK or Scottish level to minimise waste from disposable products? If so, what? Possible actions could include:

- *Voluntary agreements with manufacturers to minimise waste from disposable products (e.g. by reducing the size of such products or by only using disposable versions of the products where essential)*
- *Design for recycling.*
- *The introduction of producer responsibility legislation for disposable products.*
- *A levy on disposable products. This would require primary legislation, would take a number of years and could be disproportionate.*

Question 5: Would it be desirable and/or feasible to run an Integrated Product Policy pilot in Scotland? If so, for which product(s)? Would any Scottish-based companies wish to run an IPP project in Scotland?

Question 6: Do consultees consider that there is a need for guidance and support for retailers to build waste considerations into their procurement process? If yes, what guidance and support would be useful? It may be preferable to take this work forward at a UK, rather than Scottish, level.

Question 7: Do consultees consider that retailers and their employees could do with further training, support and guidance on waste issues? If so, what?

Question 8: Do consultees consider that food labelling requirements cause any conflicts with waste prevention? Is so, what are these conflicts and what can be done to reduce them?

Question 9: Do consultees consider that more could be done to collect and use surplus food from wholesalers, retailers, caterers and other outlets? If so, what?

Question 10: Do consultees consider that action should be taken to reduce food waste in the home? If yes, what action should be taken. One possibility might be to produce guidelines on retail promotions and their waste implications. Legislation in this area might be time-consuming, disproportionate and, in any event, more suitable at UK rather than Scottish level. Another option could be increased use of re-sealable packaging, to help food keep fresh for longer.

Question 11: Do you think the Packaging (Essential Requirements) Regulations 2003 are working? If not, why not? What action could be taken to improve their operation?

Question 12: Could any further action be taken in Scotland to minimise household waste from packaging? If so, what? Options could include:

- *Better information for consumers on the role packaging plays, how its environmental impact can be minimised, and what action they can take. This may be a role for Environment Direct – see paragraph 4.8 below.*
- *Better information for consumers on how much of the retail price of a product relates to the packaging, rather than the product. Again, this may be a role for Environment Direct.*
- *More work to mainstream product refill systems in Scotland (eg a feasibility study)?*

Question 13: Do consultees consider more could be done to encourage re-use either through deposit and return schemes or more generally? Options could include “reverse vending” trials in Scotland or trials of deposit and return schemes.

Question 14: Could more action be taken to reduce waste from the retailing of products? Possible actions include:

- *Measures to encourage more unsold products to be returned to the wholesaler.*

- *Pilot projects on new IT technologies or new ways of providing services which reduce waste.*

Question 15: Do consultees consider that retailers and manufacturers could provide more and better information on waste issues to their consumers? If so, what do consultees consider should be done?

Question 16: Do consultees consider that an annual Waste Aware Scotland award for the retail sector would be useful? If so, what form should this take?

Question 17: Do consultees consider that further action should be taken to make it easier for consumers to raise environmental and waste issues with retailers and other providers of goods and services? Possible actions could include the provision of further information by Government, consumer bodies and retailers on how to complain about excessive packaging and waste.

Question 18: Do consultees consider that environmental loyalty cards should be run in Scotland? It is likely that any such cards would have to be run by retail outlets. Is there any role here for the Scottish Executive and/or SEPA?

Question 19: Which of the above options would consultees prefer in relation to the use of plastic bags?

Question 20: What priority do consultees consider the Executive should give to reducing the use of plastic bags in the context of work to promote household waste prevention generally?

Question 21: Do consultees consider that further action should be taken in relation to unwanted mail and leaflets? If so, what?

Question 22: Do consultees consider that further action could and should be taken to promote home composting, food digesters or wormeries in Scotland? If so, what?

Question 23: Do you consider more could be done to promote the re-use, repair and second-hand sector in Scotland? If so, what?

Question 24: Do you consider more work should be done to take a Scotland-wide over-view of the re-use of products such as furniture, paint and carpets? If so, what?

Question 25: Do you consider more could be done to promote community composting in Scotland? If so, what?

Question 26: Do you think that current community waste funding sources are designed to encourage waste prevention projects? If not, what changes do you think are required?

