

# Public Document Pack

**Mid Devon District Council**

## **Environment Policy Development Group**

**Tuesday, 12 January 2021 at 5.30 pm**  
**Virtual Meeting**

**Next ordinary meeting**  
**Tuesday, 9 March 2021 at 5.30 pm**

**Important** - this meeting will be conducted and recorded by Zoom only. Please do not attend Phoenix House. The attached Protocol for Remote Meetings explains how this will work.

To join this meeting, please click the following link:

Join Zoom Meeting

<https://zoom.us/j/96351300334?pwd=WFZ1SWN1OUJvOHkrR3B0SEUySDdaZz09>

Meeting ID: 963 5130 0334

Passcode: 793820

One tap mobile

08003582817,,96351300334#,,,,,0#,,793820# United Kingdom Toll-free

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Meeting ID: 963 5130 0334

Passcode: 793820

## **Membership**

Cllr B G J Warren

Cllr E J Berry

Cllr W Burke

Cllr D R Coren

Cllr Miss J Norton

Cllr R F Radford

Cllr R L Stanley

Cllr L D Taylor

Cllr J Wright

# AGENDA

*Members are reminded of the need to make declarations of interest prior to any discussion which may take place*

- 1      **Apologies and substitute Members**  
To receive any apologies for absence and notices of appointment of substitute Members (if any).
- 2      **Remote Meetings Protocol** *(Pages 5 - 10)*  
Members to note the Remote Meetings Protocol
- 3      **Declarations of Interest under the Code of Conduct**  
Councillors are reminded of the requirement to declare any interest, including the type of interest, and reason for that interest, either at this stage of the meeting or as soon as they become aware of that interest.
- 4      **Public Question Time**  
To receive any questions relating to items on the Agenda from members of the public and replies thereto.  
  
Note: A maximum of 30 minutes is allowed for this item.
- 5      **Minutes of the Previous Meeting** *(Pages 11 - 18)*  
Members to consider whether to approve the minutes of the last meeting of the Group as a correct record.
- 6      **Chairman's Announcements**  
To receive any announcements that the Chairman may wish to make.
- 7      **Budget** *(Pages 19 - 30)*  
To receive a report previously considered by the Cabinet on 7 January 2021 and discuss any further changes that the PDG may require prior to the formal recommendation of the budget proposals to Cabinet and Council in February.
- 8      **Financial Monitoring**  
To receive a verbal update on Financial Monitoring from the Group Manager for Finance
- 9      **Draft Interim Devon Carbon Plan** *(Pages 31 - 70)*  
To provide Members with a copy of the Interim Devon Carbon Plan that is currently out for consultation until 15 February 2021.

The Full Interim Carbon Plan which will be referred to during the report can be found:

[https://www.devonclimateemergency.org.uk/wp-content/uploads/2020/12/20201215\\_A4\\_SINGLE\\_Electronic-Version.pdf](https://www.devonclimateemergency.org.uk/wp-content/uploads/2020/12/20201215_A4_SINGLE_Electronic-Version.pdf)

- 10     **Performance and Risk** *(Pages 71 - 82)*  
To provide Members with an update on performance against the Corporate Plan and local service targets for 2020-21 as well as providing an update on the key business risks.
- 11     **Street Scene Services Update - EDUCATION/ENFORCEMENT**  
*(Pages 83 - 86)*  
To receive an update on the Street Scene Service presenting future options within the Street Scene Education and Enforcement Service.
- 12     **Resource and Waste Management Strategy for Devon and Torbay**  
*(Pages 87 - 182)*  
To receive a report which outlines the new draft Resource and Waste Management Strategy for Devon and Torbay. Following its approval at the DASWC meeting on 15th October 2020, the draft Strategy requires the approval of the individual local authorities for proceeding to public consultation.
- 13     **Identification of Items for Future Meetings**  
Members are asked to note the following items are due to be presented at the next meeting:
- Financial Monitoring
  - Cabinet Member for Climate Change
  - Bereavement Services Fees and Charges
  - Performance and Risk
  - Chairman's Draft Annual Report

Note: This item is limited to 10 minutes. There should be no discussion on the items raised.

**Stephen Walford**  
Chief Executive  
Monday, 4 January 2021

### **Covid-19 and meetings**

The Council will be holding some meetings in the next few weeks, but these will not be in person at Phoenix House until the Covid-19 crisis eases. Instead, the meetings will be held remotely via Zoom and you will be able to join these meetings via the internet. Please see the instructions on each agenda and read the Protocol on Remote Meetings before you join.

If you want to ask a question or speak, email your full name to [Committee@middevon.gov.uk](mailto:Committee@middevon.gov.uk) by **no later than 4pm on the day before the**

**meeting.** This will ensure that your name is on the list to speak and will help us ensure that you are not missed – as you can imagine, it is easier to see and manage public speaking when everyone is physically present in the same room. Notification in this way will ensure the meeting runs as smoothly as possible.

If you require any further information please contact Carole Oliphant on:

E-Mail: [coliphant@middevon.gov.uk](mailto:coliphant@middevon.gov.uk)



## **Mid Devon District Council - Remote Meetings Protocol**

### **1. Introduction**

The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations permit remote attendance in Local Authority meetings.

Remote attendance is permitted as long as certain conditions are satisfied. These include that the Member is able to hear and be heard by the other Members in attendance. Also, being able to hear and be heard by any members of the public entitled to attend the meeting (in line with the public participation scheme). A visual solution is preferred, but audio is sufficient.

This also relates to members of the public attending the meeting also being heard. The regulations are clear that a meeting is not limited to those present in the same place, but includes electronic, digital or virtual locations (internet locations, web addresses or conference call telephone numbers).

### **2. Zoom**

Zoom is the system the Council will be using for the time-being to host remote / virtual meetings. It has functionality for audio, video, and screen sharing and you do not need to be a member of the Council or have a Zoom account to join a Zoom meeting.

### **3. Access to documents**

Member Services will publish the agenda and reports for committee meetings on the Council's website in line with usual practice. Paper copies of agendas will only be made available to those who have previously requested this and also the Chair of a virtual meeting.

If any other Member wishes to have a paper copy, they must notify the Member Services before the agenda is published, so they can arrange to post directly – it may take longer to organise printing, so as much notice as possible is appreciated. Printed copies will not be available for inspection at the Council's offices and this requirement was removed by the Regulations.

### **4. Setting up the Meeting**

This will be done by Member Services. They will send a meeting request via Outlook which will appear in Members' Outlook calendar. Members will receive a URL link to click on to join the meeting.

### **5. Public Access**

Members of the public will be able to use a weblink and standard internet browser. This will be displayed on the front of the agenda.

## 6. Joining the Meeting

Councillors must join the meeting early (i.e. at least five minutes before the scheduled start time) in order to avoid disrupting or delaying the meeting. Councillors should remember that they may be visible and heard by others, including the public, during this time.

## 7. Starting the Meeting

At the start of the meeting, the Member Services Officer will check all required attendees are present (viewing the participant list) and that there is a quorum. If there is no quorum, the meeting will be adjourned. This applies if, during the meeting, it becomes inquorate for whatever reason.

The Chair will remind all Members, Officers and the Public that **all microphones will be automatically muted**, unless and until they are speaking. This prevents background noise, coughing etc. which is intrusive and disruptive during the meeting. The Hosting Officer will enforce this and will be able to turn off participant mics when they are not in use. Members would then need to turn their microphones back on when they wish to speak.

## 8. Public Participation

Participation by members of the public will continue in line with the Council's current arrangements as far as is practicable. However, to ensure that the meeting runs smoothly and that no member of the public is missed, all those who wish to speak must register **by 4pm on the day before the meeting**. They should email their full name to [Committee@middevon.gov.uk](mailto:Committee@middevon.gov.uk). If they wish to circulate their question in advance, that would be helpful.

At public question time, the Chair will invite the public by name to speak at the appropriate time. At that point, all public microphones will be enabled. This means that, to avoid private conversations being overheard, no member of the public should speak until it is their turn and they should then refrain from speaking until the end of public question time, when all microphones will be muted again. In the normal way, the public should state their full name, the agenda item they wish to speak to **before** they proceed with their question.

Unless they have registered, a member of the public will not be called to speak.

If a member of the public wishes to ask a question but cannot attend the meeting for whatever reason, there is nothing to prevent them from emailing members of the Committee with their question, views or concern in advance. However, if they do so, it would be helpful if a copy could be sent to [Committee@middevon.gov.uk](mailto:Committee@middevon.gov.uk) as well.

## 9. Declaration of Interests

Councillors should declare their interests in the usual way. A councillor with a disclosable pecuniary interest is required to leave the room. For remote meetings, this means that they will be moved to a break-out room for the duration

of this item and will only be invited back into the meeting when discussion on the relevant item has finished.

## **10. The Meeting and Debate**

The Council will not be using the Chat function.

The Chair will call each member of the Committee to speak - the Chair can choose to do this either by calling (i) each member in turn and continuing in this way until no member has anything more to add, or (ii) only those members who indicate a wish to speak using the 'raise hand' function within Zoom. This choice will be left entirely to the Chair's discretion depending on how they wish to manage the meeting and how comfortable they are using the one or the other approach.

Members are discouraged from physically raising their hand in the video to indicate a wish to speak – it can be distracting and easily missed/misinterpreted. No decision or outcome will be invalidated by a failure of the Chair to call a member to speak – the remote management of meetings is intensive and it is reasonable to expect that some requests will be inadvertently missed from time to time.

When referring to reports or making specific comments, Councillors should refer to the report and page number, so that all Members of the Committee have a clear understanding of what is being discussed at all times.

## **11. Voting**

On a recommendation or motion being put to the vote, the Chair will go round the virtual room and ask each member entitled to vote to say whether they are for or against or whether they abstain. The Member Services Officer will announce the numerical result of the vote.

## **12. Meeting Etiquette Reminder**

- Mute your microphone – you will still be able to hear what is being said.
- Only speak when invited to do so by the Chair.
- Speak clearly and please state your name each time you speak
- If you're referring to a specific page, mention the page number.

## **13. Part 2 Reports and Debate**

There are times when council meetings are not open to the public, when confidential, or "exempt" issues – as defined in Schedule 12A of the Local Government Act 1972 – are under consideration. It is important to ensure that there are no members of the public at remote locations able to hear or see the proceedings during such meetings.

Any Councillor in remote attendance must ensure that there is no other person present – a failure to do so could be in breach of the Council's Code of Conduct.

If there are members of the public and press listening to the open part of the meeting, then the Member Services Officer will, at the appropriate time, remove them to a break-out room for the duration of that item. They can then be invited back in when the business returns to Part 1.

Please turn off smart speakers such as Amazon Echo (Alexa), Google Home or smart music devices. These could inadvertently record phone or video conversations, which would not be appropriate during the consideration of confidential items.

#### **14. Interpretation of standing orders**

Where the Chair is required to interpret the Council's Constitution and procedural rules in light of the requirements of remote participation, they may take advice from the Member Services Officer or Monitoring Officer prior to making a ruling. However, the Chair's decision shall be final.

#### **15. Disorderly Conduct by Members**

If a Member behaves in the manner as outlined in the Constitution (persistently ignoring or disobeying the ruling of the Chair or behaving irregularly, improperly or offensively or deliberately obstructs the business of the meeting), any other Member may move 'That the member named be not further heard' which, if seconded, must be put to the vote without discussion.

If the same behaviour persists and a Motion is approved 'that the member named do leave the meeting', then they will be removed as a participant by the Member Services Officer.

#### **16. Disturbance from Members of the Public**

If any member of the public interrupts a meeting the Chair will warn them accordingly. If that person continues to interrupt or disrupt proceedings the Chair will ask the Member Services Officer to remove them as a participant from the meeting.

#### **17. After the meeting**

Please ensure you leave the meeting promptly by clicking on the red phone button to hang up.

#### **18. Technical issues – meeting management**

If the Chair, the Hosting Officer or the Member Services Officer identifies a problem with the systems from the Council's side, the Chair should either declare a recess while the fault is addressed or, if the fault is minor (e.g. unable to bring up a presentation), it may be appropriate to move onto the next item of business in order to progress through the agenda. If it is not possible to address the fault and the meeting becomes inquorate through this fault, the meeting will be adjourned until such time as it can be reconvened.

If the meeting was due to determine an urgent matter or one which is time-limited and it has not been possible to continue because of technical difficulties, the Chief Executive, Leader and relevant Cabinet Member, in consultation with the Monitoring Officer, shall explore such other means of taking the decision as may be permitted by the Council's constitution.

For members of the public and press who experience problems during the course of a meeting e.g. through internet connectivity or otherwise, the meeting will not be suspended or adjourned.

## **19. Technical issues – Individual Responsibility (Members and Officers)**

Many members and officers live in places where broadband speeds are poor, but technical issues can arise at any time for a number of reasons. The following guidelines, if followed, should help reduce disruption. Separate guidance will be issued on how to manage connectivity – this paragraph focusses on the procedural steps. Joining early will help identify problems – see paragraph 6.

- Join public Zoom meetings by telephone if there is a problem with the internet. Before all meetings, note down or take a photograph of the front page of the agenda which has the necessary telephone numbers. Annex 1 to this protocol contains a brief step-by-step guide to what to expect
- Consider an alternative location from which to join the meeting, but staying safe and keeping confidential information secure. For officers, this may mean considering whether to come into the office, subject to this being safe and practicable (childcare etc.)
- If hosting a meeting via Zoom (briefings etc.), consider creating an additional host when setting up the meeting. The additional host can step in if the main host has problems – remember that without a host, the meeting cannot close and any information on the screens will remain on view
- Have to hand the telephone number of another member or officer expected in the meeting – and contact them if necessary to explain the problem in connecting
- Officers should have an 'understudy' or deputy briefed and on standby to attend and present as needed (and their telephone numbers to hand)
- For informal meetings and as a last resort, members and officers may be able to call another member or officer in the meeting who can put the 'phone on loudspeaker for all to hear – not ideal, but it ensures some degree of participation and continuity
- Member Services will hold a list of contact details for all senior officers

## Phone only access to zoom meetings

(Before you start **make sure you know the Meeting ID and the Meeting Password**) – Both of these are available on the agenda for the meeting

**Call the toll free number** either on the meeting agenda or on the Outlook appointment (this will start with 0800 --- ----)

(Ensure your phone is on 'speaker' if you can)

A message will sound saying *"Welcome to Zoom, enter your meeting ID followed by the hash button"*

- **Enter Meeting ID followed by #**

Wait for next message which will say *"If you are a participant, please press hash to continue"*

- **Press #**

Wait for next message which will say *"Enter Meeting Password followed by hash"*

- **Enter 6 digit Meeting Password followed by #**

Wait for the following two messages:

*"You are currently being held in a waiting room, the Host will release you from 'hold' in a minute"*

**Wait.....**

*"You have now entered the meeting"*

### Important notes for participating in meetings

Press **\*6** to toggle between **'mute'** and **'unmute'** (you should always ensure you are muted until you are called upon to speak)

If you wish to speak you can **'raise your hand'** by pressing **\*9**. Wait for the Chairman to call you to speak. The Host will lower your hand after you have spoken. Make sure you mute yourself afterwards.

## MID DEVON DISTRICT COUNCIL

**MINUTES** of a **MEETING** of the **ENVIRONMENT POLICY DEVELOPMENT GROUP**  
held on 3 November 2020 at 5.30 pm

### **Present**

#### **Councillors**

B G J Warren (Chairman)  
E J Berry, W Burke, D R Coren,  
Miss J Norton, R F Radford, R L Stanley,  
L D Taylor and J Wright

### **Also Present**

#### **Councillor(s)**

R M Deed and C R Slade

### **Also Present**

#### **Officer(s):**

Stephen Walford (Chief Executive), Jill May (Director of Corporate Affairs and Business Transformation), Darren Beer (Interim Group Manager Street Scene and Open Spaces), Andrew Busby (Group Manager for Corporate Property and Commercial Assets), Catherine Yandle (Group Manager for Performance, Governance and Data Security), Rob Fish (Principal Accountant), Vicky Lowman (Environment and Enforcement Manager), Clare Robathan (Scrutiny Officer) and Carole Oliphant (Member Services Officer)

## 35 **APOLOGIES AND SUBSTITUTE MEMBERS (0.02.56)**

There were no apologies or substitute members

## 36 **REMOTE MEETINGS PROTOCOL (0.03.07)**

The Group had before it, and **NOTED**, the \*Remote Meetings Protocol.

Note: \*Remote Meetings Protocol previously circulated and attached to the minutes

## 37 **DECLARATIONS OF INTEREST UNDER THE CODE OF CONDUCT (0.03.31)**

Members were reminded of the need to declare any interests when appropriate.

## 38 **PUBLIC QUESTION TIME (0.03.57)**

There were no questions from members of the public present

## 39 **MINUTES OF THE PREVIOUS MEETING (0.04.15)**

The minutes of the previous meeting held on 19<sup>th</sup> October 2020 were agreed as a true record

#### 40 **CHAIRMAN'S ANNOUNCEMENTS (0.04.54)**

The Chairman informed the meeting that the Cabinet had followed the recommendation of the Group with regard to the PSPO and that he and the Cabinet Member for the Environment would find a way forward to progress the PSPO. He explained that a revised PSPO would be brought back to the Group.

The Cabinet Member for the Environment explained that much of the redrafting work had already been completed and that it was hoped a special meeting of the Group could be convened in January.

The Chairman further explained that he had been in discussions with the Legal Services team and that advice would be provided to members on the different forms of legislation available and this would be discussed at the January meeting.

#### 41 **CABINET MEMBER FOR CLIMATE CHANGE (0.09.26)**

The Group Manager for Property Services and Commercial Assets gave an update to the Group on the Council's Climate Change Action Plan.

He explained that the Climate Handbook was near completion and that there had been communication with companies to provide car share schemes, electric bikes and additional electric car charging points.

The officer informed the Group that the Devon Climate Change Plan was due to go out to public consultation in December for a period of 10 weeks and that it would be brought before the Group in January so that the comments of Members could be included.

He explained that the Climate Change Officer post had been agreed and was due to be advertised shortly. The Cabinet Member for Climate Change had been speaking to universities with regard to funding and a Green Homes bid was being worked on.

He informed the meeting that additional funding was being sought for additional electric car charging points and that the solar array at Carlu Close was now live.

Consideration was given to:

- The Climate Change Action Plan concentrated on funding streams in the first 4 years after which bigger projects would be developed and defined
- The Climate Change Action Plan was a living document which would be regularly updated
- There was a robust procurement exercise completed for the installation of solar panels at Carlu Close and officers were satisfied with the supplier eventually chosen
- Officers would investigate the possibility of working with retailers to install electric car charging points at the larger retail sites in the District



## 42 DRAFT BUDGET (0.21.47)

The Group had before it, and **NOTED**, a \*report of the Deputy Chief Executive (S151) presenting the initial draft 2021/2022 Budget and options available in order for the Council to set a balanced budget and agree a future strategy for further budget reductions for 2022/23 onwards.

The Principal Accountant explained that this was the first iteration of the General Fund Budget and that the Medium Term Financial Plan was due to go to the Cabinet on 3<sup>rd</sup> December 2020.

The officer outlined the contents of the report stating that we were living in unprecedented times and the difficulties that were faced in considering a draft budget for 2021-22; this was the final year of a four year fixed funding settlement, there was uncertainty with Business Rates, the rural settlement payment, the New Homes Bonus and interest rates and that the pandemic had had a significant impact on service income. General assumptions had been provided in the report, the overall proposed deficit was shown in the report as was the impact of the pandemic on business and the standard pressures. There was a need to work with officers to make significant savings across the board and to consider revenue opportunities.

He explained that there may be a need to look at the Council's statutory services and downgrade them from the current platinum service to a silver service but this would be dependant on the priorities of Members. He explained that MDDC were currently a high performing Council and that it was a question of, if monies could be saved this way and would Members want that.

The Chief Executive stated that the dilemma for Members was what level of service they wanted to provide against what the Council could afford. He stated that the Council could provide a minimum service level or an enhanced level at an additional cost.

Consideration was given to:

- Queries with regard to 3 Rivers financing
- Queries with regard to Climate Change initiatives within the budget
- Queries with regard to the increase in the open spaces budget

The Principal Accountant stated he would provide written answers to the queries raised by Members.

Note: \*Report previously circulated and attached to the minutes

## 43 FINANCIAL MONITORING (0.58.26)

The Principal Accountant provided the meeting with a verbal report with regard to income and expenditure to date. He stated that Month 5 reporting showed a forecast deficit reduction of £1,177k to £41k as more details had been received on income streams from the Government re Covid.

#### 44 REFUSE WASTE OPTIONS (1.06.59)

The Group had before it a \*report of the Interim Group Manager for Street Scene and Open Spaces which reviewed the need to increase recycling in the District in line with the government guidelines to recycle 65% of household waste by 2035 and Devon's proposed 60% target rate by 2025.

The Officer explained possible options for future waste and recycling collections following a review carried out by WYG Consultancy including a proposed trial to ascertain viability.

He explained that East Devon District Council was one of the first to move to 3 weekly collections in 2015 and he and the Cabinet Member for the Environment were due to meet with their officers to discuss the benefits and pitfalls of the scheme.

He gave a background to the proposed trial and explained that it would take place in both urban and rural areas. He explained that pre and post surveys would take place.

Consideration was given to:

- Members concerns with regard to the ability of some communal areas to store bins and the need to individually assess these properties for alternative solutions
- Members concerns about the numbers of disposable nappies which would accumulate over a 3 week period and if there were any schemes available to recycle these
- The need to increase the education programme and getting the message to school children
- The increased costs and carbon footprint of increasing recycling collections to weekly
- The importance of following up education with enforcement for people who do not comply

It was therefore **RECOMMENDED** to the Cabinet that:

- The options in the report be considered; and
- Authority should be given for the Service to complete a trial to a limited number (around 1000) of households for a minimum of three months

(Proposed by the Chairman)

**Reason for the Decision** – To enable the Council to increase its household recycling rates in line with government guidelines.

#### Notes:

- i.) Cllrs W Burke and L D Taylor requested that their abstention from voting be recorded
- ii.) \*report previously circulated and attached to the minutes

#### 45 UTILISING COMMUNITY PAYBACK SERVICE USERS IN MID DEVON (1.53.49)

The Group had before it, and **NOTED**, a \*report of the Interim Group Manager for Street Scene and Open Spaces presenting the key aspects in utilising service users provided by DDCCRC (Dorset, Devon and Cornwall Community Rehabilitation Company).

The Officer explained that Community Payback was a punishment and a way that individuals could payback to the community. The Courts sentenced individuals to between 40-300 hours dependant on the seriousness of the crime and the service users record.

He explained that during the current restrictions the service would need to be concentrated in the Towns where welfare facilities were available.

Consideration was given to:

- Members support of the initiative
- The types of work that the service could provide and the quality of the work completed

The Cabinet Member for the Environment explained that the initial thought would be to replace the weed busting team but that all Members would be able to apply for completion of projects in their wards. He hoped that Members would apply for the use of the service.

Note: \*Report previously circulated and attached to the minutes

#### 46 WASTE AND RECYCLING AND DISTRICT OFFICER UPDATE (2.11.17)

The Group had before it, and **NOTED**, a \*report of the Interim Group Manager for Street Scene and Open Spaces presenting future options within the Street Scene Education and Enforcement Services and Recycling Service.

The Officer explained that it was not currently possible to recycle coffee pods as they were made of mixed materials but the report had provided details of how the manufacturers of these pods provided recycling options for their users.

He explained that it was possible for residents to recycle metal trays, pots and pans and that the Council was currently looking at capacity before the initiative would be made public. He confirmed that since the introduction of WEEE recycling and it is estimated over 6 tonnes had been collected.

The Environment and Enforcement Officer explained that officers were waiting for answers to questions from East Hampshire DC who had been approached to provide a trial private enforcement service for the issuing of fixed penalty notices. She explained that the aim of the trial would be to reduce street littering and dog fouling at a cost neutral service. She further explained that the provider had indicated that it would not be able to provide a cost neutral service with the current level of FPN's issued in the District and this would need to increase to 250 FPN's a month: any less than this per month would see cost implications for the Council.

The officer then provided an update on Protection Equipment for District Officers and that they were actively seeking information about possible devices.

The Chief Executive informed the meeting that the Use of CCTV policy would be presented to the Community PDG in November which would have a bearing on how all forms of surveillance camera systems could be used.

Note: \*Report previously circulated and attached to the minutes

#### 47 **PERFORMANCE AND RISK (02.25.00)**

The Group had before it a \*report of the Group Manager for Performance, Governance and Data Security providing updated information on the performance against the Corporate Plan and local service targets for 2020-21.

The officer outlined the contents of the report stating that all the Environment measures were at or close to target.

She explained that progress was being made on the Climate Change agenda and that a set of proposed measures was now included.

She explained that the report detailed new performance measures which were to be included in the Corporate Plan Performance Framework and offered Members the opportunity to express their views on the proposals.

Consideration was given to:

- Members concerns that the measures for Homes repairs had been reduced and should remain at 100%

It was therefore **RECOMMENDED** to the Cabinet that:

- The Corporate Plan Performance Framework be approved with the exception of the following measures in the Homes Portfolio which should be reset to 100%:
  - KPI Item 40 – Emergency repairs
  - KPI Item 41 – Urgent repairs
  - KPI Item 42 – Routine repairs
  - KPI Item 43 – Repairs appointments kept

(Proposed by the Chairman)

**Reason for the Decision** – To ensure that the Corporate Plan priorities and targets are effectively monitored so that key business risks can be mitigated effectively

Note: \*report previously circulated and attached to the minutes.

#### 48 IDENTIFICATION OF ITEMS FOR FUTURE MEETINGS

Members requested an update on the following for the next scheduled meeting of the Group:

- Private Enforcement
- Protection for the District Officers following consideration of the CCTV report

(The meeting ended at 8.06 pm)

**CHAIRMAN**

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## CABINET 07 JANUARY 2021

### BUDGET 2021/22 - UPDATE

**Cabinet Member** Cllr Andrew Moore, Cabinet Member for Finance  
**Responsible Officer** Andrew Jarrett, Deputy Chief Executive (S151)

**Reason for the report:** To review the revised draft budget changes identified and discuss any further changes required in order for the Council to move towards a balanced budget for 2021/22.

**RECOMMENDATION:** To consider the updated budget proposals for 2021/22 included in Appendix 1 and the Capital Programme included in Appendix 3 and agree to circulate to the Policy Development Groups for further input prior to the formal recommendation back to Cabinet and Council.

**Reason for the recommendation:** The Local Government Finance Act 1992 places a legal requirement on the Council to approve a balanced budget. The first draft of the General Fund budget for 2021/22 indicated a deficit of £3.012m. This latest version proposes measures to reduce this deficit to £490k and considers other measures to achieve the statutorily required neutrality.

**Relationship to the Corporate Plan:** To deliver our Corporate Plan's priorities within existing financial resources.

**Financial Implications:** The current budget for the General Fund shows a deficit of £490k. In addition we are predicting a funding deficit of c£2m on our General Fund in 2022/23. This highlights the need to take steps to plan for further reductions to our ongoing expenditure levels.

**Legal Implications:** None directly arising from this report, although, as above, there is a legal obligation to balance the budget. There are legal implications arising from any future consequential decisions to change service provision, but these would be assessed at the time.

**Risk Assessment:** In order to comply with the requirement to set a balanced budget, management must ensure that the proposed savings are robust and achievable. We must also ensure that the assumptions we have used are realistic and prudent. Failure to set a robust deliverable budget puts the Council at risk of not being able to meet its commitments and casts doubt on its "going concern" and VFM status.

