Integrated impact assessment (IIA) Template

Complete as a record of your assessment.

Read the IIA guidance before completing this template.

Title of proposal
Gull-proof sack service for non-recyclable waste and dry mixed recycling in parts of Edinburgh's World Heritage Site
Purpose of proposed work
Most properties in the affected area are not suitable for traditional kerbside collections using wheeled bins and, due to the architectural sensitivity, there are objections to siting communal bins on street. Many properties, including most properties affected by the proposal, already receive a gull-proof sack service for non-recyclable waste. The new service adds a green sack for dry mixed recycling, which replaces the current box and provides additional capacity for this stream. The non-recyclable waste sack will reduce in size. This serves to both encourage recycling and bring capacity in line with that provided for this stream in kerbside collection areas. The fortnightly collections of glass and weekly collections of food will continue as at present. During the initial roll out, the green sack for mixed recycling will be collected fortnightly the same as the current box service, increasing to weekly collections in 2027. This is due to resourcing that will become available after the installation of bin hubs in other streets and the removal of the recycling box service for many properties.
Lead officer, name, job title, service and department
Angus Murdoch, Technical Coordinator, Neighbourhood Environmental Services, Place
Additional colleagues: name, job title, service and department
Anne Christie, Project Officer - Communal Bin Review Team; Melissa Campbell, Senior Neighbourhood Environmental Services Officer; Michael Richardson, Project Delivery Manager - Communal Bin Review Team; all Place Directorate
Date
Process started: May 2026 Process concluded: October 2026

Briefly describe public involvement in this proposal to date and planned

A pilot of the green gull-proof sack has been carried out in selected streets, with input and support from the New Town and Broughton Community Council.

Wider engagement and consultation exercises have been carried out over some time regarding, initially, proposals to change some or all streets from gull-proof sacks to communal bins then, later, regarding the pilot and which streets would receive which waste and recycling service.

A summary of consultation for Phase 6 of the Communal Bin Review project to date is as follows:

- November 2024 - Information on the consultation approach was included in a report (November 2024 update report.) to the Transport and Environment Committee. The Communal bin Review Team worked closely with Neighbourhood Environmental Services and other colleagues to identify the most suitable option for collecting waste and recycling on a street-by-street basis
- January 2025 - Initial proposals were shared with Ward Councillors and Community Councils
- February 2025 - Letters were sent to over 9,000 households and consultation ran for 6 weeks which included an online survey and public information sessions for residents. Over 1,600 comments were received during the consultation period
- June 2025 - The consultation outcomes and final service recommendations for each street were reported to June 2025 Transport and Environment Committee.
- July 2025 - Letters were sent to residents advising of additional consultation in eight streets and updated bin hub locations in all other streets. The additional consultation period was open for 3 weeks and saw over 800 comments received
- November 2025 - January 2026 Briefings for Ward Councillors, Community Councils and Street Associations provided information on updated plans for Phase 6.
- March-April 2026 –Briefings were held with Councillors and Community Councils regarding plans for the gull proof sack service
- June-September – Sessions were held with Community Councils to develop detailed plans for rolling out the refreshed service. These included reviewing and agreeing the content of resident letters, the gull-proof sack service leaflet along with Council webpages and online forms.

Impacts

1 Equality impacts

We want to ensure our proposals are fair for everyone. Consider potential positive and negative impacts of your proposal on groups/people with protected characteristics. Assessment of impact means we consider the needs of everyone with an “intersectional lens.” This means looking at the impact that different protected characteristics and other factors can have on people.

Consider if your proposal will help:

- prevent discrimination
- advance equal opportunities by reducing disadvantage and meeting different needs, and
- foster good relations by encouraging inclusion and understanding.

Consider if your proposal could impact on groups/people with protected characteristics. Tick all that apply

	Negative impact	Positive impact	No impact
1. Age	x	x	
2. Disability	x	x	
3. Gender reassignment			x
4. Marriage and civil partnership			x
5. Pregnancy and maternity	x	x	
6. Race			x
7. Religion or belief			x
8. Sex			x
9. Sexual orientation			x
10. Care experienced children and young people			x

Use the text box below to describe the differential impacts you have identified on each of the groups/people with protected characteristics. Consider any intersectional impacts.

Whether one receives a communal bin collection or a kerbside collection by bin or sack, this presents different challenges for different people.

Generally, the challenges would be primarily expected to be around mobility, if people are older, have certain disabilities or are pregnant. With the gull-proof sacks, the collection takes places from outside the property itself, so there is no longer an issue around accessing the communal bin. This might be a benefit for some people.