Question 27: Do consultees consider that recycling credits should be made mandatory? If so, why?

Question 28: Do consultees consider that recycling credits should be extended to re-use and/or waste prevention?

Question 29: Do consultees consider that there would be merit in a similar approach to Barnet's (making use of certain receptacles mandatory, to encourage recycling) being adopted by local authorities in Scotland? Clearly, before authorities in Scotland took any

action of this type, they would need to be satisfied about the scope of the existing legislative powers in Scotland.

Question 30: Should the Scottish Executive consider action in relation to the size of bins for residual waste provided by local authorities and/or the frequency of collection by local authorities? Is so, what action should be taken? Potential options include:

- Primary legislation on bin sizes and frequency of collection. However, this would take a number of years to be enacted. It also might mean a high degree of central control on an issue where there are bound to be local variations (e.g. type of housing stock; nature of recycling services provided).*
- Advice on size of residual bins and frequency of collections. It might be possible to provide such advice during the work on best practice in recycling which the Executive plans to carry out with authorities over the next year.*
- Making funding streams, such as the Strategic Waste Fund and Grant Aided Expenditure for refuse services, relate directly to size of bins and frequency of collections.*

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*Question 37: Do you consider that contracts (other than waste management) let by local authorities have scope for provisions on waste prevention? If so, which ones? There is clear scope to minimise waste in construction, although this may not impact on **household** waste. The best time to make adjustments to contracts may be when they are due to be renewed/re-let.*

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Question 39: Should the Scottish Executive lay down targets on local authorities in relation to waste prevention? If so, what should these targets require and how would this be measured?

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Question 42: Are consultees aware of any other action which could be undertaken to prevent waste? If so, what?

ANNEX A

SCHEDULE 2

Regulation 4

TYPES OF HOUSEHOLD WASTE FOR WHICH A CHARGE FOR COLLECTION MAY BE MADE

1. Any article of waste which exceeds 25 kilograms in weight.
2. Any article of waste which does not fit, or cannot be fitted into—
 - (a) a receptacle for household waste provided in accordance with section 46; or
 - (b) where no such receptacle is provided, a cylindrical container 750 millimetres in diameter and 1 metre in length.
3. Garden waste.
4. Clinical waste from a domestic property, a caravan or from a moored vessel used wholly for the purposes of living accommodation.
5. Waste from a residential hostel, a residential home or from premises forming part of a university, school or other educational establishment or forming part of a hospital or nursing home.
6. Waste from domestic property or a caravan used in the course of a business for the provision of self-catering holiday accommodation.
7. Dead domestic pets.
8. Any substances or articles which, by virtue of a notice served by a collection authority under section 46, the occupier of the premises may not put into a receptacle for household waste provided in accordance with that section.
9. Litter and refuse collected under section 89(1)(f).
10. Waste from—
 - (a) in England and Wales, domestic property forming part of a composite hereditament;
 - (b) in Scotland, the residential part of part residential subjects.
11. Any mineral or synthetic oil or grease.
12. Asbestos.
13. Waste from a caravan which in accordance with any licence or planning permission regulating the use of the caravan site on which the caravan is stationed is not allowed to be used for human habitation throughout the year.
14. Waste from a camp site, other than from any domestic property on that site.
15. Waste from premises occupied by a charity and wholly or mainly used for charitable purposes, unless it is waste falling within paragraph 1 of Schedule 1.
16. Waste from a prison or other penal institution.
17. Waste from a hall or other premises used wholly or mainly for public meetings.
18. Waste from a royal palace.