**Equality Impact Assessment:** There are no Equalities Impact implications relating to the content of this report.

**Climate Change Assessment:** The allocation of resources will impact upon the Council's ability to implement/fund new activities linked to climate change.

## **1.0 Introduction**

- 1.1 On 19 October the first draft of the 2021/22 General Fund budget was presented to Cabinet. It indicated a looming deficit of £3.012m; a position arising significantly due to income losses as service activity has reduced due to the pandemic. Other factors were rising operational costs including an estimated inflation factor; cyclical essential maintenance costs relating to our property assets and reduced utilisation of ear marked reserves (EMRs) (NHB, NNDR smoothing reserve and the property maintenance reserve).
- 1.2 Apart from some small gains in Waste Services income relating to garden waste and the Shared Savings Agreement (SSA) with Devon County, the main area offering mitigation of these losses were Treasury ie interest receivable and interest payable. A capital accounting review also enabled us to recognise a reduced MRP provision.
- 1.3 It is worth reiterating that the 2020/21 budget, completed as it was around this time last year, does not imagine any of the impacts of Covid 19. In comparing the 2020/21 budget with the (draft) budget for 2021/22 we are comparing a pre-Covid budget with a Covid recovery budget. That is, this budget draft assumes that income streams will continue their current recovery trajectories into next year. Time will tell, how reasonable this proves to be. Covid 19 is nothing if not persistent. Whilst news of a vaccine is heartening, the discovery of new strains and announcement of tighter controls over Christmas advise caution in our expectations. Serious deterioration from the current situation would impact the achievability of this budget.
- 1.4 The “Provisional local government finance settlement: England, 2021 to 2022” has just been published (17 December) giving further funding information for next year. The government have indicated that core spending power will rise by an average of 4.5% on the assumption that Councils raise their council tax by the maximum permitted without a referendum. This includes social care authorities who may raise council tax by up to 5%, and so the benefit to district councils is demonstrably lower. After accounting for inflation and cost pressures arising from Covid 19 the true uplift to us will be marginal.
- 1.5 The Chancellor has, however, recognised that Council services have been and continue to be undeniably critical in the fight against COVID-19 with further funding to manage the budgetary impacts of the pandemic. The Government’s commitment to work with local government on the lasting impact of this crisis is to be welcomed. It will be vital that the Government guarantees the financial challenge facing councils as a result of COVID-19 will be met in full, including funding for cost pressures and full compensation for lost income and local tax losses.

## **2.0 2021/22 General Fund Budget – Revised Position**

- 2.1 The draft budget gap has been fallen from £3.012m in round 1 to £490k – a reduction of £2.52m. How this has been achieved is explained below. The Funding Settlement details have allowed us to reflect any changes arising and present more robust numbers in some important areas.



2.2 This movement is summarised in Table 1 below:

<b>Table 1 – 2021/22 Draft Budget Gap Reduction – Round 2</b>		
<b>Movements</b>	<b>Notes</b>	<b>Amount (£k)</b>
<b>21/22 Budget Shortfall (Cabinet Report 29/10/20)</b>		<b>3,012</b>
Further Net Cost Pressures identified	6	128
Net write back of annual salary increment further to the funding review		(207)
Pay award provision (LA award not set centrally)		50
Vacancy management factor		(150)
Property Maintenance specific projects review (see para 4.4)		(246)
3 weekly waste savings (Oct-Mar)		(75)
Leisure centre dual use recharge		(20)
Revised HRA Recharges		9
Treasury Update	4	(105)
Minimum Revenue Provision (MRP) reduction		(136)
EMR Amendments	6	
NNDR Smoothing Reserve		(450)
EMR Surrender Review		(224)
Property Maintenance Annual Provision Forfeit		(182)
New Homes Bonus	3	124
NNDR - 21/22 deficit	1	400
Council Tax Forecast Adjustment	2	(76)
Income Protection Scheme (Apr-Jun)	1/5	(220)
Collection Fund Protection Scheme	1	(350)
Funding Settlement 17/12/20		
Lower Tier Services Grant		(179)
NHB (increase from £777k to £959k = £182k - see note)	3	(182)
Rural Services Delivery Grant increment		(23)
Covid 19 Non Ring-fenced Grant		(408)
<b>Draft Budget Gap for 2021/22 (Cabinet)</b>		<b>490</b>

**Table Notes:**

1	These lines are particularly subject to a financial health warning. They are the best estimates of the s151 officer based on the advice received from central government at the current time. Any adverse movement in these numbers will require support from general fund reserves in order to balance this budget.
2	<p>The total budgeted Council share of Council Tax Net Collectable Debt is included in this budget at £6,114,620. This based on a collection rate of 96%. The increment of £76k in this round of the budget draft represents an increase in the collection rate from 95% to 96%. In non Covid times the collection rate would be expected to be 98%. If a collection rate of 98% were applied to this draft, the Net Collectable Debt would rise by £127,400 to £6,242,020.</p> <p>The Funding Settlement has also confirmed that Councils may increase Council Tax by 1.99% or £5. The benefit arising to MDDC from this increment is £24k. Subject to Council approval, round 1 of the budget already included an increment of £5 (Band D increases to £213.84), so no further amendment is required.</p>

3	The Funding Settlement announced an increase to NHB funding and an extension to the scheme for another year. MDDC will therefore receive an additional £182k in 2021/22. New Homes Bonus has the benefit of being available for revenue or capital expenditure and so on receipt are moved to reserves to be drawn down upon in due course according to requirement.
4	This reflects a reduction in interest payable partly offset by an decrease in interest receivable further to an update of spending plans and recognition of falling interest rates.
5	The Funding Settlement also announced an extension to the Income Protection Scheme (IPS) for 3 months. The 2020/21 year scheme compensates for 75% of calculated losses. Details of the extended scheme will be published in June 2021.
6	"Further Net Cost Pressures Identified" includes net reduction in EMR utilisation of £58k.

### 3.0 Funding Settlement Impacts

- 3.1 It was confirmed that Councils could raise Council Tax by 1.99% or £5 whichever is higher. As the £5 allowance was already included in budget draft round 1, this confirms that treatment. The additional funding accruing to MDDC from this dispensation is £24k.
- 3.2 A new Lower Tier Services Grant has been introduced - £111m of which MDDC share is £179k. This partly in response to the current circumstances and there is no guarantee that it will be ongoing.
- 3.3 New Homes Bonus grant has been revisited with a total allocation in England of £196m. MDDC will receive an additional £182k in 2021/22 ie total £959k. This scheme had previously been scheduled to end in 2023/24. However, the Government has now set out an intention to hold a consultation on the future of the New Homes Bonus, with a view to implementing reform in 2022/23.
- 3.4 The Rural Services Delivery Grant will be £85 million in 2021/22. This is an increase of £4 million compared to 2020/21. The Government is minded to retain the current method of distributing the grant ie the bottom line to MDDC is an additional £23k over round 1 (which was set up par with 2020/21).
- 3.5 Government has released a series of tranches of non-ring fenced Covid 19 grants to allow Councils to counter the impacts of the pandemic. The first was released in March 2020 and the total to date is £1.2m. A further tranche of £1.55 billion has been announced to meet expenditure pressures in 2021/22, distributed using the "COVID-19 Relative Needs Formula." Hence, this Council's share will be £408k.
- 3.6 The Government has proposed a continuation of the Sales, Fees, and Charges compensation scheme for the first three months of 2021/22 and to use a quarter of each council's 2020/21 budgeted income as the baseline from which to assess losses. Using this basis a prudent estimate of £220k receivable has been included in this round.
- 3.7 The Income Compensation Scheme for 2020/21 is now live. The first return has been submitted and £530k received in response. The second return was due on 23 December with £740k under claim. Prudent interpretation of the guidelines which accompany this scheme indicate that MDDC will receive

c£1.6m. However this will not be confirmed until the final reconciliation which was scheduled for May 2021.

- 3.8 The Funding Settlement also shared details of how losses in scope of the guarantee to compensate for 75 per cent compensation of irrecoverable 2020/21 business rates and council tax losses will be measured. Whilst there is no explicit mention of this scheme applying to 2021/22, it is conceivable that support will be forthcoming to alleviate pressures arising here.

#### **4.0 Other Impacts**

- 4.1 Recent confirmation that the public sector pay rise for next year would be limited to a £250 increment for those earning less than £25k gives a strong indication how the Local Authority settlement will be made. As such the 2% provision made in round 1 has been reversed (whilst providing for the £250 uplift where applicable) reducing the gap by £207k. However, in recognition that Local Authority rises are settled independently of the public sector generally, provision is made for a reduced settlement.
- 4.2 A £150k provision is also made to accommodate a vacancy management factor. Indeed, services often hold open vacancies whilst they evaluate their ongoing requirement and of course, the recruitment process has its own lead time. In many ways therefore, this is simply formal recognition of current practice.
- 4.3 In round 1 the net collectable debt for Council Tax was based on a collection rate of 95%. Recent collection performance suggests this is slightly pessimistic. Hence this rate has been raised to 96% resulting in an additional £76k funding to MDDC. NNDR numbers remain subject to revision when the NNDR1 form is completed in January. This will then be available for the final draft of this budget.
- 4.4 The Council has a 30 year cyclical programme of essential property maintenance. This contributed £830k of cost to the round 1 draft. After close scrutiny, it is felt that elements of this programme can be delayed until future years. This has benefited the gap by £246k although there are caveats due to the safety implications. As this expenditure will still need to be incurred, it is not an overall saving and will not be a benefit during the period of the MTFP.
- 4.5 Transition to 3 weekly waste collection is estimated to save this Authority £150k per year along with environmental benefits – not least increased recycling. MDDC are initiating a 3 month trial in June which, if it is subsequently rolled out, would save c£75k next year.
- 4.6 Further MRP savings of £136k are recognised further to a review of finance leases, with part of the benefit relating to the delay in the implementation of International Financial Reporting Standard 16 – Lease Accounting (IFRS 16).
- 4.7 Falling interest rates and an update of the Council's borrowing requirement, particularly in the light of 3 Rivers' aspirant activity have reduced net cost by £105k.
- 4.8 Further cost pressures of £128k include confirmation of the terms of the Climate and Sustainability Specialist role and a rework of expected Covid 19 income losses due to the impacts of the November lockdown on their recovery, along with numerous smaller budgetary refinements.

- 4.9 A review early this year of EMRs held, highlighted some small areas where they were not required and so available for release. Recognising these now has funded £224k of deficit.

## **5.0 Capital Programme**

- 5.1 A revised version of the capital programme is included in appendix 3. This includes the latest data in respect of 3 Rivers Development Limited with those items subject to approval noted accordingly.

## **6.0 Conclusion**

- 6.1 Along with many Local Authorities, the financial challenges facing this Council are immense. A difficult position with significant uncertainties surrounding future funding, has been compounded by the need to maintain essential services whilst losing critical income streams.
- 6.2 There has been some recognition of this from Government and it has contributed to substantial progress being made in reducing the budget gap for 2021/22 to £490k. This does however, represent a significant remaining challenge.
- 6.3 Councils, however, need clarity and certainty about how all local services will be funded over the next few years and beyond. Next year we need a multi-year settlement which must reflect an understanding of the lasting impact the COVID-19 pandemic has had on both service demands and revenue raising.
- 6.4 Moving forward Members and officers need to look to the pressures over the next few years reflected in our MTFP and our need to address ongoing pressures which cannot be satisfactorily addressed by the one-off use of reserves.
- 6.5 In order to conclude the statutory budget setting process, this updated draft budget position will go through Cabinet, another round of PDG's, Scrutiny, and a final meeting of the Cabinet before being agreed at Full Council on the 24 February 2021. During this period officers will continue to identify and examine further savings possibilities that can reduce the current budget gap.

**Contact for more information:** Andrew Jarrett – Deputy Chief Executive (S151) / [ajarrett@middevon.gov.uk](mailto:ajarrett@middevon.gov.uk) / 01884 234242

**Background Papers:** Provisional Settlement Email  
LGA Provisional Local Government Finance  
Settlement 2021/22 On the Day Briefing

**Circulation of the Report:** Leadership Team, Cabinet Member for Finance,  
and Group Managers

## GENERAL FUND REVENUE ACCOUNT DRAFT BUDGET SUMMARY 2021/22

		Budget 2020/2021	Movement	Draft Budget 2021/2022 Round 1	Movement	Draft Budget 2021/2022 Round 2
Notes		£	£	£	£	£
Cabinet	2	5,433,721	292,620	5,726,341	1,028,662	6,755,003
Community		2,890,445	1,546,959	4,437,404	(1,403,213)	3,034,191
Economy		(549,012)	261,002	(288,010)	(29,340)	(317,350)
Environment		3,736,850	318,215	4,055,065	(242,356)	3,812,709
Homes		303,880	69,180	373,060	19,950	393,010
<b>TOTAL NET DIRECT COST OF SERVICES</b>	1/4	<b>11,815,884</b>	<b>2,487,976</b>	<b>14,303,860</b>	<b>(626,297)</b>	<b>13,677,563</b>
Net recharge to HRA		(1,481,630)	(44,449)	(1,526,079)	58,069	(1,468,010)
Provision for the financing of capital spending		1,052,154	(184,144)	868,010	(136,290)	731,720
<b>NET COST OF SERVICES</b>		<b>11,386,408</b>	<b>2,259,383</b>	<b>13,645,791</b>	<b>(704,518)</b>	<b>12,941,273</b>
PWLB Bank Loan Interest Payable						
Finance Lease Interest Payable		48,340	111,070	159,410	-	159,410
Interest from Funding provided for HRA		(49,000)	2,600	(46,400)	-	(46,400)
Interest Receivable / Payable on Other Activities	3	439,878	(122,998)	316,880	(176,360)	140,520
Interest Received on Investments		(568,322)	(135,968)	(704,290)	71,120	(633,170)
Transfers into Earmarked Reserves	5	2,597,050	(639,978)	1,957,072	404,300	2,361,372
Transfers from Earmarked Reserves	5	(1,369,370)	(169,025)	(1,538,395)	(679,545)	(2,217,940)
Proposed Contribution from New Homes Bonus Reserve	5	(960,540)	522,040	(438,500)	-	(438,500)
<b>TOTAL BUDGETED EXPENDITURE</b>		<b>11,524,444</b>	<b>1,827,124</b>	<b>13,351,568</b>	<b>(1,085,003)</b>	<b>12,266,565</b>
<b>Funded by: -</b>						
Revenue Support Grant		-	-	-	-	-
Lower Tier Services Support Grant		-	-	-	(179,252)	(179,252)
Rural Services Delivery Grant		(466,700)	-	(466,700)	(23,042)	(489,742)
Covid19 Non Ringfenced Grant		-	-	-	(407,699)	(407,699)
Covid19 Income Compensation Schemes	12	-	-	-	(570,000)	(570,000)
New Homes Bonus	6	(1,418,190)	641,440	(776,750)	(182,000)	(958,750)
Retained Business Rates	7/8	(3,312,727)	255,320	(3,057,407)	(3)	(3,057,410)
Business Rates Pooling Dividend	9	(150,000)	150,000	-	-	-
CTS Funding Parishes		-	-	-	-	-
Collection Fund Surplus/Deficit	11	(112,000)	112,000	-	-	-
Council Tax (28,239.34 x £213.84)	10	(6,064,827)	26,127	(6,038,700)	(75,920)	(6,114,620)
<b>TOTAL FUNDING</b>		<b>(11,524,444)</b>	<b>1,184,887</b>	<b>(10,339,557)</b>	<b>(1,437,916)</b>	<b>(11,777,473)</b>
<b>REQUIREMENT TO BALANCE THE BUDGET</b>		<b>-</b>	<b>3,012,011</b>	<b>3,012,011</b>	<b>(2,522,919)</b>	<b>489,092</b>

**Current Assumptions: -**

1. The annual salary increment has been reduced in line with public sector arrangements detailed in the Funding Settlement.
2. Income flows have been reviewed and adjusted for changes in demand and unit price. Provision has been made to reflect the estimated impacts of the pandemic assuming recovery continues according to current trends in this line.
3. Investment income has been based upon the existing lending criteria now in force.
4. Support services have been calculated in accordance with the annual process.
5. All earmarked reserves have been reviewed and adjustment made based upon existing need.
6. New Homes Bonus receipts based on the latest announcements in the Funding Settlement.
7. Retained Business Rates - s31 grant relating to 100% relief for Retail, hospitality and Leisure in 2020/21 will compensate for deficit brought forward and has been included in this line.
8. Any business rates deficit brought forward from 2020/21 is expected to be funded from EMR and so is not included as a pressure here.
9. It is assumed that in the shadow of Covid 19, there will be no dividend from the Devon Business Rates Pool in 2021/22.
10. Council Tax has been increased by £5 (the higher of £5 or 2%) from £208.84 to £213.84. Confirmation of this treatment was received in the Funding Settlement.
11. As with NNDR, any Council Tax deficit brought forward from 2020/21 is expected to be funded from EMR and so is not included as a pressure above.
12. This line relates to receipts in respect of compensation schemes for revenue losses arising in year from the pandemic. It is subject to a financial health warning and represents the best estimates of the s151 officer based on the advice received from central government at the current time. Any adverse movement in these numbers will require support from general fund reserves in order to balance this budget.

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# 2021-22 BUDGETS

Appendix 2

## Transfers into Earmarked Reserves

SERVICE	EMR		Total	PLANT BUDGET	EQUIPMENT BUDGET	VEHICLES BUDGET	OTHER BUDGET	NEW HOMES BONUS
IE435	EQ653	NEW HOMES BONUS GRANT	958,752					958,752
IE440	EQ659	NNDR Smoothing EMR	400,000				400,000	
PS990	EQ685	FORE STREET MAINT S.FUND	0					
PS992	EQ685	MARKET WALK MAINT S.FUND	0					
CP540	EQ686	PAYING CAR PARKS (MACHINE REPLACEMENT SINKING FU	3,000		3,000			
LD201	EQ720	ELECTION COSTS - DISTRICT	25,000				25,000	
LD300	EQ721	DEMOCRATIC REP & MANAGEMENT	5,000				5,000	
PR810	EQ728	STATUTORY DEVELOPMENT PLAN	100,000				100,000	
EQ754	EQ754	PHOENIX PRINTERS EQUIP SFUND	2,200		2,200			
EQ755	EQ755	ICT EQUIPMENT SINKING FUND	189,500		189,500			
EQ756	EQ756	FLEET CONTRACT FUND	559,600			559,600		
IT300	EQ759	MOBILE PHONE CONTRACT	5,000		5,000			
GM960	EQ760	GROUNDS MAINTENANCE	15,820	15,820				
EQ761	EQ761	RECYCLING PLANT SFUND	20,000	20,000				
EQ763	EQ763	RECYCLING MAINTENANCE SINKING FUND	0					
PS880	EQ765	BUS STATION	0					
ES100	EQ766	CEMETERIES	0					
ES450	EQ767	PARKS & OPEN SPACES	0					
RS140	EQ837	LEISURE SINKING FUND	75,000		75,000			
PS980	EQ837	Property maintenance - new	0					
WS710	EQ839	WASTE PRESSURE WASHER	2,500		2,500			
TOTAL			2,361,372	35,820	277,200	559,600	530,000	958,752

2020/2021 Budget

34,360 272,200 559,600 130,000 1,418,190

Movement

1,460 5,000 - 400,000 (459,438)

**2021-22 BUDGETS**

Appendix 2

**Transfers from Earmarked Reserves**

SERVICE	EMR	Description	TOTAL	UTILISE NHB	OTHER
EQ638	EQ638	DEV CONT LINEAR PARK	(4,170)		(4,170)
EQ640	EQ640	W52 POPHAM CLOSE COMM FUND	(1,950)		(1,950)
EQ641	EQ641	W67 MOORHAYES COM DEV FUND	(1,630)		(1,630)
EQ642	EQ642	W69 FAYRECROFT WILLAND EX WEST	(4,620)		(4,620)
EQ643	EQ643	W70 DEVELOPERS CONTRIBUTION	(6,650)		(6,650)
EQ644	EQ644	DEV CONT WINSWOOD CREDITON	(3,080)		(3,080)
ES733	EQ652	PUBLIC HEALTH	(53,130)		(53,130)
PR402	EQ652	CULLOMPTON HAZ	(15,000)		(15,000)
CD200	EQ653	COMMUNITY DEVELOPMENT	(45,000)	(45,000)	
PR400	EQ653	BUSINESS DEVELOPMENT	(80,000)	(80,000)	
EQ755	EQ653	ICT EQUIPMENT SINKING FUND	(189,500)	(189,500)	
PR402	EQ653	CULLOMPTON HAZ	(124,000)	(124,000)	
IE440	EQ659	NNDR Smoothing EMR	(3,537,610)		(3,537,610)
PR402	EQ722	CULLOMPTON HAZ	(30,000)		(30,000)
PR810	EQ726	BROWNFIELD SHARED PLAN	(36,263)		(36,263)
PR400	EQ728	BUSINESS DEVELOPMENT	(60,000)		(60,000)
PR810	EQ728	STATUTORY DEVELOPMENT PLAN	(86,270)		(86,270)
PR810	EQ729	CUSTOM & SELF BUILD	(45,000)		(45,000)
HG320	EQ742	HOMELESSNESS EMR	(178,740)		(178,740)
FP100	EQ755	ICT EQUIPMENT SINKING FUND	(20,000)		(20,000)
EQ756	EQ756	FLEET CONTRACT FUND	(524,060)		(524,060)
CS932	EQ776	CUSTOMER FIRST	(19,362)		(19,362)
IE420	EQ777	C/Tax Smoothing EMR	(101,530)		(101,530)
PR810	EQ821	NEIGHBOURHOOD PLANNING FUNDING	(13,200)		(13,200)
PR225	EQ824	GARDEN VILLAGE PROJECT	(338,000)		(338,000)
LD100	NEW	ELECTIONS	(45,000)		(45,000)
	EQ653	RELEASING OF RESERVES TO SUPPORT THE GENERAL FUND IN THE FIRST YEAR OF REDUCTION OF HRA RECHARGES	(58,069)	(58,069)	
	EQ660	RELEASING OF RESERVES TO FUND THE 21/22 GF BUDGET	(223,746)		(223,746)
	EQ700	RELEASING OF RESERVES TO FUND THE 21/22 GF BUDGET	-		
<b>TOTAL</b>			<b>(5,845,580)</b>	<b>(496,569)</b>	<b>(5,349,011)</b>

2020/2021 Budget

(960,540)

(1,369,370)

Movement

463,971

(3,979,641)



	Estimated Capital Programme 2021/22 £k
<b><u>Exe Valley Leisure Centre</u></b>	
Evlc - Boilers and CHP	122
Evlc - Fitness Studio renewal of equipment	153
<b><u>Culm Valley sports centre</u></b>	
Cvsc - remodelling dance studio	153
Cvsc - Squash court conversion to fitness	204
	<b>Total Leisure 632</b>
<b><u>MDDC Shops/industrial Units</u></b>	
Market Walk Unit 17 - remodelling options	510
<b><u>Other Projects</u></b>	
Hydromills Electricity generation Project - Tiverton Weir	800
	<b>Total Other 1,310</b>
<b><u>HIF Schemes</u></b>	
Cullompton Town Centre Relief Road (HIF bid)	4,141
Tiverton EUE A361 Junction Phase 2 (HIF bid)	4,700
	<b>Total HIF Schemes 8,841</b>
<b><u>ICT Projects</u></b>	
Additional Unified Communications budget	30
Hardware replacement of Network Core Switch	80
	<b>Total ICT 110</b>
<b><u>Private Sector Housing Grants</u></b>	
Disabled Facilities Grants--P/Sector	577
	<b>Total PSH Grants 577</b>
	<b>TOTAL GF PROJECTS 11,470</b>
<b><u>Other General Fund Development Projects</u></b>	
* 3 Rivers Scheme - Bampton	503
3 Rivers Scheme - Riverside Development (rear of Town Hall) Tiverton	430
* 3 Rivers scheme - Knowle Lane, Cullompton (note slippage from 20/21 will fund planned spend in 21/22)	0
* 3 Rivers Scheme - Park Road	1,250
<b>* These schemes require signed loan agreements before they can be progressed further</b>	
	<b>TOTAL GF OTHER DEVELOPMENT PROJECTS 2,183</b>
	<b>GRAND TOTAL GF PROJECTS 13,653</b>
<b><u>HRA Projects</u></b>	
<b><u>Existing Housing Stock</u></b>	
Major repairs to Housing Stock	2,275
Renewable Energy Fund	250
Home Adaptations - Disabled Facilities	300
<b>* <u>Housing Development Schemes</u></b>	
HRA Building Schemes - to be identified (note slippage from 20/21 will fund schemes in 21/22)	0
Garages Block - Redevelopment	408
Affordable Housing/ Purchase of ex RTB	500
Waddeton Park, Post Hill, Tiverton (note slippage from 20/21 will fund planned spend in 21/22)	0
<b>* Proposed Council House Building / Other schemes subject to full appraisal</b>	
	<b>GRAND TOTAL HRA PROJECTS 3,733</b>
	<b>GRAND TOTAL GF + HRA Projects 17,386</b>

[FUNDING](#)

**MDDC Funding Summary**

**General Fund**

	2021/22 £k
<b>EXISTING FUNDS</b>	
Capital Grants Unapplied Reserve	577
Capital Receipts Reserve	88
NHB Funding	1,014
Other Earmarked Reserves	150
HIF Funding	8,358
<b>Subtotal</b>	<b>10,187</b>
<b>NEW FUNDS</b>	
PWLB Borrowing	3,466
<b>Subtotal</b>	<b>3,466</b>
<b>Total General Fund Funding</b>	<b>13,653</b>

**Housing Revenue Account**

	2021/22 £k
<b>EXISTING FUNDS</b>	
Capital Receipts Reserve	951
NHB Funding	21
HRA Housing Maintenance Fund	88
Other Housing Earmarked Reserves	2,673
<b>Subtotal</b>	<b>3,733</b>
<b>NEW FUNDS</b>	
PWLB Borrowing	0
Revenue Contributions	0
<b>Subtotal</b>	<b>0</b>
<b>Total Housing Revenue Account Funding</b>	<b>3,733</b>
<b>TOTAL FUNDING</b>	<b>17,386</b>

## ENVIRONMENT PDG

12 JANUARY 2021

**Cabinet Member(s):** Cllr Elizabeth Wainwright, Cabinet Member for Climate Change

**Responsible Officer:** Andrew Busby, Group Manager for Corporate Property and Commercial Assets

**Reason for Report:** To provide Members with a copy of the Interim Devon Carbon Plan that is currently out for consultation until 15 February 2021.

**Recommendation:** For the Environment PDG to provide Cabinet with their thoughts and feedback on the Interim Devon Carbon Plan.

**Financial Implications:** All actions within the Interim Devon Plan are subject to the budget available to budget approval.

**Budget and Policy Framework:** The Council declared a Climate Emergency on 26 June 2019, but there has been no dedicated budget set to date. Any projects or workstreams that are likely to incur more than negligible costs outside budget will need formal approval through Cabinet and Council.

**Legal Implications:** None directly arising, but there will be implications arising from planned projects and decisions brought forward to deliver progress on cutting our carbon footprint; those implications and whole life carbon costings will be considered as part of those projects.

**Risk Assessment:** The Climate Change risk assessment will be reviewed and managed via the Council's SPAR system and will be regularly reported to the Audit Committee.

**Equality Impact Assessment:** The impact on equality will be considered for each action within the plan by the Citizens' Assembly panel.

**Relationship to Corporate Plan:** A Sustainable Planet – Environment.

**Impact on Climate Change:** The Full Council declared a Climate Emergency and as part of that commitment, the Council agreed to produce a Carbon footprint baseline.