For some people, who live above the ground floor in a stair, getting to their stair door with the bagged waste inside a gull-proof sack could potentially be a challenge. But in nearly every case, the people would be expected to be leaving their flats for other reasons. It might be possible to overcome this issue by giving tailored advice. E.g. “might it be easier to manage if you don’t put the bagged waste into the gull-proof sack until you’re downstairs?”

One feature of the gull-proof sack service is that, due to the nature of the properties, there may not be external storage space. This means that both the waste itself and the reusable gull-proof sacks might need to be stored indoors. A couple of people have raised concerns around the hygiene impact due to being immune suppressed.

With regards to the waste itself, this is likely to be more of a perception issue as this would be the person’s own waste. Mixed recycling should be clean anyway, and all the waste streams will still be collected weekly. The exception is glass, which is collected fortnightly, but glass should also be cleaned or at least rinsed before recycling.

Storing the reusable sacks could be more of an issue particularly for people who are severely immune-suppressed. While there would also be hygiene risks from going outside and using a communal bin which is used by everyone, this remains outdoors. That's not the case for the gull-proof sacks.

In this scenario, the following approaches could be employed on a case by case basis.

- Engage with the resident to see whether they can store the sacks elsewhere between collections. Some people do have this and already use it for their recycling boxes.
- If someone is severely immune suppressed they would be expected to have similar concerns relating to (for example) shopping, post, etc, so it might help to understand how they are dealing with these to see whether similar approaches could be adopted with the gull-proof sack (e.g. an area within the property where these are stored away from the living accommodation).
- If no alternative solution can be found it might be necessary to agree an exemption from using gull-proof sacks in exceptional cases. So, the resident would still be required to present their non-recyclable waste in a rubbish bag and their mixed recycling in a clear bag, but without using the gull-proof sack. However, this could lead to waste being spread about by gull activity and it also identifies the resident as more vulnerable and is not ideal.
- There may also be concerns around storing the kerbside food caddy and the glass box indoors for the same reasons. But these services have now been in place for many years, so they will either not be using them, or they already have a system in place for this.
- The only exception to this point would be people who are switching from communal bin to kerbside box and caddy. Again, this would need to be dealt with on a case by case basis as before.

The Council also needs to consider scenarios where a household either has a child (or children) who uses disposable nappies, or an adult(s) who uses either similar adult hygiene products to help with continence issues, or a resident who uses stoma bags.

The issues these create are:

- Sack capacity (which could also affect large families, although this is less likely in this context due to the nature of the properties themselves);
- Storage, because of the need to store waste within a flat between collections.

For capacity, this can be resolved by providing a second or larger (120 litre) non-recyclable gull-proof sack. The resident would simply be asked to double bag these and present in a black bag, inside the gull-proof sack, and present in the normal way. This provides the necessary capacity if required, prevents leaks into the reusable sack, protects collection crews (alongside their PPE) from fluids, and preserves the resident's privacy.

Storage indoor is more problematic, albeit the non-recyclable waste will still be collected weekly so this should be manageable. One solution would be to use specific nappy pails which are widely used to store nappies indoors anyway. This could also be applied for the use of adult continence products and stoma bags (then those could be presented as above).

The NHS advice in relation to stoma bags is to empty these down the toilet, wrap them and present in the normal household waste.

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Example: A proposal to increase charges will impact women more than men as we know women are more likely to be vulnerable to poverty. The Gendered Nature of Poverty briefing note provides an overview of this issue and why it matters.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

We don't hold any geographic data on people who might have disabilities or mobility issues. These comments are based on experience of providing waste management services generally, and on feedback received during consultation and engagement phases, as well as comments received when the current service was originally introduced.

Please record any mitigating actions for any negative impacts identified, at Section 9 of this template

2 Human Rights impacts

The Council must act compatibly with Human Rights legislation. Think about what kind of impact the proposal may have on people in terms of Human Rights. Use the text box below to describe which Human Rights Articles are relevant, which groups are affected and what the potential impacts are.

Although no direct impacts are foreseen, arguably the points raised in relation to equalities overlap with Articles 8 and 14 (respect for your family life, and protection from discrimination with regard to these). However, in the same way as the Council provides modifications to other waste collection services (e.g. larger capacity bins or assisted collections for people with certain disabilities) the mitigations outlined above should help to address these.

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

No information is held in relation to the needs of specific residents.

Please record any mitigating actions for any negative impacts identified, at Section 9 of this template

3 Children's Rights impacts

The Council must act compatibly with Children's Rights legislation. Think about what kind of impact the proposal may have on children and young people in terms of Children's Rights. Use the text box below to describe which Children's Rights Articles are relevant, which groups are affected and what the potential impacts are.