ANNEX B – LIST OF CONSULTEES

Local Authorities

Aberdeen City
Aberdeenshire
Angus
Argyll and Bute
Clackmannanshire
Dumfries and Galloway
Dundee
East Ayrshire
East Dunbartonshire
East Lothian
East Renfrewshire
Edinburgh City
Eilean Siar
Falkirk
Fife
Glasgow
Highland
Inverclyde
Midlothian
Moray
North Ayrshire
North Lanarkshire
Orkney
Perth and Kinross
Renfrewshire
Scottish Borders
Shetland
South Ayrshire
South Lanarkshire
Stirling
West Dunbartonshire
West Lothian

Other Interested Bodies

AccountAbility
Advertising Association
Advisory Committee on Consumer Products and the Environment
Alliance of Independent Retailers and Business
Associated Independent Stores
Association of Charity Shops
Association of Convenience Stores
Association of Licensed Multiple Retailers
Association of Manufacturers of Domestic Appliances
Automatic Vending Association
British Design Initiative
British Furniture Manufacturers Association
British Hardware & Housewares Manufacturers Association BHHMA
British Packaging Association
British Polythene Industries (BPI)

British Shop and Stores Association
British Soft Drinks Association
British Standards Institute
Business Council for Sustainable Development
Caledonian Environment Centre
Carpet Foundation
Carrier Bag Consortium
Centre for Corporate Social Responsibility
Centre for Sustainable Consumption
Centre for Sustainable Design
Centre for the Study of Retailing in Scotland
Community Composting Network
Community Recycling Network for Scotland
Community Repair
Composting Association
Confederation of British Industry Scotland
Confederation of Paper Industries
Consumer Credit Trade Association
Consumer Direct
Consumer Support Network
Convention of Scottish Local Authorities (CoSLA)
Cosmetics, Toiletries and Perfumery Association
Crisis Fairshare
Design Business Association
Design Council
Direct Marketing Association
Direct Selling Association
Edinburgh University Estates and Buildings
Environmental Association for Universities and Colleges
Environmental Services Association
Enviros
Envirowise
Federation of Small Businesses
Food and Drink Federation
Food Commission
Food Service Packaging Association
Forum for the Future
Forward Scotland
Fresh Produce Consortium
Friends of the Earth Scotland
Furniture Reuse Network
Giftware Association
Green Alliance
Hire Association Europe
Industry Council for Packaging and the Environment
Institute of Consumer Affairs
Institute of Retail Studies, Stirling University
Local Government Association
Market Transformation Programme

Nappy Alliance
 National Consumer Education Partnership
 National Consumer Federation
 National Household Hazardous Waste Forum
 National Packaging Council
 National Resource and Waste Forum
 Newspaper Publishers Association
 Newspaper Society
 Niblock Environmental
 Office of Fair Trading
 Packaging and Industrial Films Association (PIFA)
 Packaging Federation
 Periodical Publishers Association
 Perth and Kinross Real Nappy Network
 Recycling Advisory Group Scotland
 Remade
 Royal Mail
 Royal Society for the Encouragement of Arts, Manufacture and Commerce
 Scotch Whisky Association
 Scottish Business in the Community
 Scottish Chambers of Commerce
 Scottish Civic Forum
 Scottish Compost Development Group
 Scottish Consumer Council
 Scottish Council for Development and Industry
 Scottish Council for Voluntary Organisations
 Scottish Development International
 Scottish Ecological Design Association
 Scottish Enterprise
 Scottish Environment Link
 Scottish Environmental Services Association
 Scottish Food and Drinks Federation
 Scottish Further Education Unit
 Scottish Grocers Federation
 Scottish Industrial Symbiosis Programme
 Scottish Institute of Sustainable Technology
 Scottish Real Nappy Network
 Scottish Sustainable Development Forum
 Scottish Waste Awareness Group
 Smith Anderson Group
 Society of Independent Brewers Association
 SusProNet
 Sustain
 Sustainable Consumption Round Table
 Sustainable Design Network
 Sustainable Development Commission
 Sustainable Development Research Network
 Sustainable Scotland Network
 Textile Institute
 The Alliance for Beverage Cartons and the Environment
 The Forum of Private Business
 Universities Scotland
 University of Abertay

University of Dundee - Innovative Product Design Research Group
 Waste and Resources Action Programme
 WasteWatch
 WHICH
 Wine and Spirit Trade Association
 Women's Environmental Network
 WWF Scotland