### 1.0 Introduction

- 1.1. The Council has declared a Climate Emergency and aims to become carbon neutral by 2030. Carbon neutrality is a term used to describe the actions that organisations, businesses and individuals can take to remove as much carbon dioxide from the atmosphere as each puts in to it. The overall goal of carbon neutrality is to achieve a zero carbon footprint. To become carbon neutral we needed to accurately measure our carbon footprint and create a baseline against which future changes can be measured. The assessment needed to establish a baseline from which to measure the reductions that we plan to make via our action plan and make informed recommendations to Members.

- 1.2. Following the recent climate change declaration by councils across Devon, there are now two emerging work streams; an internal organisation focus on reducing CO2 emissions to (net) zero; and the wider agenda looking at reducing emissions across the whole Mid Devon area. Clearly, the first of these is much more of a process that a) the Council can manage/monitor/influence; and b) can control to a significant degree, as it relates to our own assets and operational base. For the wider piece linked to the whole of the Mid Devon area achieving net zero emissions, this is work that DCC will be initiating linked to baselining work being undertaken for the whole county. However, as a District we will work as a partner with local businesses, organisations, community groups and other residents to support the District's journey to net zero. As we learn figures for the whole District's CO2 footprint, we will be able to do this more effectively.
- 1.3. The definition of a carbon footprint is the amount of carbon dioxide released into the atmosphere as a result of the activities of a particular individual, organisation, or community. A carbon footprint is measured in tonnes of carbon dioxide equivalent (tCO2e) and CO2e is calculated by multiplying the emissions of each of the greenhouse gases (GHG) by its 100 year global warming potential (GWP).
- 1.4. Having a net zero carbon footprint, refers to achieving net zero carbon dioxide emissions by balancing carbon emissions with carbon removal (often through carbon offsetting) or ideally, by eliminating carbon emissions altogether (the transition to a post-carbon economy). It is used in the context of carbon dioxide releasing processes associated with transportation, energy production, agriculture and commercial/industrial processes.
- 1.5. Impacts of climate change on our wider ecosystem also needs to be considered as part of our climate change journey (i.e. availability of water, changing natural habitats and landscapes). Taking one example the Council prepared and consulted upon a draft Green Infrastructure Plan (GIP) in 2011, the Green Infrastructure Assessment (Section 2 of the GIP) was then revised to take account of comments from residents and other stakeholders. Other planning policies have links to Biodiversity and these will be listed and signposted on an updated web page for Climate Change.

## 2.0 Devon Climate Emergency

- 2.1 The Council are part of the tactical group for the Devon-wide carbon plan. The group met most recently on 5 August 2020. DCC are also business planning for the offer of a local power purchase agreement between large energy consumers in Devon and community-owned renewable energy, and we are talking to DCC about this.
- 2.2 More widely, the tactical group is a key link for the synchronising of MDDC's climate plans with Devon-wide plans. The Devon Climate Emergency put out a call for evidence to contribute to the Devon Carbon Plan -- the group received almost 900 submissions, mostly from individuals, and a summary of submissions by theme can be viewed here: <https://www.devonclimateemergency.org.uk/devon-carbon-plan/call-for-evidence/>

- 2.3 Some of the suggestions have been reviewed and incorporated into our own plan, and others will need to be discussed as part of our NZAG and Mid Devon Climate Conversations.

### **3.0 The Interim Devon Carbon Plan- Annex A**

- 3.1 The consultation of the Interim Devon Carbon Plan went live on 7 December 2020 and residents will have the chance to shape the county's roadmap to creating a net zero Devon. The Devon Climate Emergency group have estimated the emissions and therefore the Carbon Footprint in Mid Devon as 911,349 tc02e.
- 3.2 The consultation, which opened on Monday 7th December 2020 and runs for 10 weeks, allows the public to offer their thoughts and feedback on the plan. This is the chance for residents to have their say on Devon's collective response to the global climate emergency.
- 3.3 The Net-Zero Task Force (a group of fifteen experts in areas including renewable energy, transport, planning and the built environment) has been developing the plan for creating a net-zero Devon. The consultation follows a series of hearings chaired by experts and an evidence gathering stage of more than 893 submissions of ideas and evidence by the public. This is the pivotal next step towards producing the Final Devon Carbon Plan, which will follow the Citizens' Assembly, now in 2021 due to the Covid-19 pandemic.
- 3.4 The Devon Climate Emergency (DCE) partnership, which is made up of 25 organisations, wants to hear your views on the key actions in the plan that are deemed necessary to create a thriving net-zero Devon.
- 3.5 The Devon Climate Emergency (DCE) partnership, which is made up of 25 organisations, wants to hear your views on the key actions in the plan that are deemed necessary to create a thriving net-zero Devon.
- 3.6 All the actions are based on the latest evidence and address the suggestions from the public call for evidence. The topics range from active travel, renewable energy, and improved air quality to better insulation and warmer homes, reduced fuel poverty and eating more balanced diets. These actions will help to create a fairer, healthier and stronger Devon. Additionally, they highlight issues that are more challenging to implement. These will be prioritised for discussion at the Citizens' Assembly in 2021 to ensure the recommendations in the Final Devon Carbon Plan reflect the views of Devon's citizens. The more people who take part in the consultation, the stronger our argument becomes, the more momentum we create and the more likely we are to realise our goals. Together, we can build back better and create a net-zero Devon where people and nature thrive.

### **4.0 District-wide community engagement**

- 4.1. Devon-wide Citizens Assemblies to discuss the climate crisis and seek input from residents were planned, but the Covid19 crisis has pushed these back to 2021. At a more local level, Cllr Wainwright had hoped to host in-person 'Mid

Devon Climate Conversations' with town, parish, community group and business representatives, to encourage networking and collaboration, and to listen to ideas, questions and information. The Covid19 crisis has meant we have had to put in-person meetings on hold, but in the meantime, we have been hosting online discussions. Content from these discussions will be documented and considered as the Council moves forward with this work, and as part of the Net Zero Advisory Group. This agenda is one that many people are interested in and have expertise in, which the council can benefit from. It is also a good opportunity to improve community engagement.

- 4.2. We are mapping district-wide groups and initiatives that are working on the net zero carbon agenda, to support residents to connect and learn more. We will put this on our website.
- 4.3. Members are of course continued to be invited to be part of the Climate Conversations mentioned above. In addition, please feel free to share articles, ideas and suggestions as we move forward with this work. It is a topic that goes beyond any one political party, and a collaborative approach will help us tackle this complex issue at a local level.

## **5.0 Mid Devon Updated and New Related Policy, Plans and Strategies.**

- Corporate Plan 2020-2024
- Climate Strategy and emerging Climate Action Plan
- Mid Devon Core Strategy 2007-2026
- Local Plan 2013 - 2033
- Forward Planning/Local Plan documents
- Green Infrastructure Assessment
- Housing Strategy
- Asset Management Plan

### **List of Background Papers:**

- Cabinet report 19 December 2019 Update on carbon baseline.

<https://www.middevon.gov.uk/residents/planning-policy/adopted-local-plan-evidence/green-infrastructure-assessment/>

- A vision for green infrastructure was then produced that can be reviewed as part of our journey: <https://www.middevon.gov.uk/media/114235/vision-and-strategic-objectives.pdf> .
- As part of our Local Plan review on sustainability appraisal dated January 2017 can be found here: <https://www.middevon.gov.uk/media/342723/sustainability-appraisal-update-2017.pdf> this also links into biodiversity across the District.

**Contact for more information:** Andrew Busby / [abusby@middevon.gov.uk](mailto:abusby@middevon.gov.uk)

**Circulation of the report:** Cllr Wainwright, Cabinet, Leadership Team

# THE INTERIM DEVON CARBON PLAN SUMMARY

Creating a resilient net-zero carbon Devon –  
where people and nature thrive

## 1. CLIMATE CHANGE – WHY DO WE NEED TO ACT NOW?

### 1.1 Effects and Impacts

Our planet's climate is changing and warming at an accelerating rate. 2019 saw the UK's hottest ever recorded temperature and the warmest winter temperature.<sup>1</sup> Globally, 2020 is on course to be the hottest year since records began.<sup>2</sup> The increased levels of greenhouse gases (GHG) from human activities mean we are trapping more heat and causing our planet to warm at an unprecedented rate.<sup>3</sup>

This warming is causing more extreme storms, droughts, heat waves, melting ice, ocean acidification and rising sea levels. The changes to the climate system result in a range of impacts from flooding to food insecurity, health impacts, migration of people and unparalleled loss of biodiversity. Climate change is not just an environmental problem. It has been described as “humanity’s greatest threat” by Sir David Attenborough;<sup>4</sup> as the “biggest threat to the global economy” by the World Economic Forum;<sup>5</sup> and as the “greatest threat to global security” by the UN Security Council.<sup>6</sup> As the climate continues to change, the scale and frequency of impacts will increase, as will the economic costs of not taking action.<sup>7</sup> **The science is clear: we are in a climate emergency and need to act now to reduce carbon emissions to limit global temperature rise to below 1.5°C.**<sup>8</sup>

### 1.2 The Opportunity

It is possible to achieve multiple benefits for society whilst addressing the climate and ecological emergency.

It is an opportunity to **create a fairer, healthier, more resilient and more prosperous society**. Those most affected by climate change need more of a say in how we respond, and our actions to mitigate climate change must be aligned with goals for public health improvement, green growth and the reduction of social vulnerability.<sup>9</sup>

Encouraging everyone to be more active by walking and cycling; improving air quality through the electrification of vehicles; insulating our homes to make them warmer; and eating more balanced diets will all **improve public health and reduce pressures on the NHS.**<sup>10</sup>

There is considerable potential for the transition to clean technologies to **create new jobs and skills** requirements, **improve our national energy security** and **increase economic prosperity** – nationally and locally in Devon. Retrofitting energy efficiency measures into existing housing will **reduce fuel poverty** and illnesses associated with cold homes and subsequently provide enhanced **opportunities for work and study.**<sup>10</sup>

Enhancing the ability of habitats along our coast, in our countryside and in our villages, towns and cities to store carbon offers tremendous opportunities to **reverse the decline of biodiversity** and restore the benefits healthy ecosystems provide. These include **reduced flood risk, improved water and air quality, nutritious food, timber and fuel, and accessible greenspace.**

The Devon Climate Emergency project aims to create a resilient net-zero carbon Devon – where people and nature thrive.

## 2. INTRODUCTION

### 2.1 Background

In May 2019, a partnership formed to respond to the climate and ecological emergency in Devon (including the areas of Plymouth and Torbay). Its members represent public bodies, private sector interests, environmental organisations and academic institutions.

The Devon Climate Emergency partners invited a Net-Zero Task Force of fifteen specialists to create an evidence-led Devon Carbon Plan recommending a pathway to achieve net-zero emissions and the earliest credible date to do so. A separate body, the Climate Impacts Group, is producing a Devon, Cornwall and Isles of Scilly Adaptation Plan to help prepare communities to live in a warmer and more resilient world.

### 2.2 What does Net-Zero Mean?

*“‘Net-zero’ emissions means that the total of active removals from the atmosphere offsets any remaining emissions from the rest of the economy”<sup>11</sup>*

For Devon to become net-zero, overall, the emissions produced and put into the atmosphere and the emissions removed must balance. Emissions can be removed from the atmosphere through initiatives such as planting trees or restoring peat bogs, as plants absorb carbon dioxide from the air. This is often termed ‘offsetting’.



## 2.3 A Roadmap for Devon to Achieve Net-Zero

This Plan lays out a roadmap for Devon to achieve **net-zero carbon by 2050 at the latest**, with an interim target of **50% reduction by 2030 below 2010 levels**. Five-year carbon budgets are proposed that set a declining emissions cap between now and 2050 for Devon to remain on track to meet these targets. The **Plan is frontloaded with impactful actions** to support the partners that have set earlier net-zero targets for their areas and activities.

The Plan outlines how everyone in Devon can work together to reduce our emissions to net-zero. It highlights the barriers that need to be overcome and where collaboration with national government is needed to do so. It also presents the opportunities and co-benefits of the transformations required.

Based on the work of the Committee on Climate Change, the net cost (sum of costs minus benefits) to achieve net-zero carbon in Devon in 2050 is estimated to be £895 million per year. This equates to 1.5% of the area's projected 2050 Gross Domestic Product (GDP) and £661 per resident per year.<sup>12</sup>

It is important to note that this is not the investment cost: Essentially this is the funding required for which there is not currently a financial investment opportunity. There will be opportunities for unanticipated technology innovation over the next three decades to bring about investment opportunities to reduce this figure, but it's likely there will remain costs to be sought from philanthropic grant funding and the public sector, principally from national government via taxation. The Committee on Climate Change acknowledges that if the wider social benefits to human health and the environment from achieving net-zero can be monetised, then these would "partially or

possibly even fully" offset the net costs.

Bringing the date forward from 2050, to achieve net-zero ahead of the national timetable, would be challenging and more costly.

Achieving net-zero carbon by 2030 would increase the estimated annual net cost to Devon to about £2,522 million per year (6.6% of the area's projected 2030 GDP) and £1,992 per resident per year. These costs would put Devon at a disadvantage if other regions do not do the same. However, achieving net-zero sooner than 2050 would also bring forward the co-benefits, as well as give a head start on the economic opportunities available in certain sectors. But it requires the social transformations described in this plan to be achieved within 10 years rather than 30.

The challenges arise when it's considered how Devon could achieve net-zero ahead of the national timetable. Many policy aspects relevant to reducing greenhouse gas (GHG) emissions and their associated funding are controlled nationally. Assuming national policy remains focussed on 2050, for Devon to achieve net-zero sooner would require the emissions in Devon that result from activity over which there is little local control (such as whether somebody chooses to operate a diesel car rather than an electric alternative) in the intervening years would need to be offset using local schemes. But who will fund the offsetting? Devon's emissions are all attributable to individuals and organisations operating in and visiting Devon, yet there is no mechanism to force these emitters to buy carbon offsets ahead of 2050. If such a policy was implemented, these emitters might move away from Devon or choose to visit other areas

of the UK that do not require them to pay to offset their emissions.

However, the costs and challenges of achieving net-zero ahead of 2050 in Devon are less significant if the UK was to bring forward the national target. We **strongly encourage national government to bring forward the net-zero carbon date for the UK**, which we are

ready to implement locally given the necessary national support.

Recognising the opportunities and importance of responding to the climate emergency, the Devon Climate Emergency partnership **encourages all Devon-based organisations to become net-zero by 2030**, including their supply chains. As part of the consultation on this Interim Devon Carbon Plan there is **an opportunity for you to say what is an appropriate target date to achieve net-zero in Devon**.

## 2.4 A Chance to Build Back Better

The Covid-19 pandemic continues to highlight how rapidly we can change how we live our lives, for better and for worse. This has stimulated discussion about the changes we want in society. There is strong public support nationally for the recovery from the pandemic to align with the imperatives created by the climate emergency.

We welcome the government's recently announced 'Ten Point Plan for a Green Industrial Revolution' which sets out the approach government will take to build back better, support green jobs, and accelerate our path to net-zero. It is well aligned with the Interim Devon Carbon Plan, which goes further and into more detail, and is a positive start on the recommendations of the Committee on Climate Change for how the UK can meet net-zero by 2050.

## 2.5 Plan Objectives

A set of eight objectives has been developed, which demonstrates concisely what this plan needs to achieve by 2050 at the latest. These are listed below. Indicators to monitor progress towards achieving these are proposed in Section 12 of this Plan.

1. Fossil fuels phased out as an energy source
2. Minimise energy consumption
3. Engaged communities acting for resilience and a net-zero carbon Devon
4. Carbon captured and stored from the burning of fuels
5. Minimise fugitive greenhouse gas emissions
6. Resilient local economies with access to green finance
7. A circular use of resources
8. Maximise carbon storage in marine and terrestrial environments

## 2.6 Co-Produced with Devon's Citizens

The Interim Devon Carbon Plan is a co-produced plan combining expert knowledge with the local experiences of Devon's citizens. This has been achieved in the following ways to date: A Call for Evidence that received 893 submissions from the public, each of which was reviewed by the Net-Zero Task Force; six Thematic Hearings (meetings) gathered expert input about barriers to reaching net-zero; and a Youth Parliament Climate Summit with 75 students from 15 primary and secondary schools across Devon. This consultation is a further opportunity for Devon's citizens to contribute.

Due to the delay to the Citizens' Assembly owing to the COVID-19 pandemic the Plan has been prepared initially as an Interim Carbon Plan. This Interim Plan contains actions which are less difficult to adopt and are more publicly acceptable. A combination of the recurring themes in the Call for Evidence and the opinion of the Devon Climate Emergency partners have been used to identify the more controversial and challenging issues for achieving net-zero in Devon. Actions have not been included in this Interim Plan to resolve these issues. Instead, this Plan highlights these controversial issues and proposes these for consideration by a Citizens' Assembly in summer 2021, see Figure 1. The Plan will be updated and finalised following the Citizens' Assembly and a second public consultation will follow.

### Revised Devon Carbon Plan Process

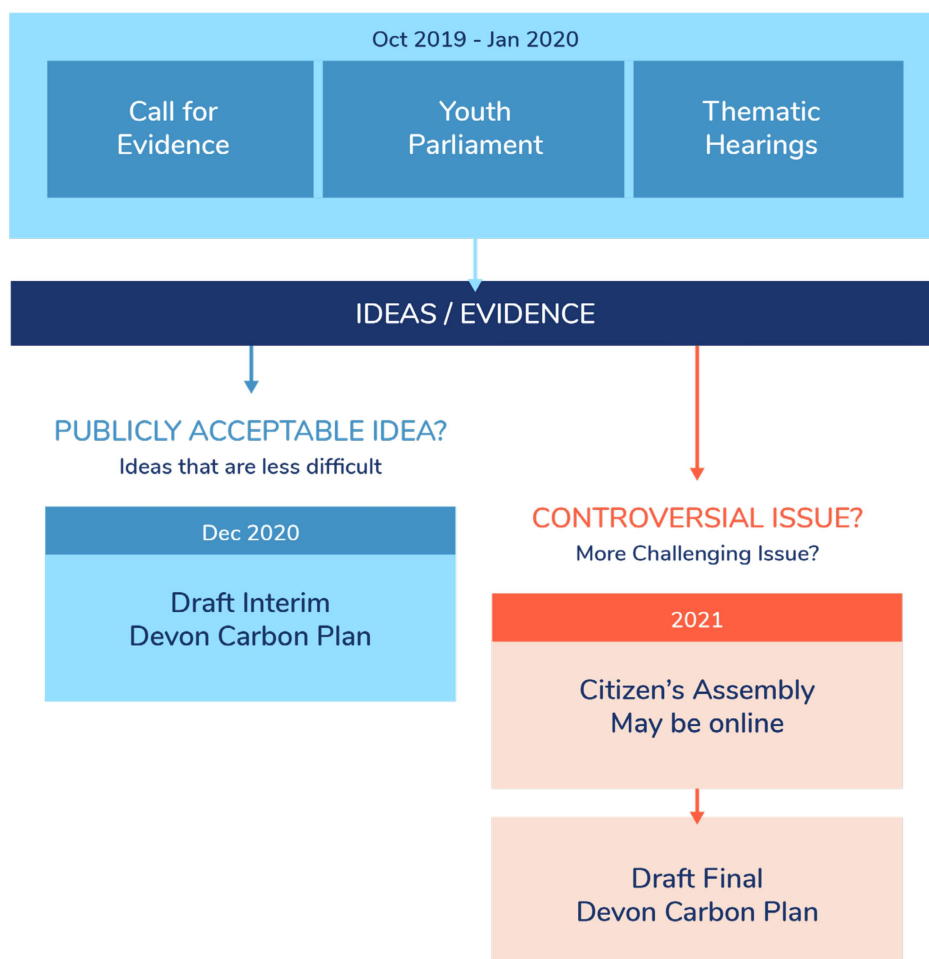


Figure 1 – Process for Developing the Devon Carbon Plan

## 2.7 Who is this Plan for?

Delivering net-zero in Devon will require and benefit from the involvement and collaboration of all sections of Devon society including local authorities, businesses, community groups and individuals. We have indicated within this Plan the types of groups and organisations we think are best placed to implement each action.

# 3. DEVON NOW AND THE FUTURE

## 3.1 The Devon Context

Devon has distinctive qualities and characteristics that provide the context for planning for net-zero emissions. They include that:

- 90% of Devon's land area is rural
- Devon has over 200 miles of shoreline
- Almost half the population live in the three major urban centres of Exeter, Plymouth and Torbay
- 35% of Devon is recognised as landscapes of national importance
- The County has rich biological and geological diversity which is becoming increasingly vulnerable to the effects of climate change

This diversity means that the challenges of reaching net-zero will vary between different parts of the County as well as between sectors of its economy. For example, a net-zero future will look different in Exeter compared to that of villages in Torridge or coastal towns in the South Hams. The challenges of decarbonisation vary spatially and so do the opportunities, but all areas of Devon need to fully contribute, respecting their individual identities, to creating a resilient, net-zero carbon Devon where people and nature can thrive.

## 3.2 Greenhouse Gas Emissions in Devon

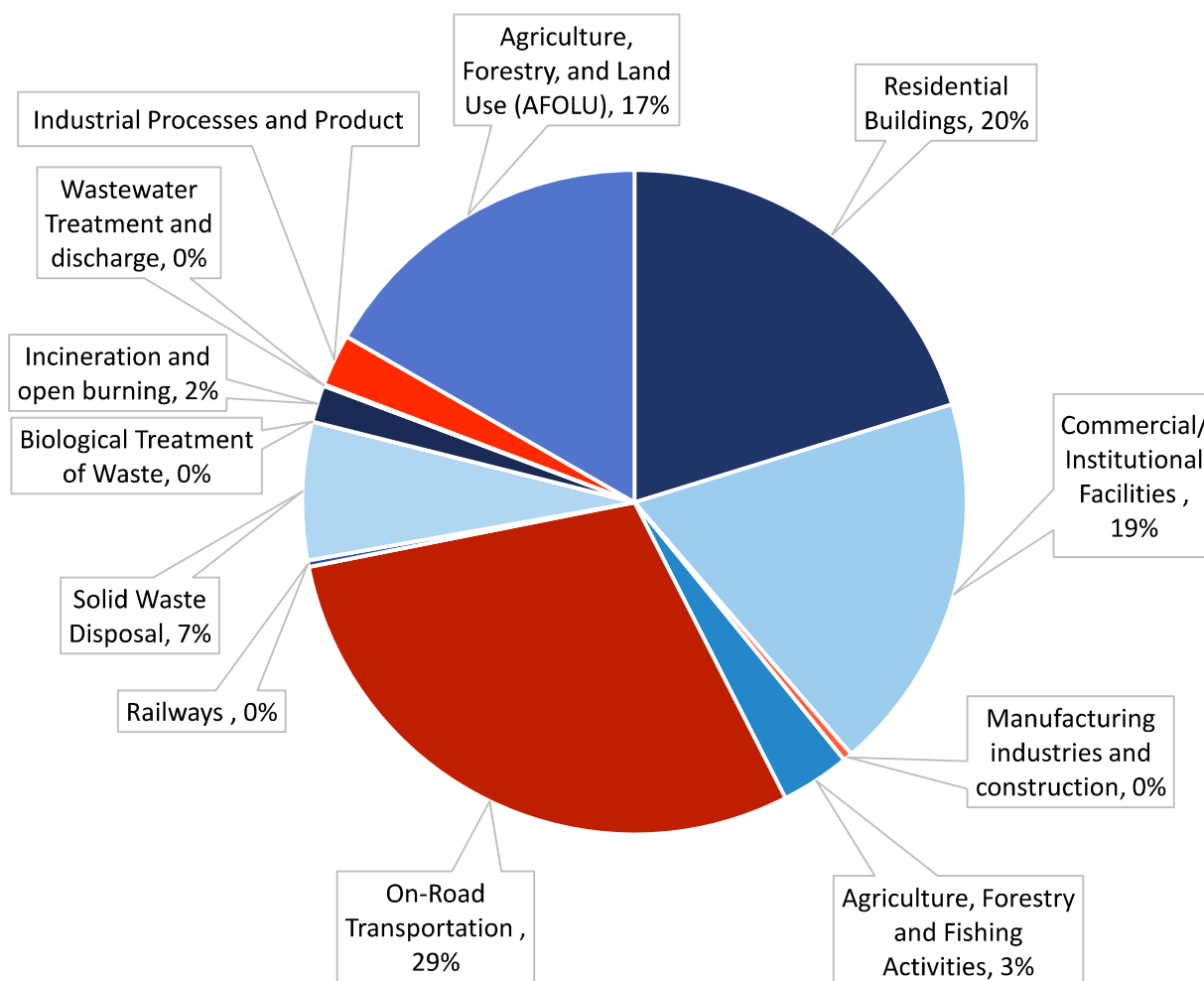
Figure 2 shows Devon's GHG emissions in 2018 (including Plymouth and Torbay), on a production basis. 'Production' means these data reflect the GHG emissions that arise from activity taking place within the boundary of Devon. The total production emissions for Devon, Plymouth and Torbay was 7.9 million tonnes of carbon dioxide equivalent (CO<sub>2</sub>e) in 2018. This reflects the effect of the emissions of a basket of six GHGs on global warming, converted into equivalent units of carbon dioxide. The most substantial emitters are Buildings, On Road Transportation and Agriculture. Since 2010, Devon's production GHG emissions have reduced by 20%

The plan also considers how to reduce emissions associated with Devon's citizens' day-to-day lives which are not emitted within Devon itself but instead occur overseas ('consumption emissions').

Consumption emissions arising overseas that are attributable to our consumption habits in Devon were 4.7 million tonnes of CO<sub>2</sub>e. Overseas consumption emissions have reduced by 18% since 2010.

Combining the overseas consumption emissions with Devon's production emissions results in the total emissions attributable to our lives in Devon each year. These are 11.6 million tonnes CO<sub>2</sub>e, of which 36% arise overseas.

**The Devon Climate Emergency partners have currently agreed to work to reduce Devon's consumption and production emissions to net-zero by 2050 at the latest. Prominent policy scenarios for achieving net-zero emissions in the UK, such as those produced by the Committee on Climate Change<sup>22</sup> and The Centre for Alternative Technology<sup>13</sup> only address production emissions and so this commitment from local partners is ambitious.**



**Figure 2: Devon, Plymouth and Torbay's 2018 Greenhouse Gas Emissions by Sector<sup>14</sup>**

The plan is summarised below by section with an overview of what needs to happen and the key outcomes. The sections are: Cross Cutting Themes; Economy and Resources; Energy Supply; Built Environment; Transport and Food, Land and Sea.

### 3.3 A Vision for a Net-Zero Devon

In order to move towards a net-zero carbon Devon, it is essential that we can imagine what it might look like.

When the DCE partners first declared a climate emergency, they outlined key social, economic and environmental changes they collectively expect to be needed to achieve net-zero. These are encapsulated within the Devon Climate Declaration which has been endorsed by all Devon's local authorities and many parish councils. The transformational changes in the Declaration include:

- Deploying more renewable, decentralised and smart energy systems
- Retrofitting energy-efficiency measures into our existing buildings
- Constructing zero-carbon new buildings
- Travelling less and using improved walking, cycling and public transport infrastructure more often, and using electric and hydrogen vehicles
- Changing our consumption to use less, re-use more and choose low-carbon options
- Challenging all economic sectors to review their practices and the values of those they do business with
- Divesting from fossil fuels
- Changing dietary patterns and reducing food waste
- Changing agricultural practices to reduce emissions associated with farming operations, manage soils sustainably and replenish soil carbon
- Encouraging carbon storage such as through tree planting, the use of wood in construction and peatland restoration
- Empowering the people of Devon with the knowledge and skills to act collectively.