The issue of nappies, and the provision of means to store these and capacity to present the waste is discussed earlier. Some children may also have a disability which means either that they remain longer than expected in nappies or use a stoma. The measures set out earlier would help to address these. These relate to Articles 23 (children with a disability) and 24 (health services).

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

No information is held in relation to the needs of specific residents.

Please record any mitigating actions for any negative impacts identified, at Section 9 of this template

4 Socio-economic disadvantage impacts

The Council has a duty to consider how it can reduce inequalities of outcome caused by socio-economic disadvantage, when making strategic decisions. However, to support the Council's Business Plan priorities, the Council considers it best practice to consider the potential impact that all relevant proposals may have on people experiencing socio- economic disadvantage and how inequalities of outcome can be reduced.

Consider if your proposal could impact on any of the below groups? Tick all that apply.

	Negative impact	Positive impact	No impact
Low income – cannot afford to maintain regular payments such as bills, food, clothing			x
Low/no wealth – enough money to meet basic living costs and pay bills but have no savings to deal with unexpected spends and no provision for the future			x
Material deprivation – being unable to access basic goods and services, ie home contents insurance, repair/replace broken electrical goods, warm winter coat			x
Area deprivation (including communities of interest and communities of place) – where you live, where you work, visit or spend a continuous amount of time can all have an impact ie rural areas, accessibility of transport, education and employment impact, people who have experienced homelessness and/or the asylum system, those who share an identity and/or protected characteristic			x
Socio-economic background – disadvantage that can arise from parents' education, employment and income, social class in other words.			x

Use the text box below to describe the impacts you have identified on each of the groups above, and how you can reduce inequalities of outcome?

No impacts (either positive or negative) were identified in relation to socio-economic disadvantage

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show

how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

No information is held in relation to the needs of specific residents.

Please record any mitigating actions for any negative impacts identified, at Section 9 of this template.

5 Climate and nature impacts

The Council has a duty to reduce greenhouse gas emissions, adapt to the impacts of climate change, incorporate the principles of sustainability into decisions and actions, and ensure a just transition (just transition only applies to climate mitigation or adaption projects).

Consider if your proposal could impact on any of the below? Tick all that apply.

	Negative impact	Positive impact	No impact
Climate Mitigation - opportunities to reduce greenhouse gas emissions		x	
Climate Adaptation - opportunities to prepare for future changes in our climate			x
Just Transition – opportunities to ensure a fair shift to a low carbon economy that doesn't disadvantage people or increase inequality		x	
Nature Recovery Impacts		x	
Overall Sustainability		x	

Use the text box below to describe the impacts you have identified on each of the sections above and then consider how you can reduce greenhouse gas emissions, adapt to the impacts of climate change, incorporate the principles of sustainability into decisions and actions, and ensure a just transition. Also consider any cumulative effects of climate change on people.

The gull proof sack service increases the weekly capacity provided to collect recyclable items for disposal, versus the old box collection. There is no change to the food collection or the glass collection, but the recycling of food and glass will be promoted in the letters and other communications. This serves to increase the ability of residents to use recycling services, which helps to reduce the emissions associated with materials extraction, and reduce

those associated with nature impacts. These would take place on a global scale, rather than locally. Compared to the existing recycling boxes, the mixed recycling stream would be better contained (e.g. on windy days) which helps to reduce litter escape from the current box. That provides a local environmental benefit, as well as reducing the impact of litter on the natural environment (e.g. through animals consuming plastics, etc). As we are bringing the capacities of the sacks in line with the kerbside service, this arguably supports a Just Transition so that residents in these areas have equal opportunity to recycle compared to kerbside residents.

Use the text box below to describe the impacts you have identified on nature.

As set out above there is an indirect positive nature impact resulting from the reduced pressure on the natural environment related to resource extraction, emissions and litter.

Evidence

Use the text box below to summarise what evidence you have used to inform this IIA. Where possible, include links if the documents are published. Show how you have used your evidence in making your assessment of potential impacts.

Evidence could include the results of any relevant consultation/engagement. If further evidence is required, please note how it will be gathered.

Not applicable, although these measures would be in lines with national waste policy.

Please record any mitigating actions for any negative impacts identified, at Section 9 of this template

6 Strategic Environment Assessment (SEA)

Could your proposal result in significant environmental effects? If yes, you may need to complete a Strategic Environment Assessment? Information is available on the Scottish Government SEA website.