Professional Institutes

Chartered Institute of Marketing
 Chartered Institute of Purchasing and Supply
 Chartered Institute of Wastes Management
 Chartered Society of Designers
 Corporate Social Responsibility Academy
 Design Management Institute
 Institute of Business Ethics
 Institute of Consumer Affairs
 Institute of Customer Service
 Institute of Direct Marketing
 Institute of Directors
 Institute of Electrical Engineers
 Institute of Environmental Management and Assessment
 Institute of Grocery Distribution
 Institute of Mechanical Engineers
 Institute of Packaging
 Institute of Practitioners in Advertising
 Institution of Civil Engineering Surveyors
 Institution of Civil Engineers
 Institution of Engineering Designers
 Royal Incorporation of Architects in Scotland
 Royal Institute of Chartered Surveyors
 Scottish Engineering
 Scottish Society of Designers
 Society of Procurement Officers in Local Government
 Trading Standards Institute

Retail Sector

Asda
 Iceland
 Marks & Spencer
 Morrison's
 Musgrave Budgens Londis
 Sainsbury's
 Scottish Retail Consortium
 Somerfield
 Tesco
 The Boots Group plc
 The Co-operative Group
 Waitrose / John Lewis

Political Parties

Campbell Martin MSP
 Dennis Canavan MSP

Jean Turner MSP
Margo MacDonald MSP
Scottish Conservative and Unionist Party
Scottish Green Party
Scottish Labour Party
Scottish Liberal Democrats
Scottish National Party
Scottish Senior Citizens Unity Party
Scottish Socialist Party

Public Bodies

Audit Scotland
Communities Scotland
DEFRA
Department of the Environment Northern
Ireland
DTI
Environment Agency
European Commission
Food Standards Agency
Highlands and Islands Enterprise
Irish Environmental Protection Agency

Office of Fair Trading
Scottish Enterprise
Scottish Natural Heritage
State Veterinary Service
Welsh Assembly

Waste Strategy Area Groups

Argyll and Bute Waste Strategy Area Group
Ayrshire, Dumfries and Galloway Waste
Strategy Area Group
Clyde Valley Waste Strategy Area Group
Edinburgh and the Lothians Waste Strategy
Area Group
Fife Waste Strategy Area Group
Forth Valley Waste Strategy Area Group
Highland Waste Strategy Area Group
North East Waste Strategy Area Group
Orkney and Shetland Waste Strategy Area
Group
Tayside Waste Strategy Area Group
Western Isles Waste Strategy Area Group

ANNEX C

THE SCOTTISH EXECUTIVE CONSULTATION PROCESS

Consultation is an essential and important aspect of Scottish Executive working methods. Given the wide-ranging areas of work of the Scottish Executive, there are many varied types of consultation. However, in general, Scottish Executive consultation exercises aim to provide opportunities for all those who wish to express their opinions on a proposed area of work to do so in ways which will inform and enhance that work.

The Scottish Executive encourages consultation that is thorough, effective and appropriate to the issue under consideration and the nature of the target audience. Consultation exercises take account of a wide range of factors, and no two exercises are likely to be the same.

Typically Scottish Executive consultations involve a written paper inviting answers to specific questions or more general views about the material presented. Written papers are distributed to organisations and individuals with an interest in the issue, and they are also placed on the Scottish Executive web site enabling a wider audience to access the paper and [submit their responses](#). Consultation exercises may also involve seeking views in a number of different ways, such as through public meetings, focus groups or questionnaire exercises. Copies of all the written responses received to a consultation exercise (except those where the individual or organisation requested confidentiality) are placed in the Scottish Executive library at Saughton House, Edinburgh (K Spur, Saughton House, Broomhouse Drive, Edinburgh, EH11 3XD, telephone 0131 244 4565).

All Scottish Executive consultation papers and related publications (eg, analysis of response reports) can be accessed at: [Scottish Executive consultations](http://www.scotland.gov.uk/consultations) (<http://www.scotland.gov.uk/consultations>)

The views and suggestions detailed in consultation responses are analysed and used as part of the decision making process, along with a range of other available information and evidence. Depending on the nature of the consultation exercise the responses received may:

- indicate the need for policy development or review
- inform the development of a particular policy
- help decisions to be made between alternative policy proposals
- be used to finalise legislation before it is implemented

Final decisions on the issues under consideration will also take account of a range of other factors, including other available information and research evidence.