**Through responses to the public Call for Evidence, residents have told us many things which they envisage as being part of a net-zero carbon Devon, and so the richness of the vision has continued to deepen. The Devon Carbon Plan articulates in more detail what a net-zero Devon could be like.**

All organisations and communities are encouraged to sign up to endorse the Devon Climate Emergency Declaration online at [www.devonclimateemergency.org.uk/devon-climate-declaration/endorse](http://www.devonclimateemergency.org.uk/devon-climate-declaration/endorse)

## 4. CROSS CUTTING THEMES



This Plan attempts to look at the whole picture in assessing how Devon can reduce its emissions to net-zero. We have tried to consider how sectors, such as energy and transport, interact and relate to each other in the real world. This approach to considering themes, as opposed to sectors, is an attempt to avoid the potential pitfalls that could arise from considering topics in isolation: such as a transport solution placing unfeasible demands on the energy network, which would require additional and further effort in that sector to then realise net-zero.

The Interim Devon Carbon Plan is broken down into sections on economy and resources; energy supply; the built environment; transport; and food, land and sea. However, we have identified themes and issues which cut across these categories and relate to all sectors.

### 4.1 What Needs to Happen?

The evidence provided at the Thematic Hearings and responses to the Call for Evidence indicated that the principal cross-cutting themes of action needed are:

#### 1. Behaviour change and community engagement

Deep transformations in behaviour are needed across society to reach net-zero emissions. Behaviour change and technological solutions are complementary. We need a combination of both for the Plan to be successful.

#### 2. Knowledge sharing, skills and learning

We will each need the skills and knowledge to switch to net-zero lifestyles at work, at home and when taking leisure and recreation.

#### 3. Spatial planning

Where things are in Devon and how they connect shapes most areas of our lives and is a driver

of GHG emissions. We will need to consider how to organise new development to best support achieving net-zero, such as where we site renewable energy or how we locate new housing so that workplaces and services can be accessed by walking, cycling or public transport.

#### **4. Finance, economy and resource access**

We need new financial products and mechanisms to stimulate change in the economy towards net-zero carbon.

#### **5. Procurement and commissioning**

Organisations have influence over net-zero ambitions through what they buy, who they buy it from and how they show leadership to their suppliers.

### **4.3 Key Outcomes**

- A culture of innovation, contributing to achieving net-zero
- Communities with shared visions of what net-zero could look and feel like in their local places
- Citizens who feel part of shaping the transition to net-zero
- Plans for settlements which contribute to radical reductions in greenhouse gases
- Landscape qualities, features and characteristics which support our health, wellbeing and economy and contribute to resilience are protected whilst accommodating necessary changes towards net-zero



## 5. ECONOMY AND RESOURCES



### **Devon's economy: just, smart, circular, regenerative and rich in natural capital**

We rely on planet Earth to meet our needs. It provides all our raw materials from the air we breathe, to food and iron ore for example, which we process producing waste products. But Earth's ability to provide for us and to absorb our waste is not without limits.<sup>15</sup>

In recent history we have made products, used them and then discarded them without recovering all of the materials they are made from or questioning the extent to which we really need them in the first place. This linear economy is ecologically damaging as well as carbon intensive as it creates GHG emissions during manufacture, transport to the consumer and from disposal itself.

In addition to the GHG emissions produced in Devon's boundary, our consumption habits also contribute to emissions overseas due to our purchasing of goods produced abroad.

How the economy functions influences GHG emissions associated with every section of this Plan.

### **5.1 What Needs to Happen?**

The evidence provided at the Thematic Hearings and responses to the Call for Evidence indicated that we need to:

- 1.** Enable the economy to meet everyone's needs more equally without exceeding planetary boundaries
- 2.** Avoid creating waste, by buying less, buying second hand, repairing the things we have and sharing rather than each individually owning items

3. Transition to a circular economy, by designing products for disassembly so we can recover materials for reuse and recycling
4. Reduce emissions from biodegradable waste and wastewater treatment
5. Accelerate the transition to net-zero carbon by targeting the purchasing and commissioning power of Devon's organisations to get best value locally
6. Support communities and businesses to make the transition to net-zero livelihoods using innovative channels of finance, fostering innovation and ensuring we have the skills we need for the emerging economy

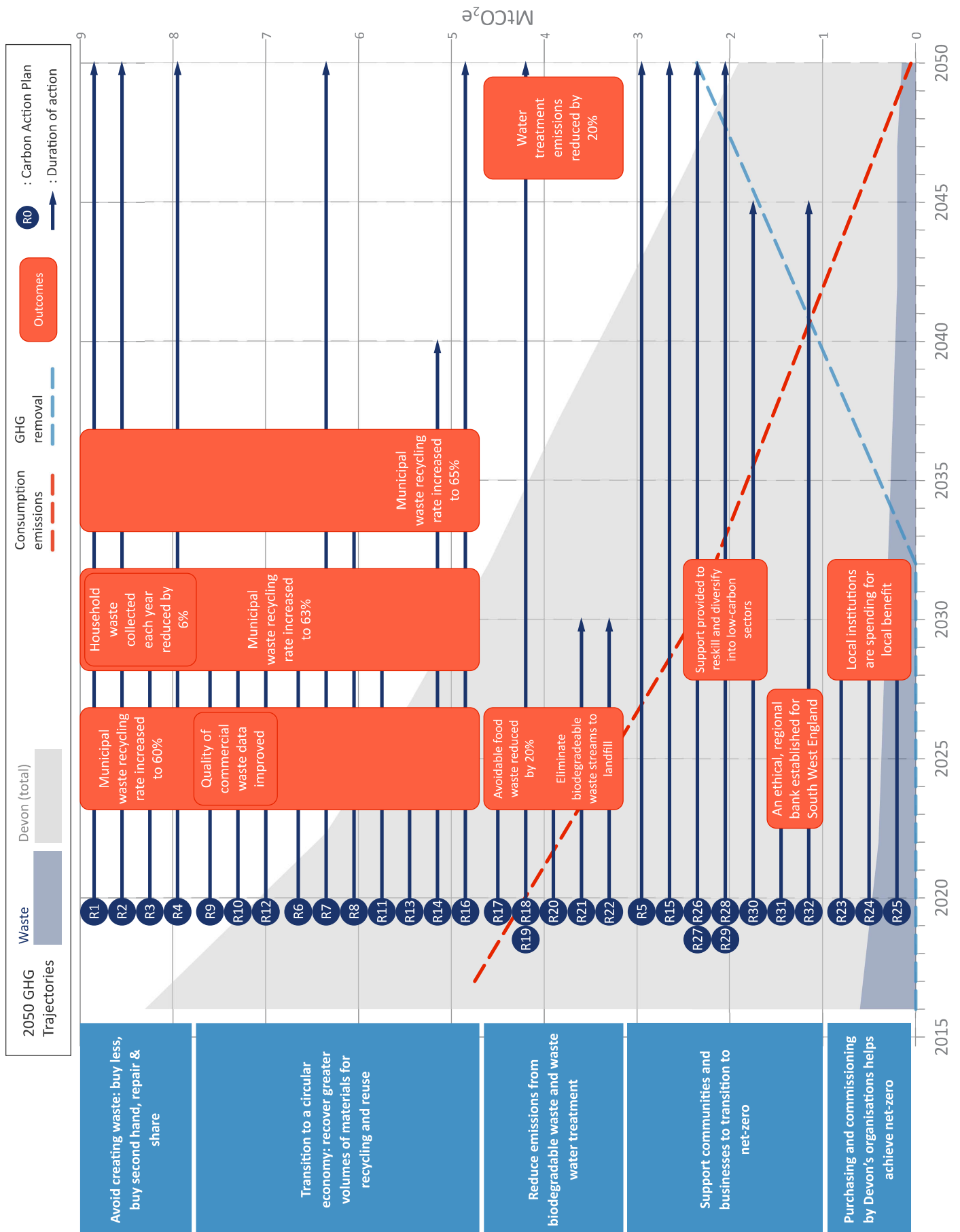
## 5.2 Key Outcomes

- Better understanding and reduction of household and commercial waste flows
- A circular economy – we reuse and recycle more, creating business efficiencies
- Net-zero and social value outcomes accelerated through anchor institution procurement
- Retain more value locally (Cleveland model)
- The creation and use of green finance and investment products
- A reskilled workforce redeployed into low-carbon sectors, e.g. renewable energy, low-carbon aviation, electricians, energy assessors, agro-economic advisors, carbon sequestration accreditors, circular economy equipment engineers, cycle technicians, electric vehicle maintenance, and robotics and artificial intelligence



### 5.3 Actions





## 6. ENERGY SUPPLY



### Increasing renewables, introducing flexibility and capturing carbon

In 2018, 62% of Devon's greenhouse gas emissions related to energy use in the form of electricity and fossil fuel in buildings, manufacturing and construction activity, and transport. In the same year, seven percent of the total energy used in Devon was met by renewable sources.<sup>16</sup>

### 6.1 What Needs to Happen?

The evidence provided at the Thematic Hearings and responses to the Call for Evidence indicated that four key transformations are needed to decarbonise the energy we all use:

**1. Use less energy** – We need to reduce demand for energy and use what we really need as efficiently as possible. Devon needs a high take-up of energy-efficiency measures across its 581,000 homes and its commercial and industrial premises. These technological changes must be combined with enhancing awareness and understanding of energy issues so that behaviour and accepted social norms are changed to help avoid wasting energy and use it more efficiently. Using less energy for our transport requirements starts with reducing the need to travel. If the journey is necessary then we must consider using active travel (walking and cycling), buses and trains, shared mobility schemes and taxis (for the first or last mile of a journey), particularly in more urban areas. Private vehicle use will continue, more so for journeys within rural areas and between rural and urban centres; for these, electrification of vehicles will reduce energy demand because an electric vehicle is over four times more efficient than a petrol or diesel car.<sup>17</sup>

**2. Transition to renewables** – The energy we do use needs to be from renewable sources (e.g. wind, solar, biofuel). Switching most of our energy needs away from fossil fuel to renewable electricity will increase Devon's electricity consumption by about two-and-a-half times 2018 levels. If Devon were to generate all this new demand within its boundary, approximately eight times<sup>18</sup> more renewable

electricity generating capacity would need to be installed on rooftops and through field-scale projects. District heating (systems that distribute hot water heated by centralised power plants, in a network of highly-insulated pipes to a collection of buildings) supplied by renewable energy has a role in reducing the need for new electrification. These must be considered for all large-scale new developments or retrofitted in areas of high heat density, such as industrial estates or urban centres. A Renewable Energy Strategy for Devon is proposed to coordinate this activity.

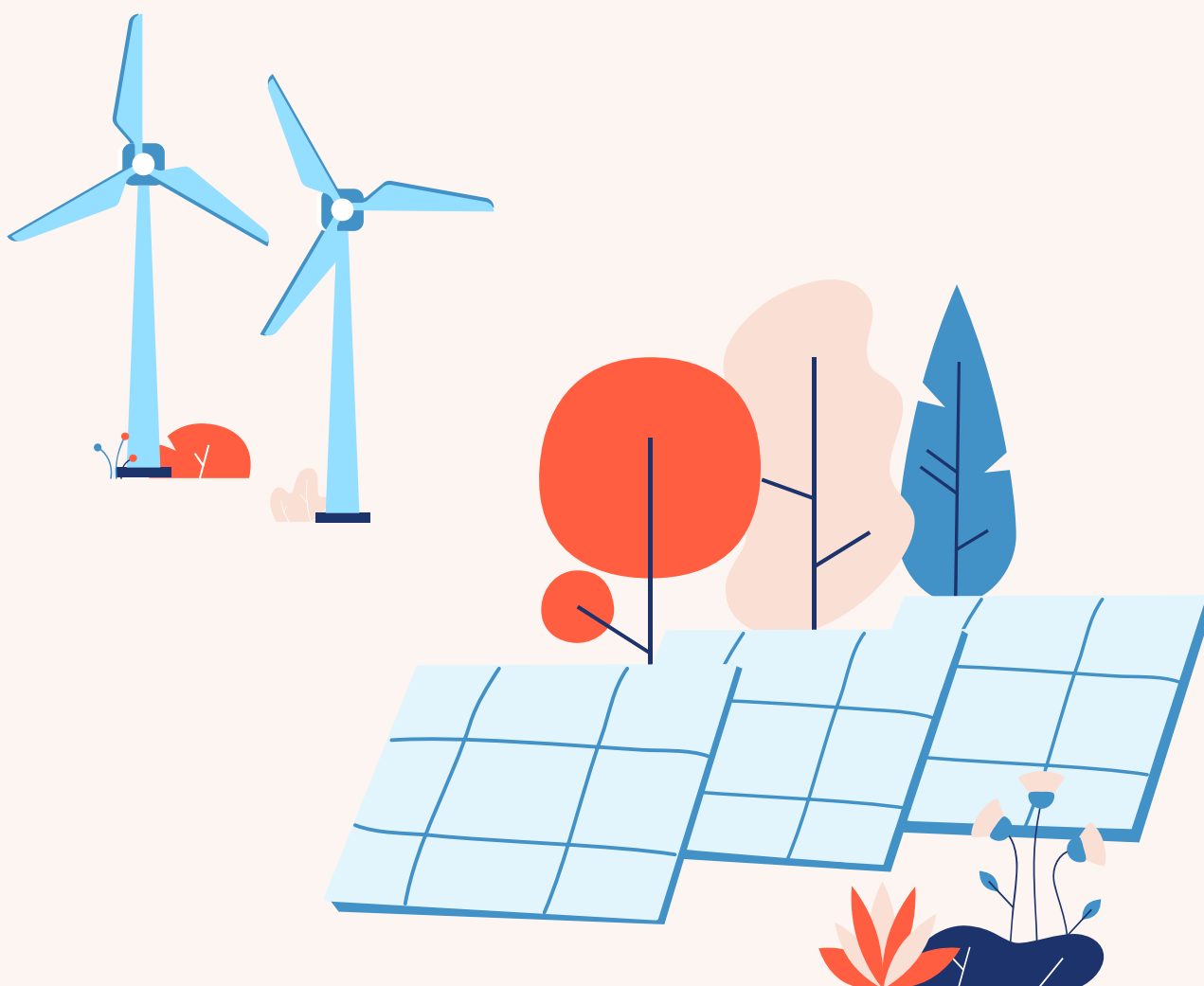
**3. Flexibility and storage** – Making best use of renewable resources will need the ability to match the natural variability of renewable energy output with demand by creating improved flexibility and storage of generated energy. Deploying flexibility services and storage technologies will reduce the amount of new renewable energy capacity required – making best use of the resource, reducing investment costs and avoiding the need for fossil-fuel powered peaking plants.

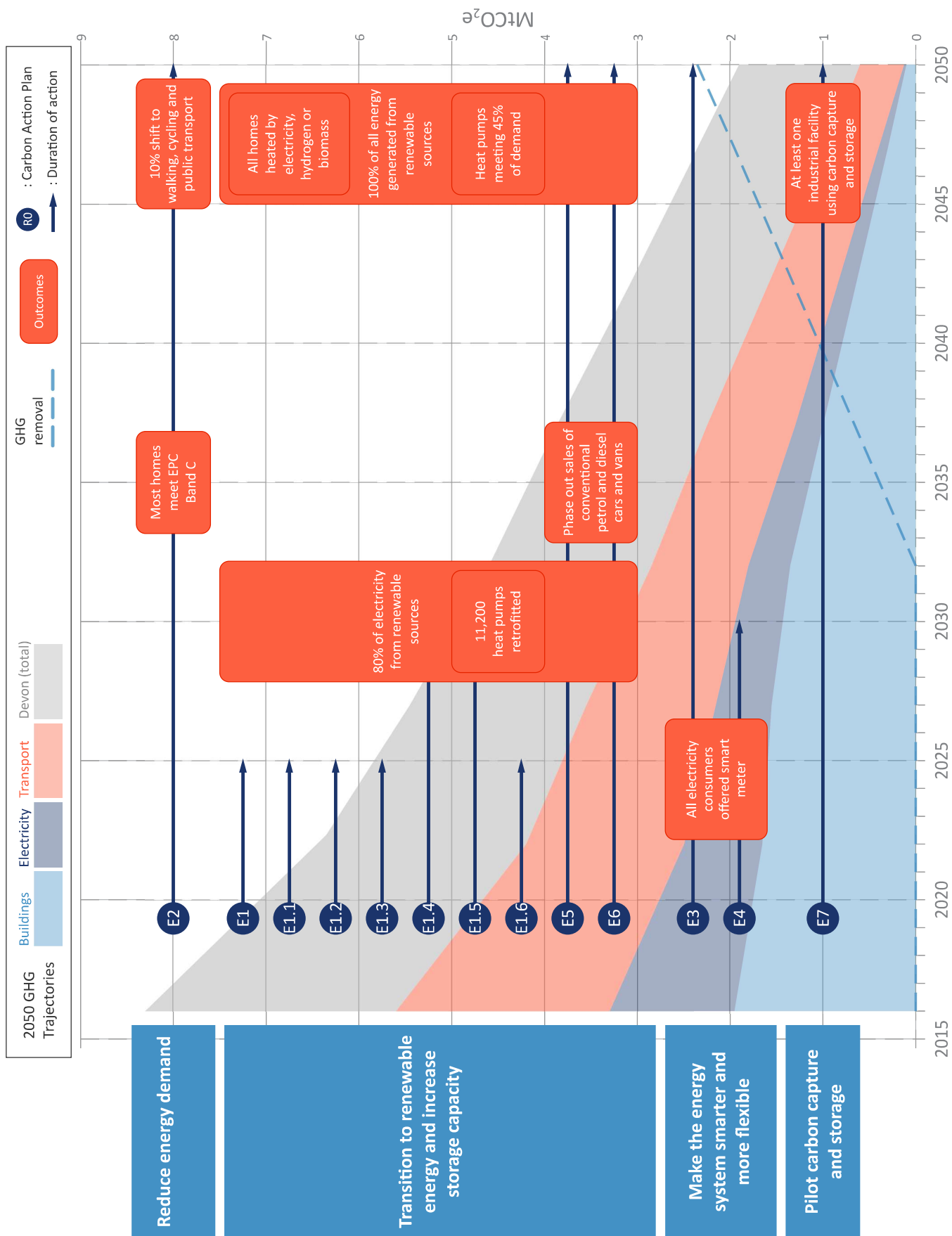
**4. Carbon capture and storage (CCS)** – Where small amounts of fossil fuels continue to be used, the carbon emitted needs to be captured and permanently stored to prevent it from reaching the atmosphere. CCS can also be used to remove carbon dioxide from the atmosphere by capturing the carbon emitted from using biomass (e.g. maize or willow) for energy; by doing so, between 70% and 100% of the carbon dioxide that was absorbed from the atmosphere when the biofuel was growing is permanently captured<sup>19</sup> and so achieves negative emissions.

## 6.2 Key Outcomes

- Devon's installed renewable energy and storage capacity increases substantially, bringing with it jobs and skills opportunities
- Innovation opportunities have been seized to test offshore technologies, such as floating offshore wind, and hydrogen infrastructure
- Communities become more engaged in local energy issues and energy investment
- New development is expanding Devon's expertise in the use of district heating systems

## 6.3 Actions







## 7. BUILT ENVIRONMENT



**Improving the standard, comfort and efficiency of our buildings, both new and old**

Buildings and amenity lighting in outdoor spaces produced 42% of Devon's GHG emissions in 2018, shared almost equally between residential and commercial/industrial buildings.

### 7.1 What Needs to Happen?

The evidence provided through the Thematic Hearings and Call for Evidence indicated that four key transformations are needed to decarbonise our built environment:

**1. Retrofit existing houses**, including insulation, household renewable energy and heat pumps, through both whole-house retrofit with a package of improvements at one time and supporting householders to make their houses energy efficient incrementally over a period of time. The following upgrades are needed:

- Insulation of all practicable lofts by 2022.
- All cavity walls insulated by 2030.
- 36,000 solid walls insulated by 2030 and 109,000 by 2050.
- 18,100 heat pumps installed in existing homes by 2030 and 344,000 by 2050.
- Low carbon heat networks deployed with the connection of 91,000 homes in Devon by 2050.
- Longer term, the remaining houses (146,000) to be switched to a combination of carbon neutral hydrogen (requiring the installation of hydrogen ready boilers and national distribution infrastructure), hybrid heat pumps and biomass boilers.
- A small number of homes (just 1,000 nationally) using direct electric heating (such as heritage homes or others unable to use heat pumps or hydrogen).

Ultimately, we need every home to undergo a deep retrofit. This will require the use of new technology using offsite prefabrication techniques that provide a bespoke retrofit for each home.<sup>20</sup>

**2. Retrofit non-domestic buildings**, reducing heat and energy requirements and decarbonising heating systems. Retrofit public buildings early to stimulate local supply chains. The Committee on Climate Change scenario for net-zero in 2050 requires energy efficiency upgrades to achieve a 25% reduction in energy demand from non-domestic buildings by 2050. Heating requirements are assumed to switch to heat pumps, with 11,200 heat pumps in non-residential buildings by 2030 and heat pumps meeting 45% of demand by 2050.

**3. New buildings to be net-zero as soon as possible.** They need to be highly energy-efficient from the outset and use low-carbon heat sources. Just because the fabric may be very energy efficient does not mean that the building is energy efficient if it is not used in an energy efficient manner. Therefore, support must be provided to building occupants to make best use of the highly efficient fabric and new technologies.

The embodied carbon (the carbon associated with the production and transport of building materials and the energy used on the construction site) needs to reduce to zero by 2050 as well. The Committee on Climate Change's expectation is that timber will become more widespread in construction as an opportunity to provide a market for storing carbon in timber and locking it away in building fabric. The carbon associated with manufacturing and processing carbon-intensive materials where they continue to be used, such as concrete, will reduce over time through decarbonisation of the energy sources these industries use. Remaining emissions will be captured at source where appropriate and otherwise offset nationally.

**4. Achieve energy savings in public and shared spaces in the built environment**, by converting lighting to LED technology and rationalising its use.

## 7.2 Key Outcomes

- Devon and the Greater South West develops its reputation as a centre of excellence in low carbon buildings
- The energy efficiency of Devon's existing buildings is significantly improved
- People have retrained with the skills required to retrofit our buildings with new technology and the supply chain is benefiting
- We all change our behaviour to run our homes and businesses energy-efficiently
- New homes are built to net-zero standards with green, tree-lined streets

### 7.3 Actions





## 8. TRANSPORT



### Reducing transport need, switching to shared and human powered transport

Transport accounts for 31% of Devon's greenhouse gas (GHG) emissions.<sup>21</sup> The sector is the single largest emitter of GHG across the County, which also reflects the UK-wide position. Addressing the challenge will require a combination of behavioural, policy and technological changes. The movement of people, as opposed to goods, accounts for around two thirds of all transport emissions. Whilst all areas of transport must decarbonise, and do so rapidly, transforming how we move about Devon will provide the opportunity to realise significant wider benefits: for our health, safety, public and personal finances and enjoyment of public space.

### 8.1 What Needs to Happen?

The Thematic Hearings and Call for Evidence supported the following hierarchy of action: <sup>22</sup>

**1. Reduce the need to travel.** We must better consider spatial planning to reduce the need for travel. Rural villages and towns have often become locked into having to travel to access amenities and services, as well as employment. Creating thriving and more self-reliant rural communities through a relocalisation of services is important to address the drivers of travel. However, when communities want and need to go further afield, they need access to sustainable travel and transport.

**1.1 Enhanced digital connectivity can promote further flexible and remote working patterns and access to services, which directly reduces the need to travel.** Whilst it is recognised that not all people can work from home, enabling and supporting those who could continue to work from home in the future could lead to a material reduction in the demand for travel – particularly in peak hours.

**2. Shift to sustainable transport options.** These themselves have a preferred hierarchy of 1) active

travel, followed by 2) mass/shared transit (low/no emissions), and 3) taxi (e.g. first/last-mile use). Overall, public transport and active travel (walking, cycling, scooting) have not been attractive enough and have not been invested in to the same extent as the roads resulting in greater use of cars, except for in a few locations.<sup>23</sup> Merely substituting existing transport usage in Devon with electric vehicles and maintaining current behaviours could be a “successful failure”, missing a once-in-a-generational opportunity to realise the benefits for health and wellbeing that increased active travel would bring <sup>24</sup> and the transformational changes that this could bring to Devon’s town and city centres.

We need to encourage the use of sustainable transport by making it the most attractive choice, particularly in urban areas. There are challenges to shifting rural transport to sustainable modes, particularly due to Devon’s dispersed geography and the need to access larger settlements for services. Further consideration will be needed on how best to deliver active travel opportunities for rural communities and improved public transport and shared mobility facilities for less densely populated parts of Devon. It is accepted that electrification will be a key part of decarbonising transport in rural areas.

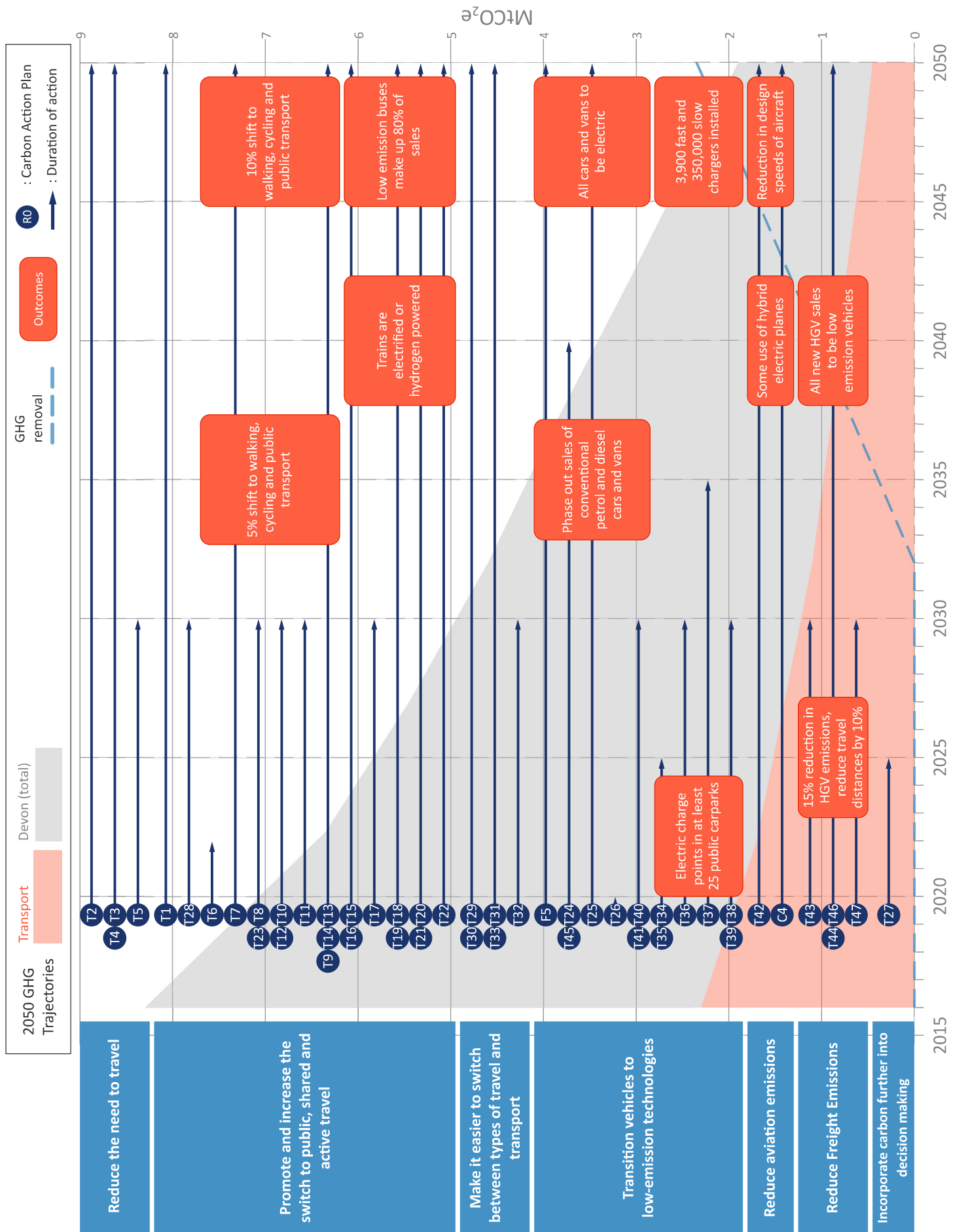
**3. Electrification of the remainder of the private vehicle fleet** and reducing emissions from larger vehicles and aviation. Personal vehicles will become electric and therefore we need to facilitate the increase of electric vehicle charging provision across Devon. Reducing emissions from larger vehicles and aviation poses distinct challenges from personal transport, as the power requirements are greater and the travel patterns are different. We signpost a range of actions for finding solutions for larger vehicles and freight movements. Devon has valuable aerospace expertise to contribute to pathways to net-zero aviation, but the timelines for bringing new aeroplanes to market are challenging and point to a need to constrain air travel nationally.