No	The number of properties affected is small, so this does not significantly impact the environmental performance of the City as a whole.

7 Consumer Duty

The Council has a duty to consider consumers' interests when making strategic decisions. If this applies to your proposal, you may need to complete a consumer duty impact assessment. Information is available on the Consumer Scotland website.

No	This IIA relates to an operational, rather than a strategic, change to the existing service which has already been in place for more than 10 years, replacing one recycling box with a gull-proof sack to better contain the materials and to provide greater capacity. Matters related to accessibility (e.g. in relation to disability and medical conditions) as well as to customer engagement are covered elsewhere in this IIA.

8 Communications

Record how you will communicate information about this proposal change to those with different communication needs using inclusive communications guidance and resources.

The Council will need to communicate service changes directly to the householders. The Council has a policy of (for example) not automatically providing translations on printed materials but does include direction around accessing translation services.

Information will be provided to residents on this new service through the following avenues:

- Letter sent to residents ahead of distribution of new sacks
- Information leaflet will be included with letter on how to use the service
- Our webpages will be updated so that residents can find out how to use the service, and order new sacks online
- Information will be shared via. email with Community Councils and Street Associations about the new service

9 Contractors

Is any part of this proposal to be carried out wholly or partly by contractors and if so, how will equality, human rights, children's rights and climate and nature issues be addressed?

Given the small number of properties involved this could potentially be delivered either in-house by NES, or externally, and potentially in part with community and street representatives. If external contractors should be employed to deliver sacks, the procurement of them would be subject to all relevant procedures.

10 Actions

Record your actions in the table below. Actions may include:

- mitigations to reduce or eliminate negative impacts
- advancing equality of opportunity and fostering good relations
- addressing cumulative impacts
- collecting additional evidence
- financial implications
- risks
- any other actions.

Actions	**Who will take them forward (name and job title)**	**Deadline for progressing**	**Review date (add name and job title)**
Maintain current procedure for residents who face either short term or long-term complex needs, and ensure relevant staff are briefed.	Melissa Campbell, Senior Neighbourhood Environmental Services Officer (for NES Officers) Jordan Walker, Neighbourhood Environmental Services Manager - Waste Services (for Supervisors)	Provisionally, August 2026, depending on timeline being finalised for wider project	Angus Murdoch, Technical Coordinator, provisionally September 2026

Develop comms plan with support from Comms Team	Melissa Campbell, Senior Neighbourhood Environmental Services Officer	Provisionally, August 2026, depending on timeline being finalised for wider project	Angus Murdoch, Technical Coordinator, provisionally September 2026

11 Monitoring impact

Monitoring ensures that your proposal is effective and any issues are addressed.

Record your actions in the table below. Actions may include:

- how impacts on protected characteristics will be monitored, once the proposal has been introduced and implemented
- how IIA agreed actions will be monitored
- review process and timescales
- officer responsible.

Actions to monitor impact of proposal	**Who will take them forward (name and job title**	**Deadline for progressing**	**Review date (add name and job title)**
Not confirmed at this time, but likely to be on an ongoing basis with feedback from collections teams and residents	Melissa Campbell, Senior Neighbourhood Environmental Services Officer (for NES Officers) Jordan Walker, Neighbourhood Environmental Services Manager - Waste Services (for Supervisors)	Ongoing, after implementation	No specific review date although an annual review is recommended and likely at the same time as the Neighbourhood Environmental Services annual policies review.

12 Next steps

Elected members must have access to IIAs in order to scrutinise them before making decisions. You must:

- share the IIA with them (this can be at draft stage for an APM meeting)
- complete the committee report with:
  - a summary of the identified impacts at section 7 of the committee report template: key policies
  - actions to address them at section 5 of the committee report template: next steps
- provide a link to the published IIA or attach as an appendix.

13 Quality assurance and approval

Complete the quality assurance checklist.

Send the quality assurance checklist and your completed IIA to your Head of Service for approval.

14 Authorisation

Name and title
Andy Williams, Head of Neighbourhood Environmental Services
Date
29 October 2026

15 Publication

Send the approved IIA template to the relevant contact for publication. Ensure the title of the IIA is clear and concise, without acronyms and the content, layout and language style is inclusive and accessible.

The City of Edinburgh Council:

- integratedimpactassessments@edinburgh.gov.uk to be published on the Council website

Edinburgh Integration Joint Board/Health and Social Care:

- sarah.bryson@edinburgh.gov.uk to be published on the EH&SCP website

Keep a copy of your template for a period of at least three years (longer if needed for business reasons).