While details of particular circumstances described in a response to a consultation exercise may usefully inform the policy process, consultation exercises cannot address individual concerns and comments, which should be directed to the relevant public body.

ANNEX D

GLOSSARY

AWP – Area Waste Plan

BSI – British Standards Institution

CIWM – Chartered Institute of Wastes Management

CRNS – Community Recycling Network for Scotland

DEFRA – Department for Environment, Food and Rural Affairs

DTI – Department for Trade and Industry

INCREASE – Investment in Community Recycling and Social Enterprise

SEPA – Scottish Environment Protection Agency

SRC – Scottish Retail Consortium

SWAG – Scottish Waste Awareness Group

SWF – Strategic Waste Fund

WEEE – Waste Electrical and Electronic Equipment

WRAP – Waste and Resources Action Programme

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CONSULTATION QUESTIONNAIRE

Question 1: *Do consultees consider that the Scottish Executive, SEPA and the Enterprise Networks, or other bodies sponsored by the Executive, such as Envirowise, should do more to promote eco-design in Scotland. If so, what? Options include:*

- *Sponsoring research.*
- *Organising competitions for eco-designers.*
- *Working more closely with the Design Council and the Design Business Association*
- *Establishing a Scottish ecodesign initiative, which could include a campaign to influence product designers in Scotland, an award, a ‘waste charter’ for designers, design guidelines and training?*
- *Working more closely with professional institutions (e.g. the Royal Incorporation of Architects in Scotland or the Institution of Civil Engineers) and academic institutions on the mainstreaming of sustainability in academic courses and training that impact on design.*

Answer 1:

Question 2: *Should the Scottish Executive and SEPA carry out further work on “waste profiles” of products? If so, what? Options include:*

- *Sponsoring work in Scotland to outline “waste profiles” of products.*
- *Sponsoring work in Scotland on “environmental profiles” of products. (“Environmental profiles” would consider environmental issues generally, not just waste). The ISO 14020 family of standards could offer an internationally agreed template for this work.*
- *Working with other Government Departments across the UK on either “waste profiles” or “environmental profiles.”*
- *Working with the British Standards Institution, and EU Standards bodies, to ensure that waste, or sustainability generally, forms part of the development of technical product standards.*

Answer 2:

Question 3: *Do consultees consider that the Scottish Executive should take further action in relation to the life-span of products? If so, what? Options include:*

- *Funding research in Scotland.*
- *Supporting research being carried out across the UK.*
- *Providing better information to consumers, at either Scottish or UK level, on estimated life-spans of products.*
- *Concentrating work on specific products (e.g. washing machines, cookers, electrical goods generally)*
- *Providing more support to companies making long-life products to an accredited standard, or to repair and refurbishment shops.*
- *Investigating ways to require longer product guarantees, and improve availability of spare parts. This work would need to be undertaken at a UK level as consumer protection is a reserved matter.*

Answer 3:

Question 4: Bearing in mind that some products are always likely to be disposable, do consultees consider any action should be taken at EU, UK or Scottish level to minimise waste from disposable products? If so, what? Possible actions could include:

- *Voluntary agreements with manufacturers to minimise waste from disposable products (e.g. by reducing the size of such products or by only using disposable versions of the products where essential)*
- *Design for recycling.*
- *The introduction of producer responsibility legislation for disposable products.*
- *A levy on disposable products. This would require primary legislation, would take a number of years and could be disproportionate.*

Answer 4:

Question 5: Would it be desirable and/or feasible to run an Integrated Product Policy pilot in Scotland? If so, for which product(s)? Would any Scottish-based companies wish to run an IPP project in Scotland?

Answer 5:

Question 6: Do consultees consider that there is a need for guidance and support for retailers to build waste considerations into their procurement process? If yes, what guidance and support would be useful? It may be preferable to take this work forward at a UK, rather than Scottish, level.

Answer 6:

Question 7: Do consultees consider that retailers and their employees could do with further training, support and guidance on waste issues? If so, what?