## 8.2 Key Outcomes

- Relocalisation of services and technology and to reduce the need to travel
- Access to village, town and city centres is enhanced for pedestrians, cyclists and public transport
- All benefit from the relocalisation of facilities and services, including the local economy, particularly small businesses
- We are all feeling fitter and healthier from being more active outdoors
- Wider environmental benefits, including reduced pollution and improved biodiversity
- Ultra-low emission vehicles are used for travel in rural areas and between rural and urban areas where the distances are prohibitive for active travel and existing commercial models for public transport are not viable
- A great proportion of people travelling by sustainable modes of transport

### 8.3 Actions







## 9. FOOD, LAND AND SEA



**Enhancing carbon storage in our landscapes and coasts, providing for the needs of Devon's citizens and enhancing wildlife.**

How Devon manages its land and seas is a crucial element of our response to climate change and the linked ecological emergency. Agriculture and fishing are key sectors of Devon's economy and have national importance for the delivery of food and the natural environment. In pursuing net-zero there will be new opportunities for land based and coastal livelihoods and farm diversification in Devon.

Emissions from agriculture, forestry and land use accounted for 17% of Devon's GHG emissions in 2018. The main emissions include: enteric fermentation in livestock (e.g. from cow's digestion of grassfeed), the management of manures produced by livestock, the application of organic and inorganic fertilisers to land, changes in land cover and the cultivation of organic soils.<sup>25</sup>

This is a distinctive sector in that it is both a source of GHG emissions and provides significant opportunities for their removal from the atmosphere.

### 9.1 What Needs to Happen?

The Thematic Hearings and Call for Evidence supported the following actions:

**1. Maximise carbon sequestration and storage by natural carbon sinks: trees, peat and other wetland habitats and soils.** To do so, establish a Land Use Framework, underpinned by a Nature Recovery Network, to promote coherent long-term land-use planning to meet our needs, nature recovery and climate change mitigation and adaptation.

**2. Establish funding mechanism for carbon sequestration and storage.** Funding mechanisms considered include working with government on the Environmental Land Management Scheme, environmental net-gain initiatives and the development of carbon sequestration accreditation systems locally, as well as the creation of a Devon Carbon Investment platform.

**3. Reduce Greenhouse Gas emissions from farming practices and increase soil carbon** by enabling farmers and land managers to have access to impartial advice to help them transition towards a mix of regenerative agriculture, agroforestry, pasture-based farming and making best use of farm wastes for energy purposes.

**4. Develop demand for and access to local, nutritious, sustainably produced food** by: providing shared retail, processing and marketing resources for Devon's food producers; offering engagement programmes to empower people to engage with food and its production; and use the spending power of Devon's anchor institutions to support farming businesses to have a positive impact on the environment.

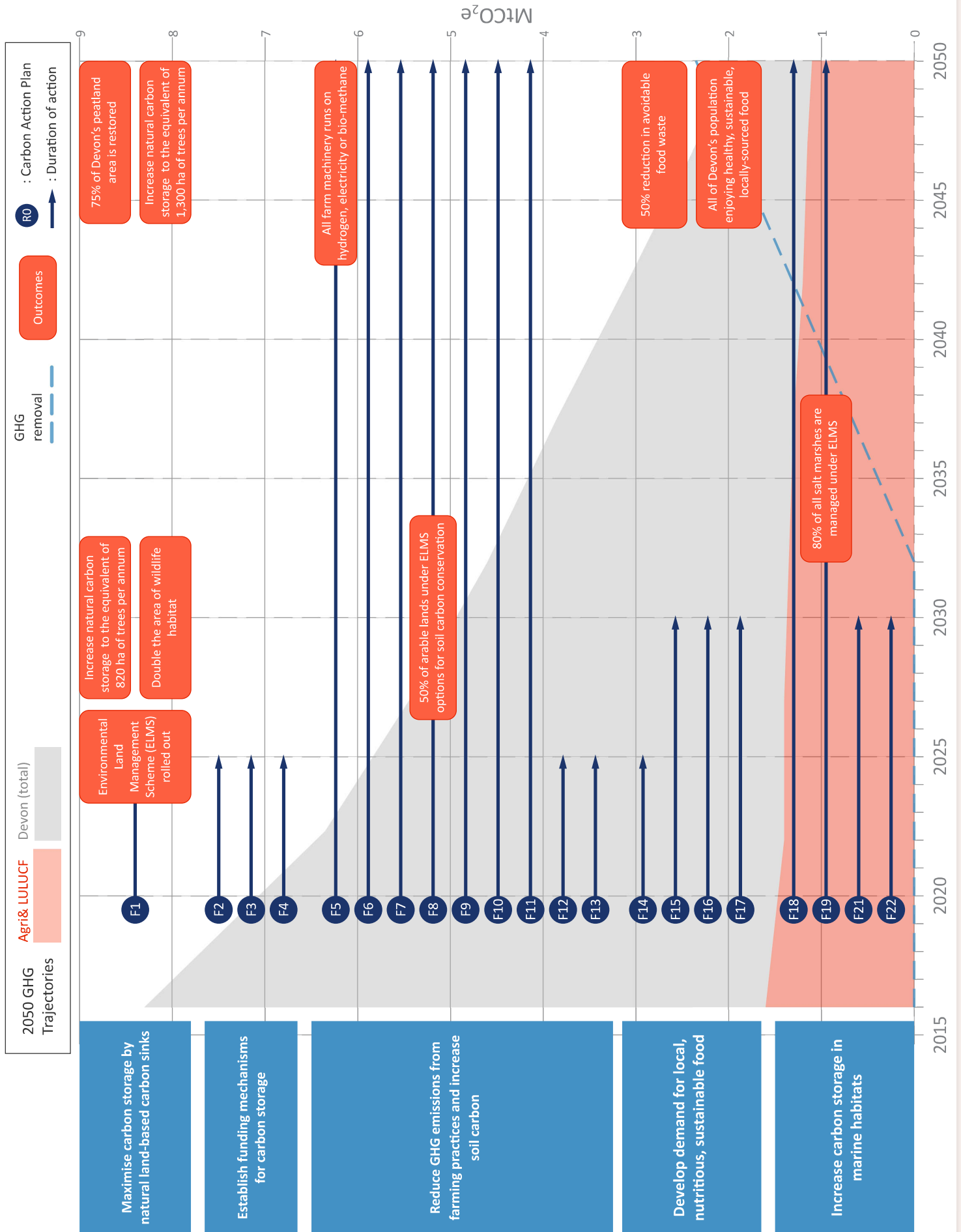
**5. Increase carbon sequestration and storage in coastal and marine habitats.** Devon must protect its important marine ecosystems and their carbon sequestration and storage capacity to reduce and prevent blue carbon emissions arising from their loss and degradation. Equally, measures are needed to restore and enhance lost and damaged marine and coastal habitats such as seagrass beds and saltmarsh to increase carbon sequestration and storage.

## 9.2 Key Outcomes

- The landscapes of Devon are enriched by actions to increase the sequestration and storage of carbon through carefully located tree planting, habitat restoration for wildlife and a more diverse farmed environment
- Actions to aid carbon sequestration and storage are located appropriately to greatly aid adaptations to climate change, such as flood control measures
- People are enjoying nutritious, healthy, high standard food, sourced locally where this provides a carbon benefit
- Rural businesses are enjoying a renewed focus on food quality and rural materials and a new market in carbon offsets linked to the delivery of other environmental services
- Devon leads the UK in engaging with natural capital approaches and developing carbon-offset standards for marine and terrestrial habitats

### 9.3 Actions





## 10. MAKING THE PLAN REALITY

### 10.1 Principles for Implementing the Devon Carbon Plan

A set of 17 principles have been established for implementing the Devon Carbon Plan, based on the key messages the Net-Zero Task Force heard from the public in the Call for Evidence and the Thematic Hearings. They must be considered when implementing each action. They have also been applied to the development of the plan.

1. Achieving net-zero is **not optional**, it is essential.
2. The role of this Plan is to **map out all of the change needed**, even if some are not possible yet.
3. The Plan needs to **reflect the specific qualities and characteristics of Devon** in planning for net-zero. This includes that Devon is more rural than much of England, is relatively remote, and has a significant proportion of upland and coast.
4. Although this is a Plan for Devon, it also **seeks common cause with other areas of the country facing similar challenges** to reach net-zero, and will seek to work with them to make finding the right solutions more efficient and effective.
5. All policies and actions must deliver carbon reductions across their life cycle; cradle to grave.
6. We must deliver and account for multiple benefits for health, well-being and resilience of communities and nature.
7. The term 'emergency' should have due consideration given to it. Any activities incompatible with net-zero emissions by 2050 at the latest must be reconsidered.
8. The implementation of the plan must be democratic and involve communities, so not 'done to' people.
9. **A just transition** is required to ensure that:
  - a. Vulnerable and low-income segments of society and rural communities are not disadvantaged.
  - b. The differing impacts of climate change on different groups e.g. disabled, minorities, gender, are addressed.
  - c. Actions to decarbonise Devon must not be at the expense of other communities or ecology globally.
10. Significant **behaviour change** must be recognised as a necessity.
11. We must reframe how we envisage our **local economy to move beyond using growth** as the measure of success.
12. The Plan must **recognise the varying geography of the County**, including the importance of linkage and networks.

13. **Spatial planning has a clear role** to reorganise society towards net-zero living:

- a. Ensuring that new development strongly contributes to the transformation required to achieve Net-Zero.
- b. The importance of 'place' and people's connection to a location has to be a priority in all future development.
- c. Spatial planning and transport planning need to be better linked. Relocalisation should be an organising principle wherever it can assist achievement of net-zero.
- d. A net-zero Devon needs to recognise the importance of rural areas in delivering net-zero not only for their communities, but also the growing importance of the resources and services they provide for larger towns and cities, including ecosystem services. Therefore, a more balanced emphasis is required between spatial planning for urban and rural areas.

14. **Resources**, energy, and mobility, should be considered in a **hierarchy**:

- 1. Avoid where possible, reduce our resource and energy consumption and the need to travel
- 2. Improve the efficiency of our use of resources and energy, e.g. reusing, recycling, insulating buildings and active and shared travel modes
- 3. Use renewable and low-carbon resources, e.g. timber, solar power and ultra-low emission vehicles.

15. We must be innovative and dynamic in our pursuit of a net-zero Devon, sometimes leading and steering policy **and action ahead of national initiatives**.

16. We must collaborate to make use of a range of financing opportunities, e.g.

- a. Find financially viable, self-sustaining solutions and work with the private sector to develop these.
- b. Work with national government to develop public-sector support.
- c. Community investment.

17. The implementation of this Plan will be **monitored regularly**, and a review will be triggered if carbon emissions are not reducing at the necessary pace.

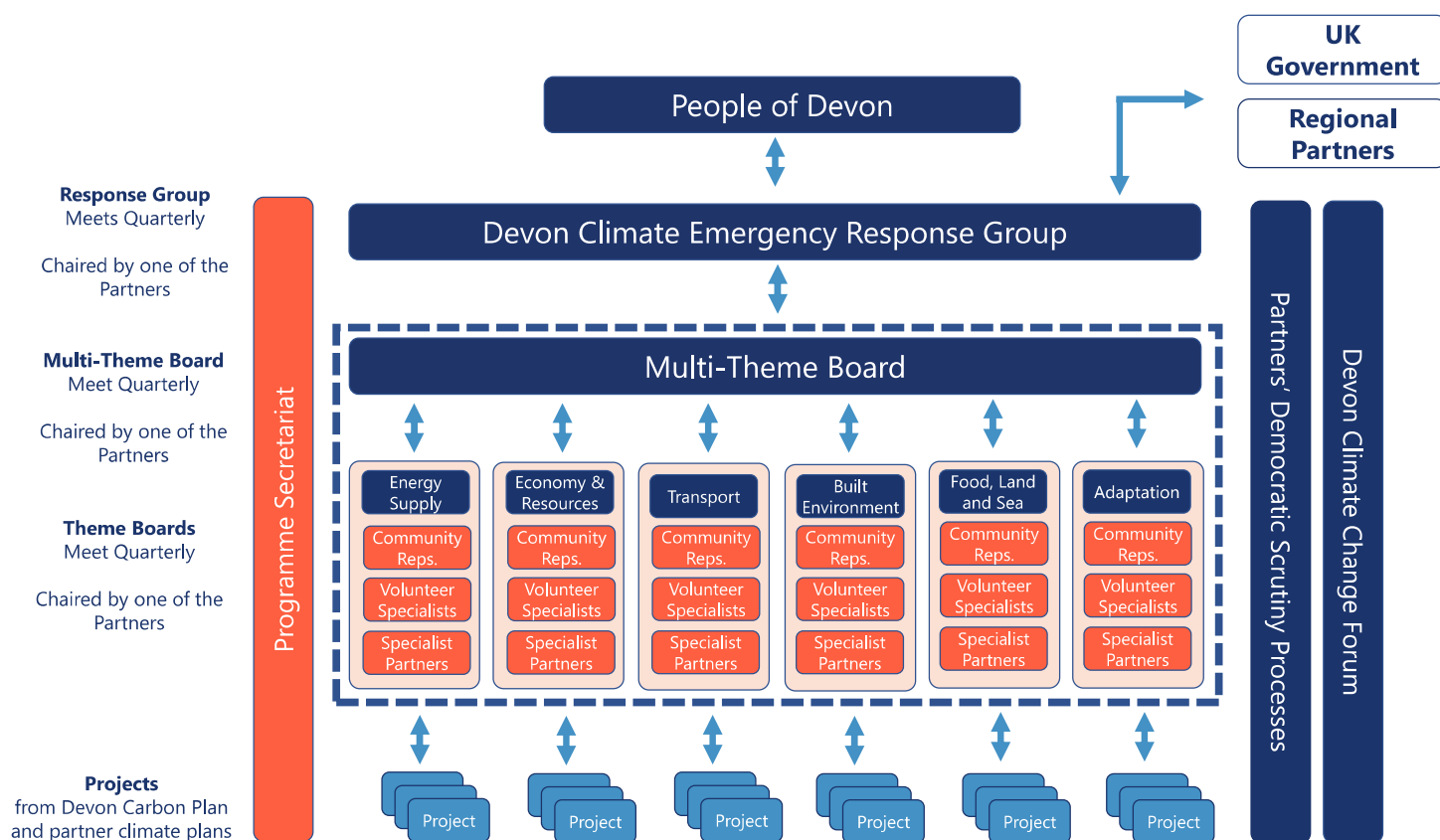
## 10.2 Engagement and Ownership

Our goal is that everyone in Devon will know about this Plan and feel that they can play an active role in its implementation. Coordination is needed to ensure that actions to deliver the plan work in complementary ways towards agreed objectives, the consultation and the proposed governance structure aim to assist in this.

### 10.3 Governance

Many people and organisations will need to be involved in the implementation of the Devon Carbon Plan and the emerging Devon, Cornwall and Isles of Scilly Adaptation Plan. Furthermore, strategic oversight is needed of both projects of the Devon Climate Emergency response, the Devon Carbon Plan and also the emerging Devon, Cornwall and Isles of Scilly Climate Adaptation Plan being developed by the Climate Impacts Group. The new governance structure will need to aid collaboration and have representation from all corners and sectors of Devon and ensure opportunities to work with regional partners and government are harnessed.

Figure 3 shows suggested governance arrangements to encourage discussion. The Devon Climate Emergency partners welcome your thoughts and feedback on this and your suggestions for alternative arrangements.



**Figure 3 Suggested governance arrangements for the implementation of the Devon Carbon Plan and. Theme Boards representing the themes of the Devon, Cornwall and Isles of Scilly Adaptation Plan. could be added in due course.**

Further description of the component groups of the proposed governance structure and how they interrelate is given in Section 12 of the Plan.

## 10.4 Funding and Investment

Achieving net-zero carbon in Devon by 2050 will require substantial investment, but there are major economic opportunities identified throughout this Plan for the private and community sectors to develop innovative business models and green finance products to help fund the transformations to Devon's energy system, homes and workplaces, the way we communicate and travel, food systems and the management of Devon's countryside.

Many of the resources to deliver the Plan are yet to be identified and secured. Many actions will also require further local analysis. We need to be innovative in funding the actions in this Plan and to work towards self-financing models which generate local income that can be re-invested into further action.

This Plan highlights the opportunities for public sector investment. We would like to work with national government on these, Building Back Better as the UK and Devon respond to COVID-19.

# 11. WHAT HAPPENS NEXT:

## 11.1 Responding to the Public Consultation

**The public consultation on the Interim Devon Carbon Plan runs for 10 weeks until the 15th of February 2021.** The consultation allows you to comment primarily on:

- Which date you support for reaching net-zero
- The key outcomes and actions of the Interim Devon Carbon plan

There is also an opportunity to give more detailed feedback on:

- All specific actions in the plan, including their relative importance – you can either complete the sections of the consultation survey which are most relevant to your interests or expertise or complete all the sections
- Any omissions from the plan
- The issues highlighted as potential topics for discussion at the Citizens' Assembly, including their prioritisation
- Projects and strategies already occurring which contribute to the fulfilment of the plan
- The proposed governance structure for implementing the plan, including your ideas about representatives of organisations and communities you would like to see involved



## 11.2 Engaging with the Citizens' Assembly in 2021

Due to delay caused by the Covid-19 pandemic, the Citizens' Assembly is now expected to occur online during the summer of 2021. Approximately 70 citizens will be invited to participate. Participants will be selected using a stratified random sample of Devon's citizens to achieve membership that is representative of Devon's population as whole. It is not possible to put yourself forward to participate in the Citizens' Assembly, however if you receive a letter inviting you to express your interest in participating, we welcome your response.

The resulting conclusions and recommendations from the Citizens' Assembly will be shared later in 2021 and will inform the Final Devon Carbon Plan. The Final Devon Carbon Plan will recommend actions to address the issues considered by the Citizens' Assembly.

## 11.3 Responding to the Public Consultation on the Final Devon Carbon Plan

The Final Devon Carbon Plan will be published for public consultation after the Citizens' Assembly. This is another opportunity to feed into the process, particularly on the actions recommended for the more controversial issues which will have been considered by the Citizens' Assembly.

## 11.4 Helping to Make the Plan a Reality

We encourage everyone to look at the Interim Devon Carbon Plan and later the Final Devon Carbon Plan and select the actions you are most able to help with to achieve net-zero emissions across Devon. For more individual-centred actions you can browse a growing set of resources on the Devon Climate Emergency website at [www.devonclimateemergency.org.uk/individual-top-tips](http://www.devonclimateemergency.org.uk/individual-top-tips).

Something that everyone can do is to raise awareness of the Plan and its goals within your network. Please talk to your friends, family and colleagues about the Plan – we want everyone to know about the Plan so that they can understand their role in it.

# 12. CLOSING REMARK

Now is the right time to set a target to achieve net-zero emissions and put in place a plan to reach it. The broad-based involvement of businesses, the public sector, voluntary organisations and communities working together will help to create a resilient, net-zero carbon Devon where people and nature thrive and will provide an example for other counties and regions as part of the wider collective effort to address climate change.

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## ENVIRONMENT PDG

12 JANUARY 2021:

### PERFORMANCE AND RISK REPORT

**Cabinet Members** Cllr Colin Slade and Cllr Elizabeth Wainwright  
**Responsible Officer** Catherine Yandle, Group Manager for Performance, Governance and Data Security

**Reason for Report:** To provide Members with an update on performance against the Corporate Plan and local service targets for 2020-21 as well as providing an update on the key business risks.

**RECOMMENDATION(S):** That the PDG reviews the Performance Indicators and Risks that are outlined in this report and feeds back any areas of concern to the Cabinet.

**Relationship to Corporate Plan:** Corporate Plan priorities and targets are effectively maintained through the use of appropriate performance indicators and regular monitoring.

**Financial Implications:** None identified

**Budget and Policy Framework:** None identified

**Legal Implications:** None identified

**Risk Assessment:** If performance is not monitored we may fail to meet our corporate and local service plan targets or to take appropriate corrective action where necessary. If key business risks are not identified and monitored they cannot be mitigated effectively.

**Equality Impact Assessment:** No equality issues identified for this report.

**Impact on Climate Change:** This PDG has been tasked with considering the Council's own policy response(s) to the Climate Change Declaration made at Full Council on 26 June 2019.

#### 1.0 Introduction

- 1.1 Appendix 1 provides Members with details of performance against the Corporate Plan and local service targets for the 2020-21 financial year.
- 1.2 Appendix 2 shows the section of the Corporate Risk Register which relates to the Environment Portfolio. See 3.0 below.
- 1.3 Appendix 3 shows the profile of all risks for the Environment at present.
- 1.4 All appendices are produced from the corporate Service Performance And Risk management system (SPAR).

## **2.0 Performance**

### **Environment Appendix 1A**

- 2.1 Regarding the Corporate Plan Aim: **Increase recycling and reduce the amount of waste**; Covid 19 had an impact on the amount of waste created by households particularly for Q1. The recycling rate has been very slightly above target for the last 3 months.
- 2.2 On 3 December Cabinet voted to approve this PDG's recommendation to approve a new waste collection trial. The trial is part of a process to improve recycling rates as well as reduce emissions from collection vehicles. It will also help the Council to meet with Government guidelines to recycle 65% of household waste by 2035 and Devon's proposed 60% target rate by 2025. The trial, which will include both rural and urban areas, should begin in early summer and will last for a minimum of three months.

### **Climate Change Appendix 1B**

- 2.3 Mid Devon's push towards its carbon reduction target has received a boost with the installation of solar panels at its Carlu Close depot. The Willand based depot, which is home to the Council's Street Scene teams, now has panels covering 250m<sup>2</sup> of its roof space, meaning the 147 panels can produce almost 50kW of energy per hour. The initial investment should be paid back in less than six years due to the electricity generated to power the site, meaning less reliance on the National Grid as an energy source, and the ability for the Council to sell back some of the unused power.

## **3.0 Risk**

- 3.1 Risk reports to committees include strategic risks with a current score of 10 or more in accordance with the Risk and Opportunity Management Strategy. (See Appendix 2)
- 3.2 Operational risk assessments are job specific and flow through to safe systems of work. These risks go to the Health and Safety Committee biannually with escalation to committees where serious concerns are raised.
- 3.3 The Corporate Risk Register is regularly reviewed by Group Managers and Leadership Team and updated as required.

## **4.0 Conclusion and Recommendation**

- 4.1 That the PDG reviews the performance indicators and risks for 2020-21 that are outlined in this report and feeds back any areas of concern to the Cabinet.