Answer 7:

Question 8: Do consultees consider that food labelling requirements cause any conflicts with waste prevention? Is so, what are these conflicts and what can be done to reduce them?

Answer 8:

Question 9: Do consultees consider that more could be done to collect and use surplus food from wholesalers, retailers, caterers and other outlets? If so, what?

Answer 9:

Question 10: Do consultees consider that action should be taken to reduce food waste in the home? If yes, what action should be taken. One possibility might be to produce guidelines on retail promotions and their waste implications. Legislation in this area might be time-consuming and more suitable at UK rather than Scottish level. Another option could be increased use of re-sealable packaging, to help food keep fresh for longer.

Answer 10:

Question 11 – Do you think the Packaging (Essential Requirements) Regulations 2003 are working? If not, why not? What action could be taken to improve their operation?

Answer 11:

Question 12: Could any further action be taken in Scotland to minimise household waste from packaging? If so, what? Options could include:

- *Better information for consumers on the role packaging plays, how its environmental impact can be minimised, and what action they can take. This may be a role for Environment Direct – see paragraph 4.8 below.*
- *Better information for consumers on how much of the retail price of a product relates to the packaging, rather than the product. Again, this may be a role for Environment Direct.*
- *More work to mainstream product refill systems in Scotland (eg a feasibility study)?*

Answer 12:

Question 13: Do consultees consider more could be done to encourage re-use either through deposit and return schemes or more generally? Options could include “reverse vending” trials in Scotland or trials of deposit and return schemes.

Answer 13:

Question 14: Could more action be taken to reduce waste from the retailing of products? Possible actions include:

- *Measures to encourage more unsold products to be returned to the wholesaler.*

- *Pilot projects on new IT technologies or new ways of providing services which reduce waste.*

Answer 14:

Question 15: Do consultees consider that retailers and manufacturers could provide more and better information on waste issues to their consumers? If so, what do consultees consider should be done?

Answer 15:

Question 16: Do consultees consider that an annual Waste Aware Scotland award for the retail sector would be useful? If so, what form should this take?

Answer 16:

Question 17. Do consultees consider that further action should be taken to make it easier for consumers to raise environmental and waste issues with retailers and other providers of goods and services? Possible actions could include the provision of further information by Government, consumer bodies and retailers on how to complain about excessive packaging and waste.

Answer 17:

Question 18: Do consultees consider that environmental loyalty cards should be run in Scotland? It is likely that any such cards would have to be run by retail outlets. Is there any role here for the Scottish Executive and/or SEPA?

Answer 18:

Question 19: Which of the above options would consultees prefer in relation to the use of plastic bags?

Answer 19:

Question 20: What priority do consultees consider the Executive should give to reducing the use of plastic bags in the context of work to promote household waste prevention generally?

Answer 20:

Question 21: Do consultees consider that further action should be taken in relation to unwanted mail and leaflets? If so, what?

Answer 21:

Question 22: Do consultees consider that further action could and should be taken to promote home composting, food digesters or wormeries in Scotland? If so, what?

Answer 22:

Question 23. Do you consider more could be done to promote the re-use, repair and second-hand sector in Scotland? If so, what?

Answer 23:

Question 24. Do you consider more work should be done to take a Scotland-wide overview of the re-use of products such as furniture, paint and carpets? If so, what?

Answer 24:

Question 25. Do you could consider more could be done to promote community composting in Scotland? If so, what?

Answer 25:

Question 26: Do you think that current community waste funding sources are designed to encourage waste prevention projects? If not, what changes do you think are required?

Answer 26:

Question 27: Do consultees consider that recycling credits should be made mandatory? If so, why?

Answer 27:

Question 28: Do consultees consider that recycling credits should be extended to re-use and/or waste prevention?

Answer 28:

Question 29: Do consultees consider that there would be merit in a similar approach to Barnet's (making use of certain receptacles mandatory, to encourage recycling) being adopted by local authorities in Scotland? Clearly, before authorities in Scotland took any action of this type, they would need to be satisfied about the scope of the existing legislative powers in Scotland.

Answer 29:

Question 30: Should the Scottish Executive consider action in relation to the size of bins for residual waste provided by local authorities and/or the frequency of collection by local authorities? Is so, what action should be taken? Potential options include:

- ***Primary legislation on bin sizes and frequency of collection. However, this would take a number of years to be enacted. It also might mean a high degree of central control on an issue where there are bound to be local variations (e.g. type of housing stock; nature of recycling services provided).***
- ***Advice on size of residual bins and frequency of collections It might be possible to provide such advice during the work on best practice in recycling which the Executive plans to carry out with authorities over the next year.***
- ***Making funding streams, such as the Strategic Waste Fund and Grant Aided Expenditure for refuse services, relate directly to size of bins and frequency of collections.***

Answer 30:

Question 31: Do you think that further research and guidance is required on green waste composting to minimise the effect on waste arisings? As indicated below, local authorities are already empowered to charge for the uplift of garden waste.

Answer 31:

Question 32: Should the Scottish Executive consider amending the existing regulations allowing charges to be made for the collection of other types of household waste. If so, what changes should be made, and why?

Answer 32:

Question 33: Should the Scottish Executive consider issuing guidance on charging for special uplifts of bulky items and garden waste? If yes, what should the guidance say?

Answer 33:

Question 34: Do consultees consider that it would be helpful to consider further the issues about “direct variable charging”? The next step would be to issue a full consultation paper on this subject, outlining the arguments for and against and the financial implications.

Answer 34:

Question 35: Do consultees consider the Scottish Executive should carry out further work on incentives? If so, what? One option would be trials of incentives with a number of authorities.

Answer 35:

Question 36: Do consultees consider that waste management contracts/service level agreements should include incentives for waste prevention? If yes, how is this best achieved? Do consultees consider that waste management contracts/service level agreements can currently include perverse incentives to increase the generation of waste? If yes, what can be done to tackle this?

Answer 36:

Question 37: Do you consider that contracts (other than waste management) let by local authorities have scope for provisions on waste prevention? If so, which ones? There is clear scope to minimise waste in construction, although this may not impact on household waste. The best time to make adjustments to contracts may be when they are due to be renewed/re-let.

Answer 37:

Question 38: Should the Scottish Executive take action to ensure local authorities do more on waste prevention? If so, what?

Answer 38:

Question 39: Should the Scottish Executive lay down targets on local authorities in relation to waste prevention? If so, what should these targets require and how would this be measured?

Answer 39:

Question 40: Do local authority officers require more training on the skills needed to encourage waste prevention? If so, what training is required and who should provide it?

Answer 40:

Question 41: Do consultees have any comments on the allocation of Strategic Waste Fund resources to waste prevention work?

Answer 41:

Question 42: Are consultees aware of any other action which could be undertaken to prevent waste? If so, what?

Answer 42

RESPONDENT INFORMATION FORM: PREVENTING HOUSEHOLD WASTE IN SCOTLAND

Please complete the details below and return it with your response. This will help ensure we handle your response appropriately. Thank you for your help.

Name:

Organisation:

Postal and email address:

1. Are you responding: (please tick one box)
- (a) as an individual Please answer Questions 2a, 2b and 4
- (b) on behalf of a group/organisation Please answer Questions 3 and 4

INDIVIDUALS

- 2a. Do you agree to your response being made available to the public (in the Scottish Executive library and/or on the Scottish Executive website)?

Yes (go to 2b below)

No, not at all We will treat your response as confidential.

- 2b. Where confidentiality is not requested, we will make your response available to the public on the following basis (please tick one of the following boxes)

Yes, make my response, name and address all available.

Yes, make my response available, but not my name or address.

Yes, make my response and name available, but not my address.

ON BEHALF OF GROUPS OR ORGANISATIONS:

- 3 The name and address of your organisation will be made available to the public (in the Scottish Executive library and/or on the Scottish Executive website). Are you also content for your response to be made available?

Yes

No We will treat your response as confidential.

SHARING RESPONSES/FUTURE ENGAGEMENT

- 4 We will share your response internally with other Scottish Executive policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for the Scottish Executive to contact you again in the future in relation to this consultation response?

Yes

No