**Contact for more Information:** Catherine Yandle, Group Manager for Performance, Governance and Data Security ext. 4975

**Circulation of the Report:** Leadership Team and Cabinet Members

## Corporate Plan PI Report Environment

Monthly report for 2020-2021  
 Arranged by Aims  
 Filtered by Aim: Priorities Environment  
 For MDDC - Services

## Key to Performance Status:

Performance Indicators:	No Data	Well below target	Below target	On target	Above target	Well above target
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\* Indicates that an entity is linked to the Aim by its parent Service

Corporate Plan PI Report Environment																
Priorities: Environment																
Aims: Increase recycling and reduce the amount of waste																
Performance Indicators																
Title	Prev Year (Period)	Annual Target	Apr Act	May Act	Jun Act	Jul Act	Aug Act	Sep Act	Oct Act	Nov Act	Dec Act	Jan Act	Feb Act	Mar Act	Group Manager	Officer Notes
<u>Residual household waste per household (measured in Kilograms) (figures have to be verified by DCC)</u>	238.38 (8/12)	362	34	63	94	126	155	184	217	248					Darren Beer	(April - November) A small rise compared to November 2019. The lockdown period has contributed to this rise due to residents creating more residual waste to be disposed of from home. (LD)
<u>Number of Fixed Penalty Notices (FPNs) Issued (Environment)</u>	10 (8/12)	No Target	0	0	4	4	4	5	10	10					Darren Beer	(November) Lockdown measures during November reduced the occurrence of offences (LD)
<u>% of Household Waste Reused, Recycled and Composted (figures have to be verified by DCC)</u>	54.11% (8/12)	54.5%	52.6%	53.7%	54.3%	54.3%	54.3%	55.3%	54.7%	54.5%					Darren Beer	(November) Dry recycling has contributed 24.38% to the recycling rate; this is a 2.91 increase compared to November 2019. The recycling rate is on target for the year despite a 6% rise in residual waste. (LD)
<u>Number of Households on Chargeable Garden Waste</u>	10,072 (8/12)	11,100	10,007	10,837	10,928	11,088	11,154	11,245	11,251	11,176					Darren Beer	(November) An additional 1,104 customers compared to November

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Print Date: 14 December 2020 14:17

Corporate Plan PI Report Environment																
Priorities: Environment																
Aims: Increase recycling and reduce the amount of waste																
Performance Indicators																
Title	Prev Year (Period)	Annual Target	Apr Act	May Act	Jun Act	Jul Act	Aug Act	Sep Act	Oct Act	Nov Act	Dec Act	Jan Act	Feb Act	Mar Act	Group Manager	Officer Notes
																2019 (LD)
<u>% of missed collections reported (refuse and organic waste)</u>	0.02% (8/12)	0.03%													Darren Beer	(November) Remaining on target for the year (LD)
<u>% of Missed Collections logged (recycling)</u>	0.02% (8/12)	0.03%													Darren Beer	(November) Remaining on target for the year (LD)

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Print Date: 14 December 2020 14:17

## Corporate Plan PI Report Climate Change

Monthly report for 2020-2021  
 Arranged by Aims  
 Filtered by Aim: Priorities Climate Change  
 For MDDC - Services

### Key to Performance Status:

Performance Indicators:

No Data

Well below target

Below target

On target

Above target

Well above target

\* indicates that an entity is linked to the Aim by its parent Service

## Corporate Plan PI Report Climate Change

### Priorities: Climate Change

#### Aims: Green Sources of Energy

#### Performance Indicators

Title	Prev Year (Period)	Prev Year End	Annual Target	Apr Act	May Act	Jun Act	Jul Act	Aug Act	Sep Act	Oct Act	Nov Act	Dec Act	Jan Act	Feb Act	Mar Act	Group Manager	Officer Notes
<u>Electric Car Charger Units</u>	n/a	n/a	8	n/a	n/a	0	n/a	n/a	0	n/a	n/a	0	n/a	n/a		None	(Quarter 3) Five sites shortlisted for electric car charging points in our pay and display car parks that will be subject to the outcome of the tender exercise that MDDC are part of with other neighbouring Councils, including analysis on the financial return. (CY)
<u>New Solar Initiatives</u>	n/a	n/a	250	n/a	n/a		n/a	n/a	211	n/a	n/a	250	n/a	n/a		Andrew Busby	(Quarter 2) Numbers registered with MDDC direct. Numbers likely to increase when DCC registrations allocated. (CY)
<u>Electric Car Charger usage</u>	n/a	n/a	2,000	11	58	139	399	762	994	1,248						Andrew Busby	(June) Usage seriously affected by Covid in first 3 months of the year (CY)

#### Aims: Biodiversity

Corporate Plan PI Report Climate Change																	
Priorities: Climate Change																	
Aims: Biodiversity																	
Performance Indicators																	
Title	Prev Year (Period)	Prev Year End	Annual Target	Apr Act	May Act	Jun Act	Jul Act	Aug Act	Sep Act	Oct Act	Nov Act	Dec Act	Jan Act	Feb Act	Mar Act	Group Manager	Officer Notes
<u>Corporate Tree Planting Scheme</u>	n/a	n/a	Develop corporate tree planting scheme by end 20/21	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a		Andrew Busby	(2020 - 2021) Post the national restrictions volunteers have now met again on the allocated area of land adjacent to Morrison's in Tiverton with a date on planting expected to be early in the New Year and Property Services also met Sustainable Crediton who are looking to plant trees at the end of January 2021 (CY)
<u>Community climate and biodiversity grants</u>	n/a	n/a	Funding agreed is first stage	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a		Andrew Busby	

Aims: Retro-fitting measures																	
Performance Indicators																	
Title	Prev Year (Period)	Prev Year End	Annual Target	Apr Act	May Act	Jun Act	Jul Act	Aug Act	Sep Act	Oct Act	Nov Act	Dec Act	Jan Act	Feb Act	Mar Act	Group Manager	Officer Notes
<u>Corporate Renewable Energy Projects</u>	n/a	n/a	1	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	1	Andrew Busby	(2020 - 2021) Carlu Close solar PV project has been completed and the hydro project is a live planning application at present with a report going to committee early in the new year. (CY)
<u>ECO Flex</u>	n/a	n/a	600						424							Simon Newcombe	



Corporate Plan PI Report Climate Change																	
Priorities: Climate Change																	
Aims: Retro-fitting measures																	
Performance Indicators																	
Title	Prev Year (Period)	Prev Year End	Annual Target	Apr Act	May Act	Jun Act	Jul Act	Aug Act	Sep Act	Oct Act	Nov Act	Dec Act	Jan Act	Feb Act	Mar Act	Group Manager	Officer Notes
<u>Housing Assistance Policy</u>	n/a	n/a	5						2							Simon Newcombe	
<u>Home Improvement Loans</u>	n/a	n/a	5	1					2	2						Simon Newcombe	(September) Covid adversely affected ability to do surveys and inspections in homes and availability of contractors. Activity has increased in Q3 and we expect the number of loans to increase (SN)

Aims: Other																	
Performance Indicators																	
Title	Prev Year (Period)	Prev Year End	Annual Target	Apr Act	May Act	Jun Act	Jul Act	Aug Act	Sep Act	Oct Act	Nov Act	Dec Act	Jan Act	Feb Act	Mar Act	Group Manager	Officer Notes
<u>Community Schemes</u>	n/a	n/a		n/a	n/a		n/a	n/a		n/a	n/a		n/a	n/a		Andrew Busby	
<u>Council Carbon Footprint</u>	n/a	n/a	19,000	n/a	n/a		n/a	n/a		n/a	n/a		n/a	n/a		Andrew Busby	(Quarter 3) Progress will be reported in Q4 (CY)

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## Environment PDG Risk Management Report - Appendix 2

Report for 2020-2021

For Climate Change - Cllr Elizabeth Wainwright Portfolio

Filtered by Flag: Include: \* Corporate Risk Register

For MDDC - Services

Filtered by Performance Status: Exclude Risk Status: Low

Not Including Risk Child Projects records, Including Mitigating Action records

### Key to Performance Status:

Mitigating  
Action:

**Milestone  
Missed**

**Behind  
schedule**

**In progress**

**Completed  
and  
evaluated**

**No Data  
available**

Risks: **No Data (0+)**

**High (15+)**

**Medium (6+)**

**Low (1+)**

## Environment PDG Risk Management Report - Appendix 2

**Risk: Climate Change Declaration** The implications to the Council's strategic, budget and medium term financial plans are not yet fully explored and understood. This introduces an increased level of uncertainty. Impact of climate change on the financial viability of the Council.

### Service: Climate Change

### Mitigating Action records

Mitigation Status	Mitigating Action	Info	Responsible Person	Date Identified	Last Review Date	Current Effectiveness of Actions
In progress	Cabinet Member for Climate Change	Was appointed in January 2020 with specific responsibility for the climate change agenda.	Catherine Yandle	17/02/2020	09/12/2020	Positive(2)
In progress	Climate Change Strategy and Action Plan	Was approved by Cabinet on 1 October 2020. The Handbook needs completing and publishing	Catherine Yandle	09/12/2020	09/12/2020	Positive(2)
In	Consideration	This PDG	Catherine	19/07/2019	09/12/2020	Positive(2)

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Print Date: 09 December 2020  
17:07

Environment PDG Risk Management Report - Appendix 2						
Mitigating Action records						
Mitigation Status	Mitigating Action	Info	Responsible Person	Date Identified	Last Review Date	Current Effectiveness of Actions
progress	by the Environment PDG	has been tasked with considering the Council's own policy response(s) to the Climate Change Declaration made at Full Council on 26 June 2019.	Yandle			
In progress	Devon Climate Emergency – Tactical Group	MDDC are part of the tactical group for the climate emergency that has strategic links to our own plans.	Catherine Yandle	18/05/2020	09/12/2020	Positive(2)
In progress	Net Zero Advisory Group	This was approved by Cabinet on 23 April terms of reference to be progressed for the group, membership confirmed and first meeting held remotely.	Catherine Yandle	18/05/2020	09/12/2020	Positive(2)
Current Status: High (20)		Current Risk Severity: 5 - Very High		Current Risk Likelihood: 4 - High		
Service Manager: Catherine Yandle						
Review Note: The Climate and Sustainability Specialist post was advertised in December, the closing date was 8 January 2021 so the shortlisting process is now taking place.						

# Risk Matrix Environment Appendix 3

## Report

Filtered by Service: Climate Change, Street Scene Services  
Current settings

<b>Risk Likelihood</b>	<b>5 - Very High</b>	<b>No Risks</b>	<b>No Risks</b>	<b>No Risks</b>	<b>No Risks</b>	<b>No Risks</b>
	<b>4 - High</b>	<b>No Risks</b>	<b>No Risks</b>	<b>No Risks</b>	<b>No Risks</b>	<b>1 Risk</b>
	<b>3 - Medium</b>	<b>No Risks</b>	<b>No Risks</b>	<b>3 Risks</b>	<b>No Risks</b>	<b>No Risks</b>
	<b>2 - Low</b>	<b>No Risks</b>	<b>1 Risk</b>	<b>4 Risks</b>	<b>6 Risks</b>	<b>5 Risks</b>
	<b>1 - Very Low</b>	<b>No Risks</b>	<b>4 Risks</b>	<b>3 Risks</b>	<b>3 Risks</b>	<b>2 Risks</b>
		<b>1 - Very Low</b>	<b>2 - Low</b>	<b>3 - Medium</b>	<b>4 - High</b>	<b>5 - Very High</b>
		<b>Risk Severity</b>				

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2020 17:08

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## ENVIRONMENT PDG 12 JANUARY 2021

### UPDATE ON STREET SCENE SERVICES – EDUCATION/ENFORCEMENT

**Cabinet Member(s):** Cllr Colin Slade  
**Responsible Officer:** Darren Beer, Interim Group Manager - Street Scene and Open Spaces

**Reason for Report:** This report presents future options within the Street Scene Education and Enforcement Service.

**Recommendation:** That Members note the contents of this report.

**Financial Implications:** None as this is an information report only.

**Budget and Policy Framework:** The Street Scene and Enforcement policies previously agreed set out the key aims, principles, priorities and options which secure regulatory compliance and both investigate and, where necessary, undertake enforcement action following breaches of regulations.

**Legal Implications:** None as this is an information report only.

**Risk Assessment:** This report is for information only.

**Equality Impact Assessment:** There are no equality issues identified in this report.

**Relationship to Corporate Plan:** Priorities within the Corporate Plan are economy, homes, community and environment. The Street Scene Service is a frontline service, which works throughout the district ensuring cleanliness and attractiveness of our public realm through collection of waste and recycling. This is assisted through education and enforcement.

**Impact on Climate Change:** None as this is an information report only.

#### 1.0 Introduction/Background

1.1 At the Environment PDG on 3<sup>rd</sup> November 2020 it was requested that the service provide an update on the following:

- Private enforcement
- Protection for the District Officers following consideration of the CCTV report

#### 2.0 Private enforcement

2.1 The Environment and Enforcement Manager has contacted two enforcement companies to provide quotations for both cost neutral and chargeable services.

2.2 East Hampshire District Council have confirmed they will not be able to carry out enforcement on our behalf as they would require other local authorities to

join the scheme with Mid Devon District Council to enable the trial to go ahead.

- 2.3 3GS have provided both a cost neutral and chargeable service quote.
- 2.4 The cost neutral service is fully funded by the issuing of FPNs (Fixed Penalty Notices). To meet the commercial baseline 3GS would need to issue approximately two hundred and fifty FPNs per month in total based on two Enforcement Officers providing both mobile and foot patrols. Based on the level of FPNs currently issued by MDDC Enforcement Officers this would be unachievable.
- 2.4 3GS recommends the cost funded model (chargeable service) for customers, when the results of their street surveys demonstrate the level of environmental crime does not meet the threshold for a fully cost neutral service. This service is based on one Senior Enforcement Officer and one Enforcement Officer each working forty hours per week in one vehicle and can be summarised as follows:
- MDDC would be charged a day rate for the service and receive 50% of the income from the issuing of FPNs
  - Revenue based on 680 FPNs issued per year
  - Annual total projected cost for 3GS Environmental Enforcement Hybrid Pilot (annual cost of service fee, less annual FPN projected income) is £53,455.

Based on the above projections, the cost to the service would invariably increase, which would not provide a cost neutral service as requested.

- 3.0 **Protection for District Officers following consideration of the CCTV report**
- 3.1 The MDDC CCTV Policy, Code of Practice and Action plan was presented to the Community PDG on 17<sup>th</sup> November 2020 and will be presented to Cabinet on 7<sup>th</sup> January 2021.
- 3.2 MDDC do not use Body Worn Video at this current time as written in the Code of Practice (section 5.7).
- 3.3 The CCTV Policy, Annex A – Technical Information, Establishing the Purpose for a CCTV Requirement (section 7) stipulates that, 'Whilst body worn video (BWV) cameras and headcams are not strictly CCTV systems, the same restrictions with regard to the GDPR apply. Any Council service that is contemplating using BWV or headcams must consider whether there is a pressing need to capture images of people in this way. Videoing everyday life via such a system would be unjustified if there was no justification. The Information Commissioner expects any Council using BWV cameras to give people appropriate information that such a system is in use.'
- 3.4 Before deciding to procure and deploy such a system, it is important to justify its use and consider whether or not it is proportionate, necessary and addresses a pressing need. If MDDC are going to use audio recording as well



as visual recording, the collection of audio and video needs to be justifiable. The pressing need will have to be far greater in order for the use of BWV systems to be necessary and proportionate. This will require the service to provide more evidence to support its use.

- 3.5 A review was carried out in 2018 and led to the decision to enter into a contract with Alertcom with effect from the 20th November 2018. The Street Scene service including the District Officers use the Alertcom devices which are deemed to be adequate control measures, there is 2 way contact available with the incident centre (24 hr) as well as an SOS button and the incident centre can listen in and alert emergency services according to the individual services' risk assessments.
- 3.6 The standard device; is small, lightweight and can be worn on a lanyard or attached to a belt. These devices incorporate both GPRS and GSM communication technologies and also have a feature which allows them to switch between service providers to give enhanced coverage and their use is subject to risk assessment. The benefits of this device include:
- The simplicity of operation, no need to phone in each time the employee is Lone Working, just turn the device on and press the alarm button should the need occur
  - Two way communication immediately the emergency call button is pressed
  - Improved signal coverage if the multi-network option is included
  - Improved data protection as the employee deals directly with Alertcom reducing the need for forms to be kept by MDDC
  - The ability to share devices reducing the need to solely register every lone worker
  - The ability to locate an employee if there are concerns for their safety
  - Improved management information on usage and activations
  - A man down function that detects falls
  - Safe check feature which allows for the user to set a time and location they are going to where there is a known blackspot for coverage or a known potential threat
- 3.7 Officers also have a panic button on their parking handheld devices, which calls the office mobile, officers can listen in and call emergency services if necessary. Other control measures exist, such as phoning in at the end of the day.
- 3.8 Fortunately the Service has not suffered incidents of aggression or violence towards the staff so cannot evidence a pressing need for BWV at present but this will be kept under review and reconsidered should the need arise.

**Contact for more Information:**

Darren Beer, Interim Group Manager Street Scene and Open Spaces  
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Vicky Lowman, Environment and Enforcement Manager  
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**Circulation of the Report:**

Cllr Colin Slade, Leadership Team

## ENVIRONMENT PDG 12 JANUARY 2021

### DRAFT RESOURCE AND WASTE MANAGEMENT STRATEGY FOR DEVON AND TORBAY

**Cabinet Member(s):** Cllr Colin Slade  
**Responsible Officer:** Darren Beer, Interim Group Manager - Street Scene and Open Spaces

**Reason for Report:** This report outlines the new draft Resource and Waste Management Strategy for Devon and Torbay. The strategy describes how the Devon local authorities and Torbay will manage Local Authority Collected Waste (household waste, litter, fly tipped, street sweepings and some trade) from 2020-2030. The delivery of this Strategy will be overseen by the Devon Authorities Strategic Waste Committee (DASWC). Torbay are party to the Strategy but, as a Unitary Authority also have their own.

Following its approval at the DASWC meeting on 15th October 2020, the draft Strategy requires the approval of the individual local authorities for proceeding to public consultation. After the public consultation and further scrutiny by the DASWC, the final Strategy will be brought back for endorsement by the relevant individual authorities. It will then be presented to Devon County Council for final adoption.

**Recommendation:** This PDG considers the contents of this report and the draft Resource and Waste Management Strategy for Devon and Torbay for public consultation and recommends it to Cabinet for approval.

**Financial Implications:** There are no financial implications as a direct result of this report.

**Budget and Policy Framework:** There are no additional resource implications for MDDC. The DASWC Committee's budget contributes to achieving elements of the Strategy, in addition to each authority's own budgets contributing to the overall aims and targets of the Strategy. An allocation is proposed for a residual waste analysis in 2022 from the DASWC Committee's 2021/22 and 2022/23 budgets.

**Legal Implications:** The Authority has a duty to arrange for collection of household waste. The legislative framework is to be found in the Environmental Protection Act 1990, Waste Framework Directive 2008, and Controlled Waste Regulations 2012.

**Risk Assessment:** There would be an option to delay developing the Strategy until after the Government consults further on its own policies next year. However, it is considered that with so much changing in the waste sector since 2013, it would be unhelpful to delay further and there are no guarantees that the Government consultation will be concluded when expected. In terms of risk, it is anticipated that this Strategy will be in line with national policy as it develops further.

**Equality Impact Assessment:** There are no equality issues identified in this report.

**Relationship to Corporate Plan:** The Strategy is focussed on reducing, reusing and recycling waste all of which will lead to reduced environmental impact. There is also a focus on reducing the carbon impact of the waste management services with the

aim of contributing to the net zero carbon targets. As a result the Strategy identifies with the 'Environment' priority area of the Corporate Plan for 2020-2024 'increase recycling rates and reduce the amount of residual waste generated'.

**Impact on Climate Change:** The Strategy is focussed on reducing, reusing, and recycling waste, all of which will lead to reduced environmental impact. It aims to contribute to net zero carbon for Devon and Torbay by 2050 at the latest. See 3.4.1 for further details.

## **1.0 Introduction/Background**

1.1 The draft Strategy provides the basis for the management of Local Authority Collected Waste across Devon and Torbay to 2030. Its objectives are aimed at reducing waste, reducing the carbon impact of managing waste and conserving natural resources. By working together, the local authorities, their partners and the public will help to ensure a sustainable future for waste management in Devon and Torbay. As part of the process of preparing the draft Strategy, members of the Devon Waste Partnership are asked to approve the plan for public consultation.

## **2.0 Report Details**

2.1 The Review of the 2005 Strategy was published in 2013. Since then there have been many developments in waste management. The Government published its own Resource and Waste Strategy in 2018 and is currently planning further consultation on several aspects of this. The Environment Bill is progressing through Parliament although this has been delayed due to COVID19.

2.2 Given the amount of change which has occurred it was concluded that a new Strategy for Devon and Torbay should be written to reflect the direction of travel and changes in national waste policy. The draft Strategy will be consulted upon over the winter and the final Strategy will be presented to DASWC in 2021, following formal approval by the individual authorities.

2.3 The aim is to provide a document which describes the way in which Devon and Torbay local authorities will manage resources and waste (under their control) from 2020 – 2030. It sets out waste policies and targets. The objectives are to:

- To manage Devon's & Torbay's waste in a sustainable and cost-efficient manner
- To minimise the waste we create
- To reduce the impact of resource and waste management in Devon on climate change by implementing the waste hierarchy and tailoring operations to reduce the waste carbon footprint
- To maximise the value of the resources we use and preserve the stock of material resources i.e. Preserve natural capital and practice resource efficiency

2.4 Torbay Council, as a Unitary Authority and a member of the DASWC, is closely aligned with the Devon authorities, having responsibilities for both

collection and disposal. Torbay's collection system follows the Devon aligned option and they are part of the South West Devon Waste Partnership which delivers residual waste to the Devonport Energy from Waste Combined Heat and Power plant, in Plymouth. Torbay wish to be party to the Devon Strategy but have also written a short strategy of their own which is currently out for consultation.

- 2.5 The Strategy has been drafted by the Devon Authorities Strategic Waste Committee of which MDDC is a member.

### 3.0 Outcomes / Outputs

- 3.1 The draft Strategy can be found as Appendix 1 to this report. The Strategy focusses on waste prevention and reuse, but also considers the carbon impact of the authorities' services. The Environmental Consultant, Eunomia, and Exeter University have assisted with the analysis of the carbon impact of Devon's waste services and their recommendations have been integrated into the Strategy. Their findings have also been shared with the Devon Climate Emergency Team. Waste Prevention and Reuse are critically important areas of the Strategy.

- 3.2 Less waste means that costs of collection, recycling and disposal are reduced along with a lower carbon footprint. The behavioural change work under the Don't let Devon go to Waste branding has been a key factor in the success of reducing overall waste arisings and recycling more and it will continue to be a fundamental element of the Strategy going forwards. Reuse and Recycling in particular contribute to the move from the linear to the circular economy whereby resources are kept in use for as long as possible.

- 3.3 The Government's Resources and Waste Strategy forms the policy background at a national level. However further consultations are awaited on key Government initiatives in early 2021. These include consistency on waste collections including separate food waste collections, extended producer responsibility and the introduction of a deposit return scheme for drinks containers. This draft Strategy has been written to take into account the Government Strategy and it is expected to be in line with Government policy insofar as what is known.

- 3.4 The key targets in the Resource & Waste Management Strategy for Devon and Torbay are as follows:

#### 3.4.1 Carbon

Contribute to net zero carbon for Devon and Torbay by 2050 at the latest by focussing on:

- a) Reducing, reusing and recycling more textiles, plastics, metals/Waste Electronic and Electrical Equipment, food and paper/card
- b) Looking specifically at how to reduce the plastics in the residual waste stream
- c) Considering options for utilising heat from the ERFs which will need to be commercially viable
- d) Reviewing carbon capture technology as it develops further

- e) Increasing the use of carbon friendly fuelled vehicles for transporting waste e.g. electric/hydrogen, over the period of the Strategy
- f) Developing opportunities for local reprocessing with stakeholders – by 2030

### 3.4.2 Waste Reduction and Reuse

Reduce the waste collected per head to 416kg per year by 2030 through:

- a) Community engagement
- b) Operational service policies e.g. reducing residual waste collection capacity
- c) Achieve a 20% reduction in food waste by 2025 from 2015 baseline
- d) Increase the amount of waste reused to 2% by 2025 and 5% by 2030

### 3.4.3 Recycling

- a) Recycle at least 60% of household waste by 2025 and 65% by 2035
- b) All collection authorities to provide a weekly separate collection of food waste by 2022
- c) Collect a consistent range of recyclable materials by 2023 in line with Government policy with the addition of a broader range by 2030

### 3.4.4 Miscellaneous

- a) Continue to support Don't let Devon go to waste/Recycle Devon
- b) Procure a residual waste analysis in 2022 and 2027
- c) Continue to support the Clean Devon Partnership
- d) Work with the Government to deliver services compliant with Extended Producer Responsibility, Deposit Return Scheme and consistency legislation

## 4.0 Conclusion/Recommendation

- 4.1 This PDG considers the contents of this report and the draft Resource and Waste Management Strategy for Devon and Torbay for public consultation and recommends it to Cabinet for approval.

### **Contact for more Information:**

Darren Beer, Interim Group Manager Street Scene and Open Spaces  
[dbeer@middevon.gov.uk](mailto:dbeer@middevon.gov.uk)

Vicky Lowman, Environment and Enforcement Manager  
[vlowman@middevon.gov.uk](mailto:vlowman@middevon.gov.uk)

### **Circulation of the Report:**

Cllr Colin Slade, Leadership Team

### **List of Background Papers:**

None



# Resource and Waste Management Strategy for Devon and Torbay

2020 - 2030

Draft for consultation



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Figure 8: Contents of the residual bins October 2017: West Devon

## Preface

The management of household waste in Devon and Torbay is undertaken by the 10 Local Authorities; Devon County Council, Torbay Council, East Devon District Council, Exeter City Council, Mid Devon District Council, North Devon Council, South Hams District Council, Teignbridge District Council, Torridge District Council and West Devon Borough Council.

The Local Authorities work together under the banner of the Devon Authorities Strategic Waste Committee. Over the last 28 years significant progress has been made since the early 90s when the recycling rate was 2% and recycling was carried out by the community sector.

Working together has never been more important than during the Covid Pandemic and it will continue to reap benefits that the individual councils could not achieve alone. Devon is consistently in the top 5 two tier authorities in the country in terms of recycling and the new metric of carbon impact is also showing Devon to be at the cutting edge of waste management practices. East Devon District Council has broken the 60% recycling rate barrier with 60.5% and they will share their best practices across the other already high achieving local councils. The authorities also work closely with residents to help them reduce and reuse waste, leading the way with their behavioural change and community engagement work.

Although the UK is leaving the EU at the end of 2020, European legislation will continue to influence waste policy through the Circular Economy Package. However, the Government's new Environment Bill will establish the future path for the country. With the Government's Resource and Waste Strategy for England published in 2018 and subsequent development through several consultations, there promises to be big and exciting changes in the way waste is managed.

This Strategy presents the way in which the Devon and Torbay Authorities will manage waste with and on behalf of the residents of Devon to protect the world class environment, contribute to a prosperous economy, support resilient, healthy and happy communities and reduce carbon impact with cost efficient resource management.

**Chairman, Devon Authorities Strategic Waste Committee  
2020**

## Summary of targets and policies

The Devon and Torbay local authorities will work together with partners and householders to:

1. Contribute to net zero carbon for Devon and Torbay by 2050 at the latest by focussing on:
  - a. Reducing, reusing and recycling more textiles, plastics, metals/Waste Electronic and Electrical Equipment, food and paper/card
  - b. Looking specifically at how to reduce the plastics in the residual waste stream
  - c. Considering options for utilising heat from the ERFs which will need to be commercially viable
  - d. Reviewing carbon capture technology as it develops further
2. Increase the use of carbon friendly fuelled vehicles for transporting waste e.g. electric, hydrogen, over the period of the Strategy
3. Develop opportunities for local reprocessing with stakeholders – by 2030
4. Follow the waste hierarchy - ongoing
5. Contribute to circular economy – ongoing
6. Reduce the waste collected per head to 416kg per year by 2030 through
  - a. Community engagement and
  - b. Operational service policies e.g. reducing residual waste collection capacity
7. Achieve a 20% reduction in food waste by 2025 from 2015 baseline
8. Increase the amount of waste reused to 2% by 2025 and 5% by 2030
9. Recycle at least 60% of household waste by 2025
10. Recycle 65% of household waste by 2035
11. All collection authorities to provide a weekly separate collection of food waste by 2022
12. Collect a consistent range of recyclable materials by 2023 in line with Government policy with the addition of a broader range by 2030
13. Continue to support increased recycling and reduced contamination with targeted communications at the local level –ongoing
14. Set up separate collections of textiles and hazardous waste from households in line with Government policy - 2025

15. Continue to support Don't let Devon go to waste/Recycle Devon - ongoing
16. Procure a residual waste analysis in 2022 and 2027
17. Continue to support the Clean Devon Partnership – ongoing
18. To work with the Government to deliver services compliant with Extended Producer Responsibility, Deposit Return Scheme and consistency legislation - 2023.

## Resource and Waste Management Strategy for Devon and Torbay

### 1.0 Introduction

The Waste and Resources Management Strategy for Devon and Torbay was last published in May 2005 and reviewed in 2013. Since 2013, significant progress has been made in meeting the targets set in the Review.

The period of austerity from 2007 has had an impact on elements of the strategy, for example reduced budgets to achieve some objectives, reduced Central Government spending (and therefore grants) and limitations on staff resources which have had an impact on behavioural change and education work, vital in assisting the public to reduce their waste and to put the “right waste in the right place”. Covid 19 will also have had an impact on the waste management services across Devon and Torbay although the impacts will take time to manifest themselves in terms of tonnages of wastes arising and costs both in 2020 and in the future.

Nevertheless, working closely together and sharing resources both under the umbrella of the Devon Authorities Strategic Waste Committee and the Shared Savings Scheme, the Devon authorities by achieving a recycling rate of 56.6% in 2019/20 will have maintained their position near the top of the English two tier Waste Disposal Authorities' recycling league. Household waste growth is also being held at -0.3%. Torbay, a Unitary Authority, achieved a recycling rate of 40.4% with a growth rate of 0.8%.

The aim of this Strategy is to describe the way in which local authorities within Devon and Torbay will manage resources and waste (under their control) from 2020 – 2030 and to set both targets to reach and policies to manage waste.

### 2.0 Objectives

- To manage Devon's & Torbay's waste in a sustainable and cost efficient manner.
- To minimise the waste we create.

- To reduce the impact of resource and waste management in Devon and Torbay on climate change by implementing the waste hierarchy and tailoring operations to reduce the waste carbon footprint.
- To maximise the value of the resources we use and preserve the stock of material resources i.e. Preserve natural capital and practice resource efficiency



## 3.0 The Case for Action

### 3.1 Global

At a world level the UN Sustainable Goal 12 “Responsible consumption and production” sets the bar for a sustainable world. The Sustainable Development Goals are a call for action by all countries – poor, rich and middle-income – to promote prosperity while protecting the planet. They recognize that ending poverty must go hand-in-hand with strategies that build economic growth and address a range of social needs including education, health, social protection, and job opportunities, while tackling climate change and environmental protection. Goal 12 includes a number of targets related to resource and waste management, in particular:

*12.2 By 2030, achieve the sustainable management and efficient use of natural resources*

*12.3 By 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses*



*12.5 By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse*

*12.7 Promote public procurement practices that are sustainable, in accordance with national policies and priorities*

*12.8 By 2030, ensure that people everywhere have the relevant information and awareness for sustainable development and lifestyles in harmony with nature*

*12.B Develop and implement tools to monitor sustainable development impacts for sustainable tourism that creates jobs and promotes local culture and products*

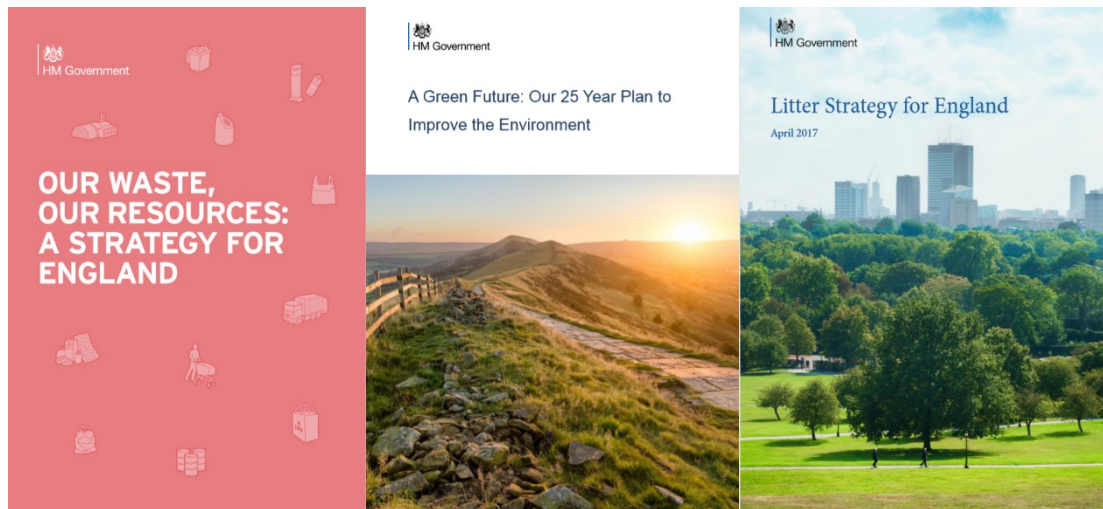


### 3.2 National

Within the last 3 years, the UK Government has published a number of strategies which provide the basis for Resource and Waste Management across England for the next 25 years. These include:

- 25 year Environment Plan
- Government Resource and Waste Strategy for England (RWS) and consultations on Extended Producer Responsibility, Plastic tax, Consistency of recycling services, Deposit Return Scheme
- Clean Growth Strategy
- Litter Strategy
- Rural Crime Strategy
- EU Circular Economy package
- Climate Emergency Declarations





The Government RWS (<https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>) was published in November 2018, its key areas of focus are:

- 1) *Sustainable Production – i.e. Extended Producer Responsibility*
- 2) *Helping consumers take more considered actions – i.e. sustainable purchasing*
- 3) *Resource recovery and waste management – i.e. recycling consistency, food, partnerships, efficient Energy Recovery Facilities*
- 4) *Tackling waste crime*
- 5) *Cutting down on food waste*
- 6) *Global Britain: international leadership*
- 7) *Research and innovation*
- 8) *Measuring progress: data, monitoring and evaluation*

The key high level UK targets emanating from these include:

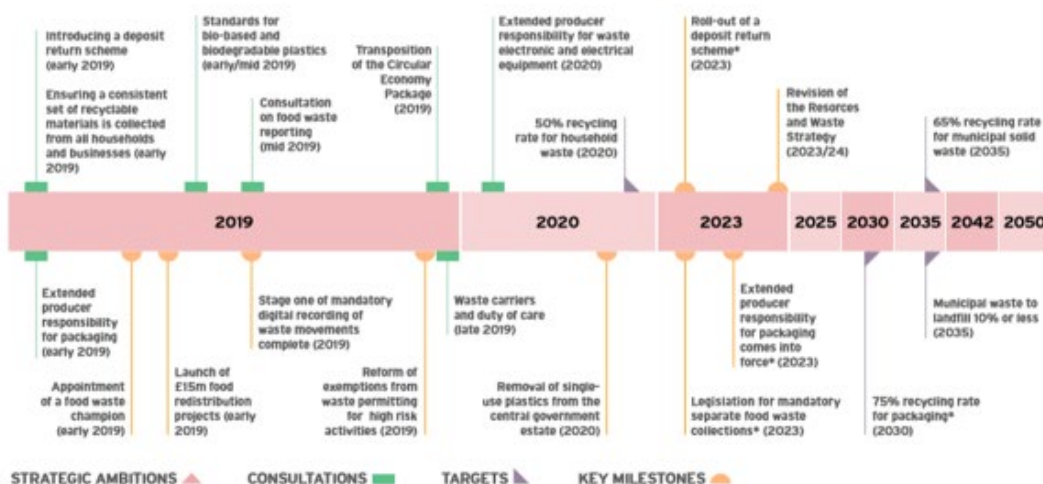
- Eliminate avoidable waste of all kinds by 2050
- 65% recycling rate by 2035
- No food waste to landfill from 2030
- To work towards all plastic packaging to be recyclable, reusable or compostable by 2025
- Eliminate avoidable plastic waste over the lifetime of the 25 year plan
- Double resource productivity by 2050
- Eliminate all biodegradable waste to landfill by 2030

The Government timetable for implementation of the Strategy is detailed below.

## Our Waste, Our Resources: A Strategy for England

### Key Milestones

- Double resource productivity by 2050
- Eliminate avoidable waste of all kinds by 2050
- Eliminate avoidable plastic waste over the lifetime of the plan
- Work towards eliminating food waste to landfill by 2030
- Work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025



## Devon Authorities Strategic Waste Committee

Following on from the publication of the Strategy, a number of consultations were held in 2019 on:

- Extended Producer Responsibility (EPR)
- Deposit Return Scheme (DRS)
- Consistency of recycling services
- Tax on the use of plastic with less than 30% recycled plastic content

The Devon Authorities contributed to the consultations. The responses have been summarised and the Government will be consulting further on these areas in 2021. The Environment Bill which paves the way for these changes has received its second reading. The more detailed legislation will come into force in 2023. The main proposed changes which have been incorporated into the Environment Bill are:

- A consistent set of recyclable household and household-like waste including paper and card, plastic, metal, glass, food and garden waste (households only) is to be collected separately from all households, relevant non-domestic premises and businesses.
- Recyclable household and household-like waste must be collected for recycling or composting.
- Relevant non-domestic premises and businesses must present recycling and food waste separately from residual waste for collection.
- Food waste from households must be collected weekly.

- Recyclable household and household-like waste in each recyclable waste stream must be collected separately unless it is not technically or economically practicable or has no significant environmental benefit.
- If two or more recyclable household or household-like waste streams are to be collected comingled, the collector must prepare a written assessment of why it is not technically or economically practicable or has no significant environmental benefit to collect them separately.

The position of the Devon Authorities in relation to these proposals follows:-

Government Proposals under consideration	Devon Position
Weekly separate collection of food waste	This is being implemented in Devon
Free garden waste collection	There is concern about inequality (free service for those with a garden), increase in collection and processing costs, and loss of income
Statutory Guidance	Whilst noting the value of guidance, it is important to allow local decision making on waste services.
Consistency in recycling collections including a core set of dry recyclables – glass, metal, plastic, paper, card	This is being implemented in Devon. The Authorities agree it should be extended to commercial waste collections.
Frequency of residual waste collection	It is important to allow councils to determine frequency of collections
Deposit Return Scheme (DTS) – this will introduce a deposit charge for all beverage containers which will be refunded when the container is returned	There are concerns about the implications on collection authorities and whether the cost of the proposed scheme is justified. The initiative could reduce the Devon recycling rate by 0.7%.
Extended Producer Responsibility (EPR). This extends the range of materials for which producers are to be responsible for funding full net costs of treatment.	Producer responsibility is to be welcomed but the distribution of funding and assessment of costs needs to be fair.
Plastic Tax on products with <30% recycled plastic content	This is acknowledged as a useful contribution to the circular economy and should stimulate markets for plastics within the UK.

The Government is also looking at potential resource efficiency and residual waste targets and they are in early discussions with stakeholders with a view to bringing them into legislation in October 2022.

### 3.3 Devon and Torbay

Many of the policies and targets set in the 2013 Review have been met. Progress against these is summarised in Appendices 1 and 2.

Devon and Torbay have over 900,000 residents whose waste they are responsible for. In total Devon authorities spend circa £56 million on waste management, with Torbay spending £13 million. The Devon and Torbay Authorities need to strive for continuous improvement to assist the UK in meeting its EU targets, i.e. 50% recycling by 2020, and 65% by 2035; to comply with the waste hierarchy; and to protect the precious natural capital of Devon and Torbay on which so much relies – tourism, agricultural production, prosperity. They also need to look for efficiencies to keep within ongoing cost constraints. Strategies to reduce the amount of waste arising, increase reuse and recycling will assist in managing waste within available budgets.

## Climate Emergency declarations

Devon County Council (DCC) declared a Climate Emergency in May 2019. Torbay declared theirs in June 2019. The Devon declaration is detailed here <https://www.devon.gov.uk/energyandclimatechange/devon-climate-emergency/devon-climate-declaration>. The Torbay declaration is noted here <https://www.torbay.gov.uk/council/policies/environmental/climate-change/>.

The Devon districts have also declared climate emergencies and have employed climate emergency officers. Various actions are already being implemented such as use of electric vehicles, allocation of budgets for carbon reduction activities, assessment of carbon footprints, cabinet members assigned, items added to committee meeting agendas, Photo Voltaic (PV) panels erected and target dates for net zero carbon have been set ranging from 2025 to 2040.

The way in which waste is dealt with can have a significant impact on greenhouse gas emissions with UK waste and wastewater practices contributing around 4% to the overall carbon emissions (3% of which is due to landfilling). The strategy, therefore, as well as looking at reducing tonnes of waste will also look at reducing the carbon impact of waste management to contribute to Devon and Torbay's aim of net zero carbon by 2050. One of the key achievements in Devon and Torbay in this arena is that no\* kerbside collected waste goes to landfill. Landfill traditionally has the greatest negative impact on climate change due to the anaerobic biodegradation of organic waste producing carbon dioxide and methane (a greenhouse gas at least 25 times more potent than carbon dioxide). These gases can be collected for energy production as they are in more modern landfills, but the process is not particularly efficient. The strategy will seek to set a path towards carbon neutrality by 2050.

\* except when the Exeter plant is closed for planned or unplanned maintenance.

## 4.0 Key achievements since 2013

The key achievement that the local authorities have managed in the last 6 years has been the much closer alignment of collection services. The so called “aligned” option evolved from work aimed at forming a formal waste partnership which highlighted the benefits of collecting the same materials at the same frequency across Devon and Torbay both in terms of simplicity for the

householders but also financially. Figure 1 below shows where the authorities were in 2013. In 2016 the councils collaboratively developed a proposal, the “Shared Savings Scheme” (SSS), whereby if a district authority significantly changed their collection service which had a consequential reduction in treatment costs for Devon County Council, the county council would share the savings 50:50. Five of the authorities have signed up to this arrangement. South Hams and Exeter are proposing changes in 2021/22 that will make them eligible for the SSS which will ostensibly bring all districts into line leaving only Mid Devon with a fortnightly collection of recycling. Figure 2 shows where each authority is currently.

Progress toward the ‘Aligned Option’					Version: 2013 (WRMS)
					
	Food Waste (Weekly)	Garden Waste (£/fortnightly)	Dry Recycling (Weekly)	Residue (fortnightly)	
<b>East Devon</b> ✓	✓	(£/O)	✓	✓	
Exeter	(X)	✓	(f)	✓	
Mid Devon	(m/f)	(m/f)	(f)	✓	
North Devon	(m/f)	(m/f)	✓	✓	
South Hams	(m/f)	(m/f)	(f)	✓	
Teignbridge	(m/f)	(m/f)	(f)	✓	
Torridge	(m/f)	(m/f)	✓	(w)	
West Devon	✓	(m/f)	✓	✓	
Torbay	✓	(X)	✓	✓	

YELLOW = aligned option / £ = charged service / m = mixed collection / f = fortnightly / w = wkly / X = N/A / O = Other

Devon Authorities Strategic Waste Committee

Figure 1: Aligned Option position 2013

Progress toward the ‘Aligned Option’					Version: September 2019
					
	Food Waste (Weekly)	Garden Waste (£/fortnightly)	Dry Recycling (Weekly)	Residue (fortnightly)	
<b>East Devon</b> ✓	✓	✓	✓	✓ (3)	
Exeter	(X)	✓	(f)	✓	
Mid Devon	✓	✓	(f)	✓	
<b>North Devon</b> ✓	✓	✓	✓	✓	
South Hams	(m/f)	(m/f)	(f)	✓	
<b>Teignbridge</b> ✓	✓	✓	✓	✓	
<b>Torridge</b> ✓	✓	✓	✓	✓	
<b>West Devon</b> ✓	✓	✓	✓	✓	
<b>Torbay</b> ✓	✓	(£/O)	✓	✓	

YELLOW = aligned option / £ = charged service / m = mixed collection / f = fortnightly / 3 = 3wkly / X = N/A / O = Other

Devon Authorities Strategic Waste Committee

Figure 2: Aligned Option position 2020

Further achievements over this period can be seen at Appendix 3. These achievements have led to:



- Reduced waste for disposal
- Increased recycling rates
- Reduced waste arisings
- Reduced costs of treatment and disposal

The graphs below describe these achievements.

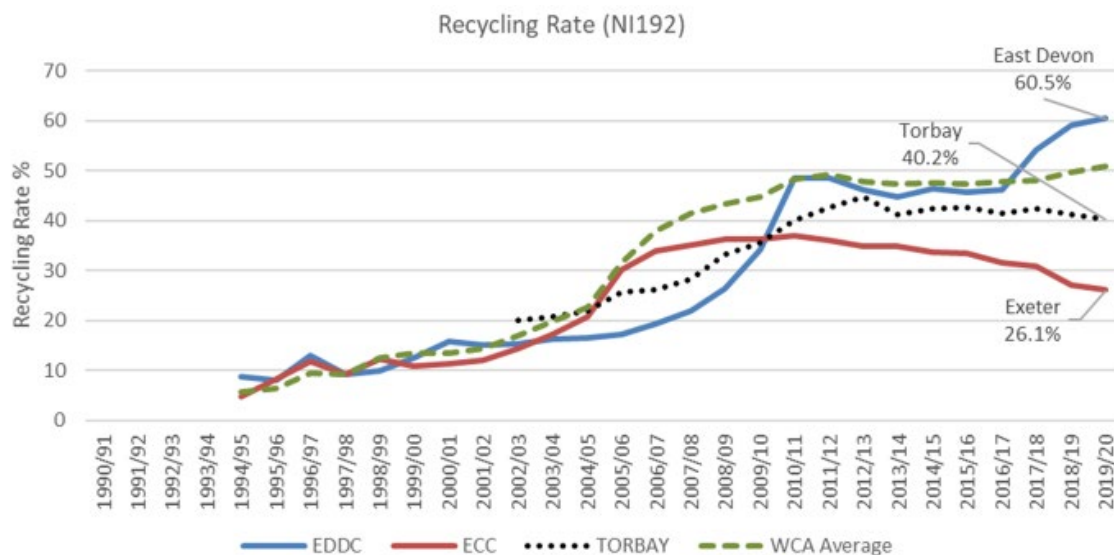


Figure 3: Highest, lowest and average WCA (district) recycling rates for Devon and Torbay 2019/20

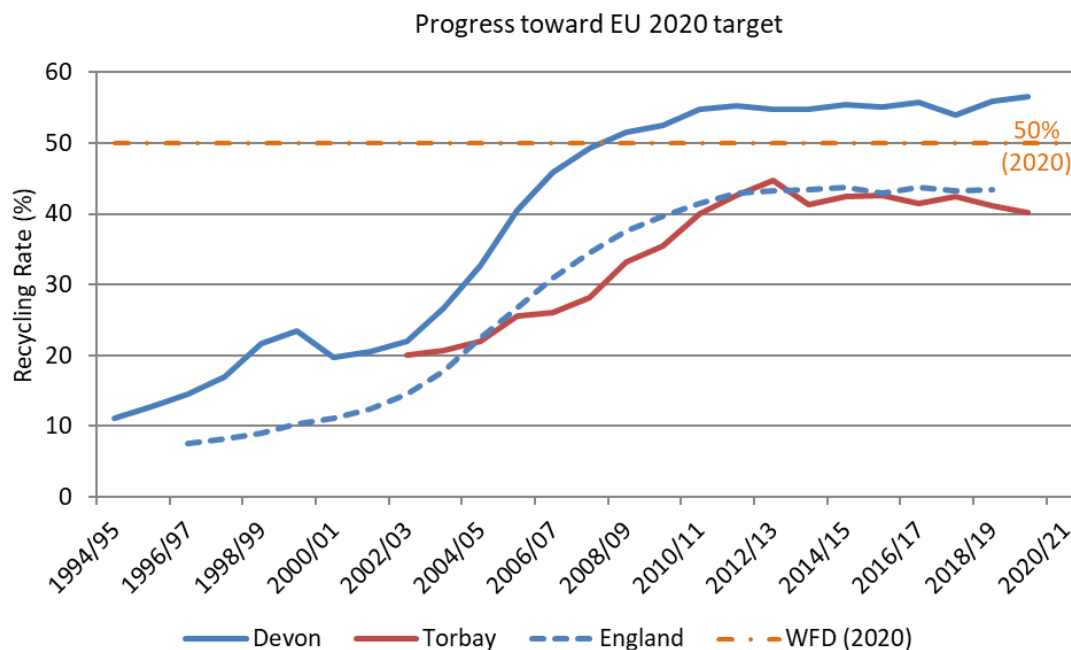


Figure 4: Progress towards EU 2020 recycling target

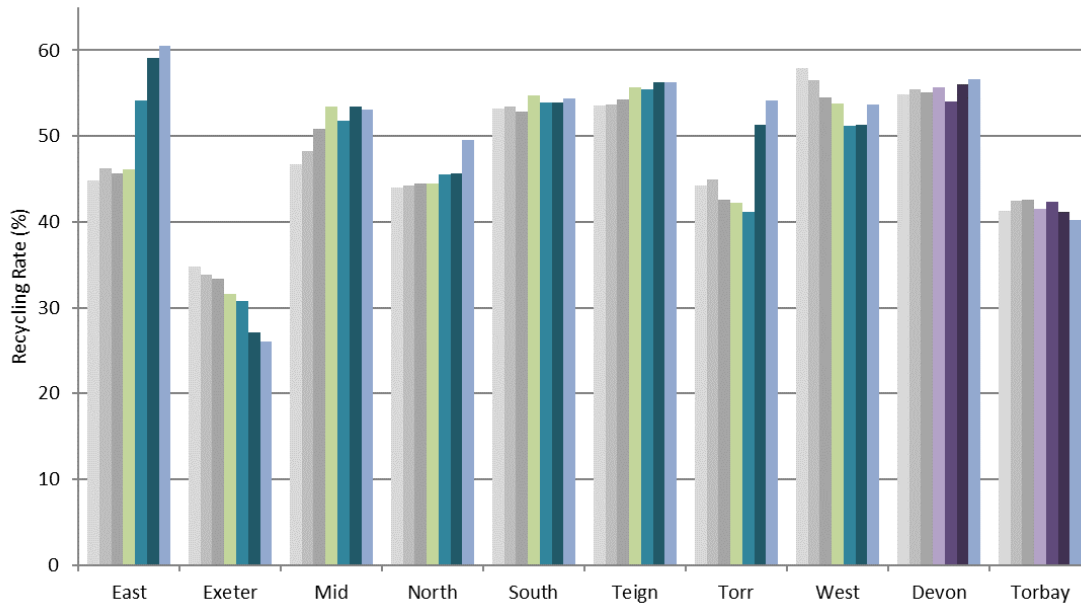


Figure 5: Authority recycling rates from 2013/14 – 2019/20

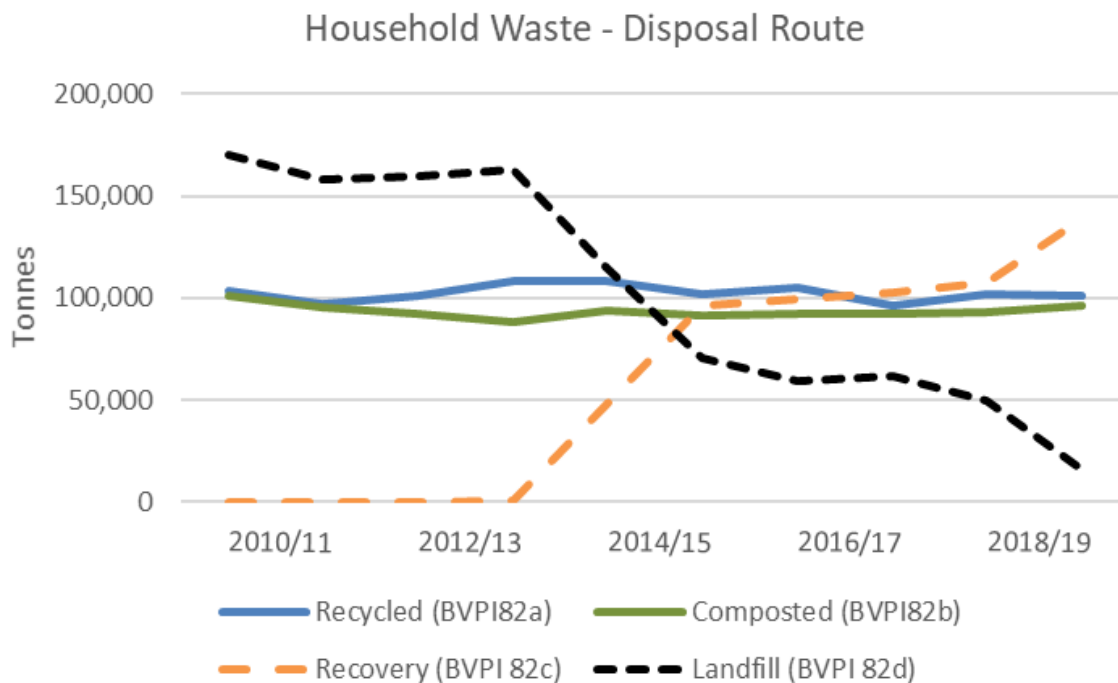


Figure 6a: Changing waste treatment methods in Devon since 2010/11

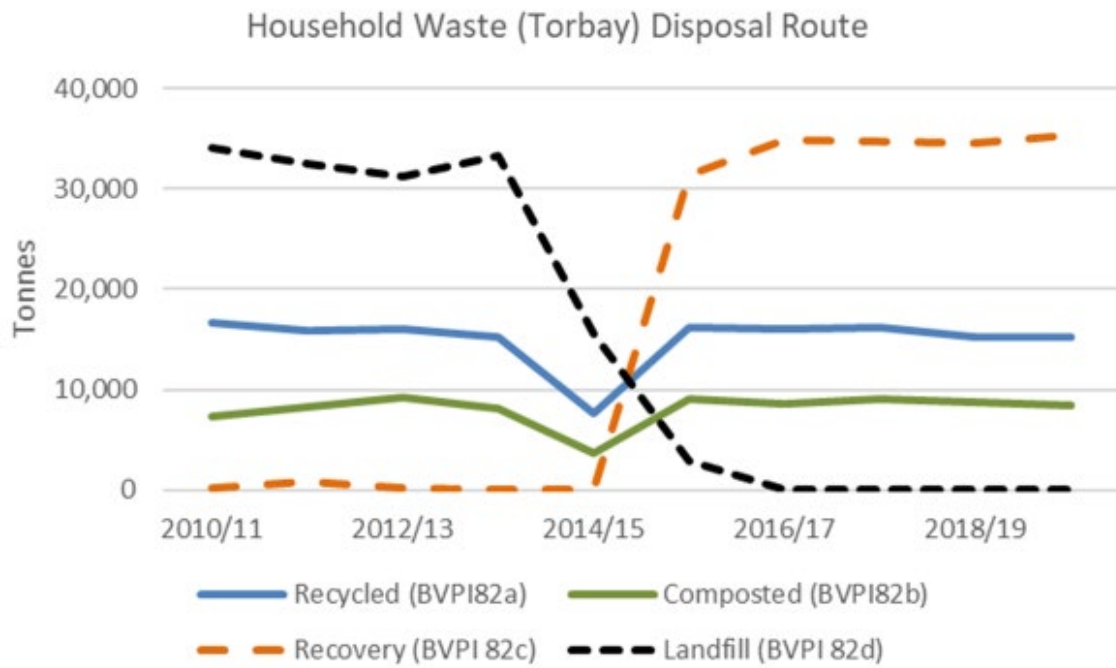


Figure 6b: Changing waste treatment methods in Torbay since 2010/11

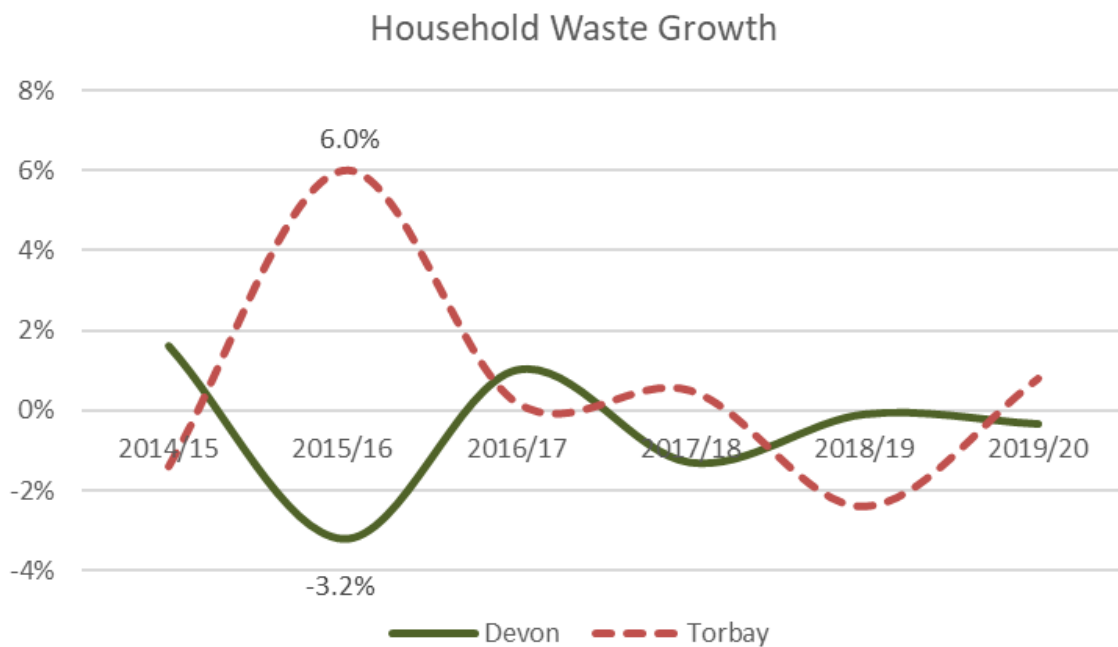


Figure 7: Waste Growth to 2019/20 (Devon and Torbay)



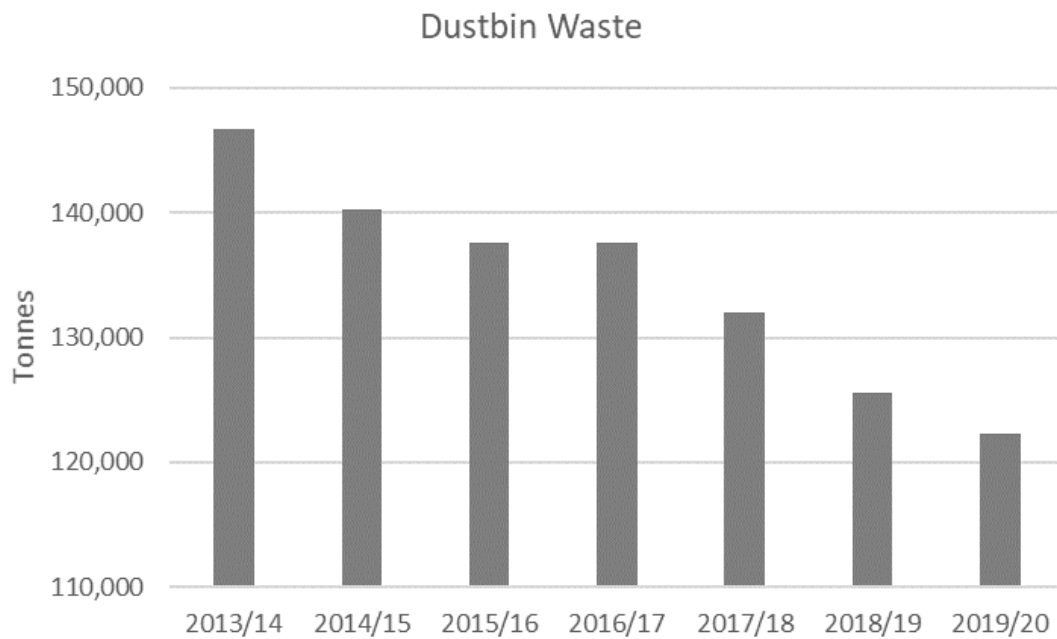


Figure 8a: Devon districts' dustbin waste to 2019/20

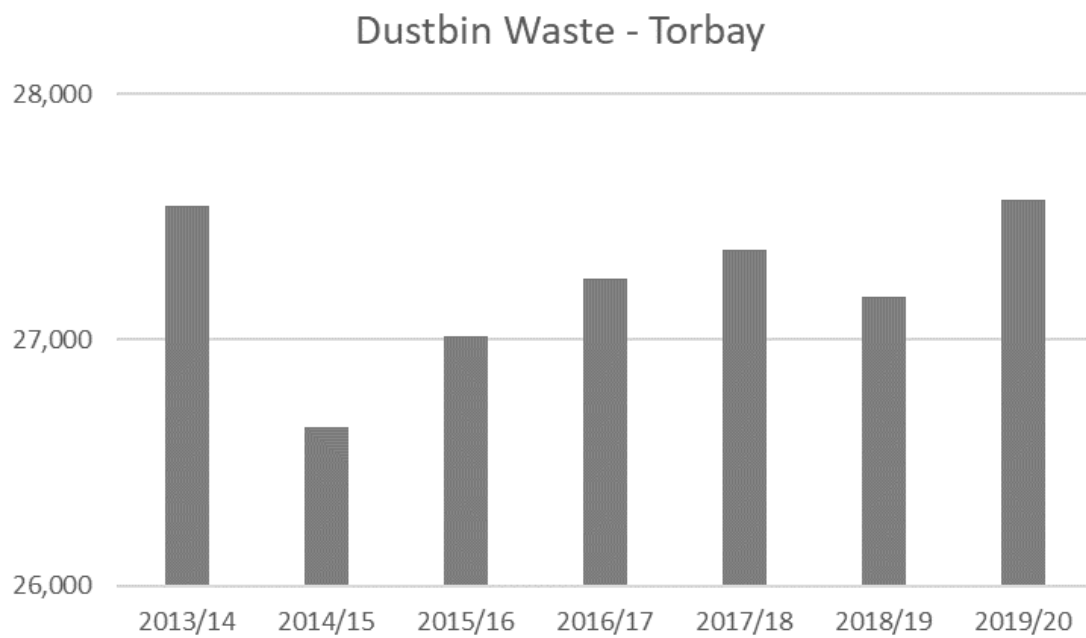


Figure 8b: Torbay dustbin waste to 2019/20

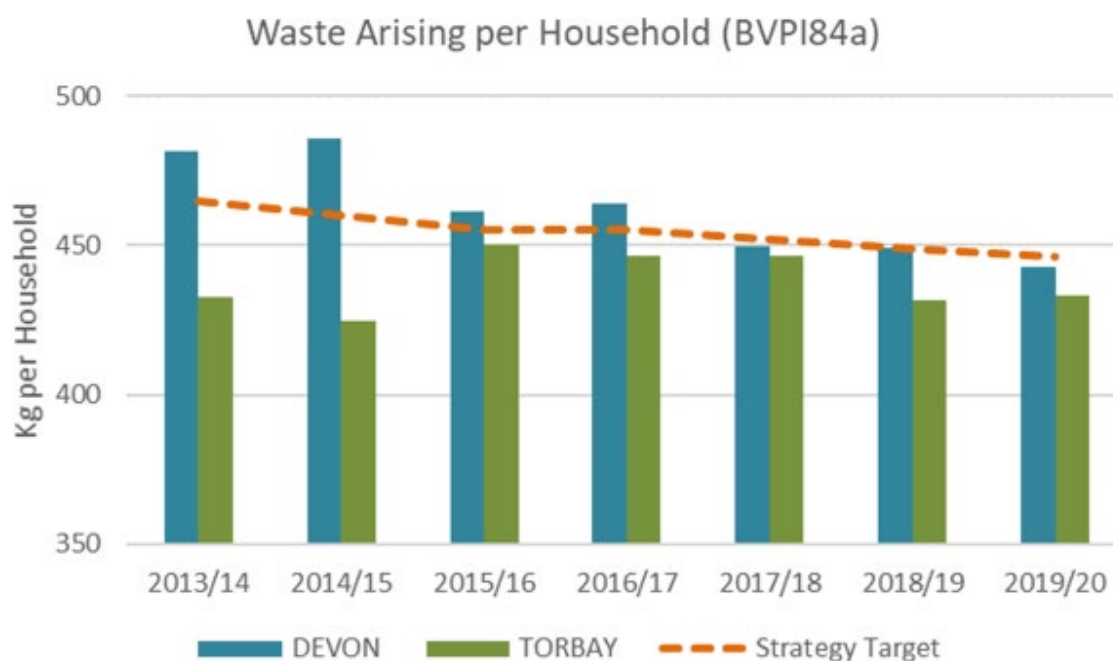


Figure 9: Waste arising per household to 2019/20, Devon and Torbay

The figures below show the percentage of Devon and Torbay's waste treated by different methods in 2019/20

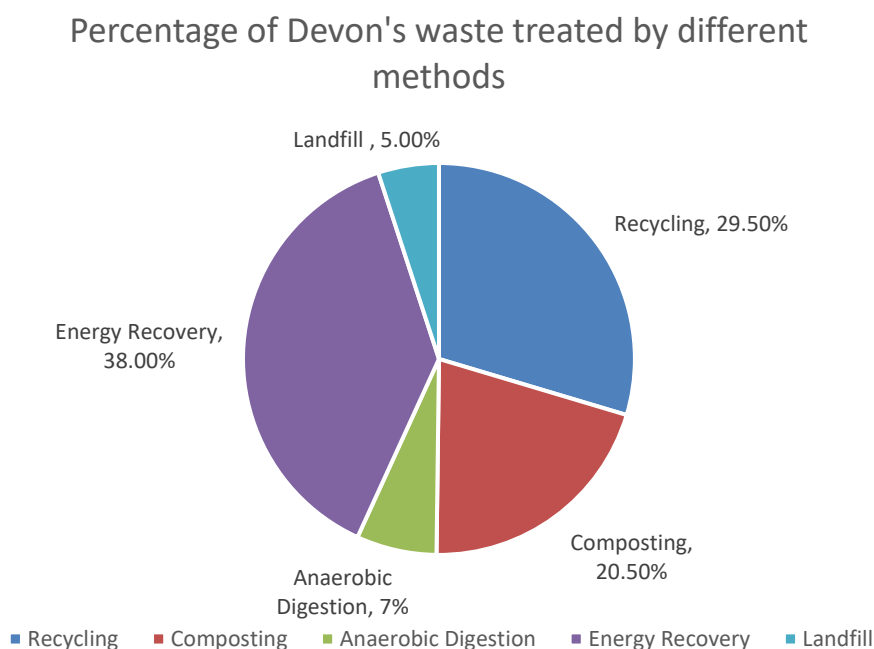


Figure 10a: The percentage of Devon's waste treated by different methods

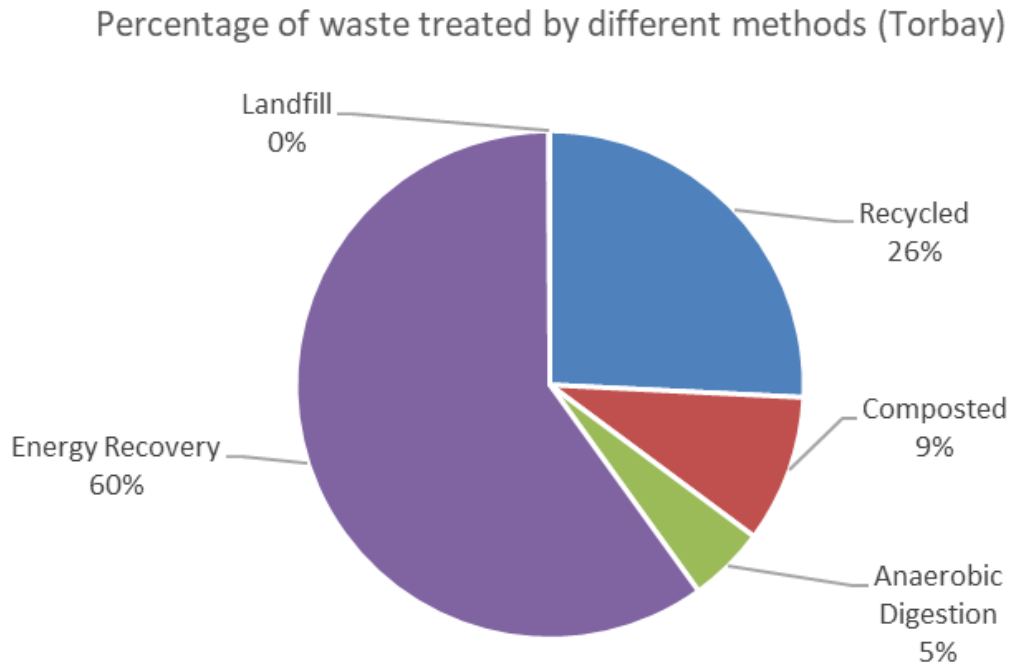


Figure 10b: The percentage of Torbay's waste treated by different methods

## 5. The way forward (notwithstanding the awaited outcomes of government policies)

To determine the way forward for resource and waste management in Devon and Torbay over the next 10 years there are 5 areas which need to be considered to provide a sustainable plan. These are:

- Climate Change and carbon impact
- The Circular Economy
- The Waste Hierarchy
- Resource Efficiency
- Natural Capital

### 5.1 Climate Change and carbon impact

The Net-zero technical report by the Committee on Climate Change (CCC) published in May 2019 (<https://www.theccc.org.uk/publication/net-zero-technical-report/>) laid out how the UK might meet zero net greenhouse gas (GHG) emissions through decarbonising the economy by 2050. It sets “core” options which will enable at least 80% reduction in GHG emissions by 2050, then “further ambition” options which will be more challenging and expensive and finally

“speculative” options which are potentially high cost, not technology ready and may be unpopular with the public.

Whilst waste management contributes less than 4% to the UK’s GHG emissions, 3% of which is landfill related, the Committee proposes a number of ways to manage waste to reduce emissions from this source and more generally:

- i) 20% reduction in avoidable food waste by 2025 (from a 2015 baseline) and potentially 50% reduction by 2050. The 2025 target is as per the Courtauld agreement (*A voluntary agreement, supported by the Devon Authorities Strategy Waste Committee, bringing together organisations across the food system to make food & drink production and consumption more sustainable. At its heart is a ten-year commitment to identify priorities, develop solutions and implement changes to cut the carbon, water and waste associated with food & drink by at least one-fifth in the 10 years*). In addition to resulting in less energy use, less food waste would reduce land requirements and therefore free up land for afforestation and energy crops
- ii) Food waste, wood waste, card, textiles and garden waste to be diverted from landfill by 2030
- iii) A recycling rate of 65% by 2035
- iv) More proactive promotion of waste avoidance
- v) Anaerobic Digestion for food waste after prevention and redistribution
- vi) Methane capture/biogas combustion/flaring/natural oxidation at landfill sites
- vii) Raising consumer awareness of the need to reduce food waste and increase recycling.

In Devon, significant inroads have already been made into reducing the GHG emissions from waste management practices. The fact that since February 2019 no kerbside collected residual waste goes to landfill is a major achievement. The residual waste now goes to energy recovery facilities. The Plymouth plant is a combined heat and power plant which gives it a good efficiency rating. The Exeter plant is less efficient, producing electricity but not making use of the heat, although options for this are being investigated.

Environmental consultants, Eunomia Research and Consulting Ltd, have produced a yearly carbon index that shows which authorities are delivering the greatest carbon benefits. Local authorities that collect more of the materials with a higher embodied carbon for recycling will show greater benefits. Account is also taken of the emissions impact of source separated and comingled collections. Devon’s index of 102 is in the top 10% of authorities, with Torbay in the good performers’ category. (See Appendix 4 for more information).

In 2019/2020 Eunomia were commissioned to look at the Devon authorities’ waste management services and analyse their carbon impact in detail and to make recommendations on how to reach carbon neutral by 2050 or sooner as well as meeting recycling targets. Details of their analysis are at Appendix 4. Their recommendations are as follows:

- A primary focus on reducing the amount of plastics in the residual waste

- To capture more carbon intensive materials – i.e. textiles, metals, plastic
- To encourage/enable greater commercial waste recycling
- To explore carbon capture

To reduce the carbon impact but also increase the recycling rate their recommendations are:

- To reduce residual waste arisings
  - By offering less frequent collections (this option depends on evolving government strategy and cost benefit considerations)
  - Smaller residual waste bins
  - No side waste (this option is only possible for those with wheeled bins, not sacks)
- To aim for higher capture rates of key materials
- To expand the range of materials collected (depending on their carbon impact/tonnage contribution)
- To carry out a site by site review of Household Waste Recycling Centres (HWRCs) to include a residual waste analysis, greater focus on textiles and confirm best practices
- To deliver consistent communications including the information on websites

The key to improving the carbon saved is to follow the waste hierarchy; putting waste prevention and reuse first, and when recycling, to improve the capture rates of the higher impact materials such as textiles, metals and plastics; and when recovering energy to minimise the amount of plastic in the residual waste.

Exeter University's Centre for Energy and the Environment was also asked to look at ways that the Energy Recovery Facilities (ERFs) could reduce their carbon impact. The conclusions from this work were:

- To reduce the amount of plastic in the residual waste
- To increase the efficiency of the plants by increasing the use of heat
- To explore carbon capture

All the scenarios above have their limitations, for example, reducing the plastic in the residual waste depends on manufacturers, public participation, pre-treatment technologies and markets; increasing the plant efficiencies depends on suitable off takers, and carbon capture is currently prohibitively expensive but may become less so in the future.

In relation to carbon impact reduction the Authorities will therefore:

- Look at how to reduce the plastics in the residual waste stream
- Consider options for utilising heat from the ERFs which will need to be commercially viable
- Review carbon capture technology as it develops further

## 5.2 Circular economy

The management of waste has traditionally followed a linear model. However, going forward, the key to how to manage waste is to think of waste as a resource which needs to be kept in use for as long as possible, to value products differently and to create a more robust economy in the process, reducing dependence on the import of raw materials. By assessing how we design, make, sell, re-use and recycle products we can determine how to get the maximum value from them, both in use and at the end of their life.

Under the EU Circular Economy Package (CEP) legislation member states will be expected to reach a recycling rate of 55% by 2025, 60% by 2030 and 65% by 2035. See: [https://ec.europa.eu/environment/circular-economy/index\\_en.htm](https://ec.europa.eu/environment/circular-economy/index_en.htm)

The UK government has ratified the new proposals and will work towards the targets set. Beyond the headline recycling targets, the CEP also includes specific targets for packaging and separate requirements for bio-waste and landfill. EU member states will be expected to achieve stated recycling rates by 2030 for all packaging (70 per cent), plastic (55 per cent), wood (30 per cent), ferrous metals (80 per cent), aluminium (60 per cent), glass (75 per cent) and paper and cardboard (85 per cent).

In addition to this, member states will have until 1 January 2025 to set up separate collections of textiles waste and hazardous waste from households (kerbside batteries, WEEE, liquids), while they must ensure that bio-waste is either collected separately or recycled at source through home composting, for example, by 31 December 2023.

With regard to landfill, member states will be expected to ensure that all waste suitable for recycling or recovery shall not be sent to landfill by 2030, except for waste for which landfill is the best environmental outcome. On top of that, member states will have to ensure that by 2035, less than 10 per cent of the total amount of municipal waste generated is sent to landfill.

The CEP states that 'extended producer responsibility schemes form an essential part of efficient waste management', but that these should not impinge on the 'smooth functioning of the internal market'.

It continues: 'The general minimum requirements should reduce costs and boost performance, as well as ensure a level playing field, including for small and medium-sized enterprises and e-commerce enterprises... They should also contribute to the incorporation of end-of-life costs into product prices and provide incentives for producers, when designing their products, to take better into account recyclability, reusability, reparability and the presence of hazardous substances. Overall, those requirements should improve the governance and transparency of extended producer responsibility schemes.'

Though a lot of emphasis has been put on recycling, the package is cognisant of the need for member states to move up the waste hierarchy and recognises that

‘waste prevention is the most efficient way to improve resource efficiency and to reduce the environmental impact of waste.’

As such, the text of the package encourages reuse and new business models that reduce waste generation, stating: ‘Member states should facilitate innovative production, business and consumption models that reduce the presence of hazardous substances in materials and products, that encourage the increase of the lifespan of products and that promote reuse including through the establishment and support of re-use and repair networks, such as those run by social economy enterprises, deposit-refund and return-refill schemes and by incentivising remanufacturing, refurbishment and, where appropriate, repurposing of products as well as sharing platforms.’

A circular economy depends on product design and manufacture being undertaken with longevity as a priority. It is difficult for local authorities to influence this, but the Government is ensuring that this is becoming more mainstream. For example, under the EU Ecodesign Directive the "Right to Repair" legislation, which will be introduced in 2021, household brands will have to make their items longer-lasting and supply spare parts for up to 10 years. It means all televisions, monitors, fridges, freezers, washing machines, washer-dryers, dishwashers and lighting products sold across the EU will have to meet minimum repairability requirements aimed at extending their lifetime. Manufacturers will have to ensure that all appliances can be easily disassembled with commonly available tools. Spare parts and repair information will also have to be made available to professional repairers for a minimum number of years.

Nevertheless, local authorities can try to ensure items are reused and recycled both operationally and when trying to influence householders’ behaviour and these will be a priority for the Devon authorities.

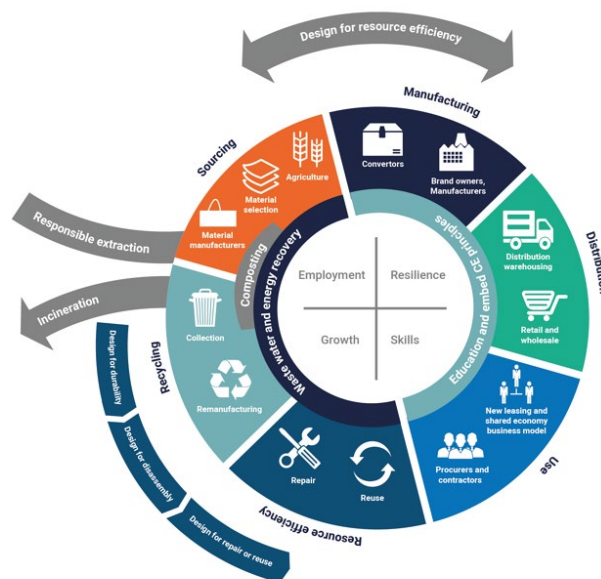


Figure 11: The Circular Economy

### 5.3 Waste hierarchy

In parallel with the Circular Economy is the waste hierarchy which identifies generically the best options in priority order for dealing with waste. The Devon and Torbay Local Authorities will continue to apply the waste hierarchy to the management of waste within their control going forward.



Figure 12 – The Waste Hierarchy

Defra has acknowledged the value of materials through the supply chain and the benefits from resource efficiency and a circular economy which aims to maximise use of resources through re-use, repair, remanufacture, refurbishment and re-selling of goods. There are benefits for producers through becoming more efficient and paying less for resources; the environment through reduced landfill and carbon emissions further up the supply chain; taxpayers and local authorities (LAs) through lower costs of waste collection and disposal; and society in general through protection of natural resources.

Opportunities for waste prevention occur throughout a product life-cycle. Actions include minimising waste through process design, improved product design to expand lifespans, and the encouragement of resource efficiency through e.g. producer responsibility.

After waste prevention and reuse come recycling and composting – as above, the EU Circular Economy package sets a 65% recycling rate target for 2035. Composting releases CO<sub>2</sub> into the atmosphere but when compost is spread to land it offsets the emissions that would have been produced had fertilizer been used. Anaerobic digestion of food waste, as a method of dealing with food waste if it has not been eaten by humans or livestock, has the least negative impact on CO<sub>2</sub>.



## 5.4 Resource efficiency

Resource efficiency means using the Earth's limited resources in a sustainable manner while minimising impacts on the environment. It allows us to create more with less and to deliver greater value with less input. The aim is to use fewer resources when we produce and consume goods and create business and job opportunities from activities such as recycling, better product design, materials substitution and eco-engineering. Local authorities will influence this through practising sustainable procurement, and offering fresh incentives to assist consumers towards more resource-efficient products i.e. by promoting sustainable consumption.

## 5.5 Natural Capital

Natural capital refers to the environmental assets which all businesses and organisations require to operate successfully, e.g. water, soils, minerals, woodland and wildlife provide essential benefits and services such as energy, flood and climate control, health, and wellbeing, food, timber and pollination.

Devon and Torbay are blessed with an incredibly valuable natural capital on which business, tourism, agriculture and civil society depend. It is therefore important that steps are taken to ensure that waste management has minimal negative impact and even a positive impact on the environment in this context. A good example of this is food waste (notwithstanding that is a problem in itself) being anaerobically digested at Langage Farm in South Hams, with the resulting fertiliser used on the land to grow the pastureland which feeds the cows, which produce the milk for the ice cream, with slurry and any food waste going back into the system, enhancing the natural capital of the soil.

The Local Authorities will aim to preserve natural capital by practicing sustainable waste management. In particular, minimising food waste would potentially have the most significant positive impact on natural capital, this is addressed at 7.2.1.

## 6.0 Waste Analysis

In order to help with informing priorities for communications and operational service changes, a waste analysis of 1800 residual household bins across Devon and Torbay was carried out in October 2017. Figure 13 shows the percentages of each of the materials remaining in the residual waste. See Appendix 5 for detailed analysis of each district and Torbay. It will be important to target the reduction, reuse and recycling of materials which both reduce carbon impact and improve recycling which will have dual benefits of saving waste from being incinerated and reducing costs.

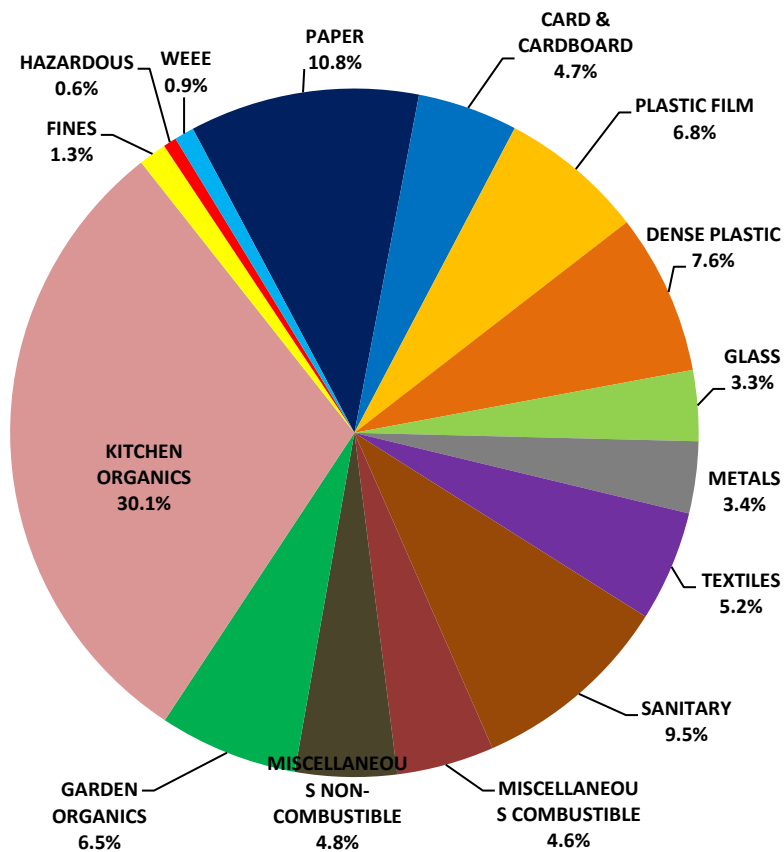


Figure 13: Average content of residual bins October 2017 (Devon)

Figure 14 below shows how much waste is already recyclable under 2017 service provision and Figure 15 shows how much is recyclable if all authorities adopted the aligned option.

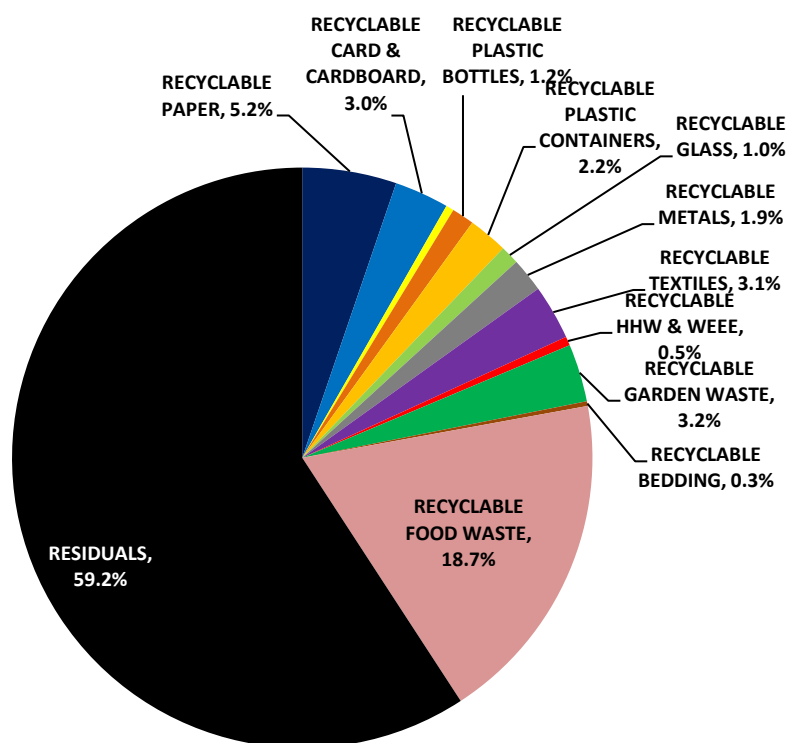


Figure 14: Percentage of residual bin contents that are potentially recyclable with current collection services (Devon)

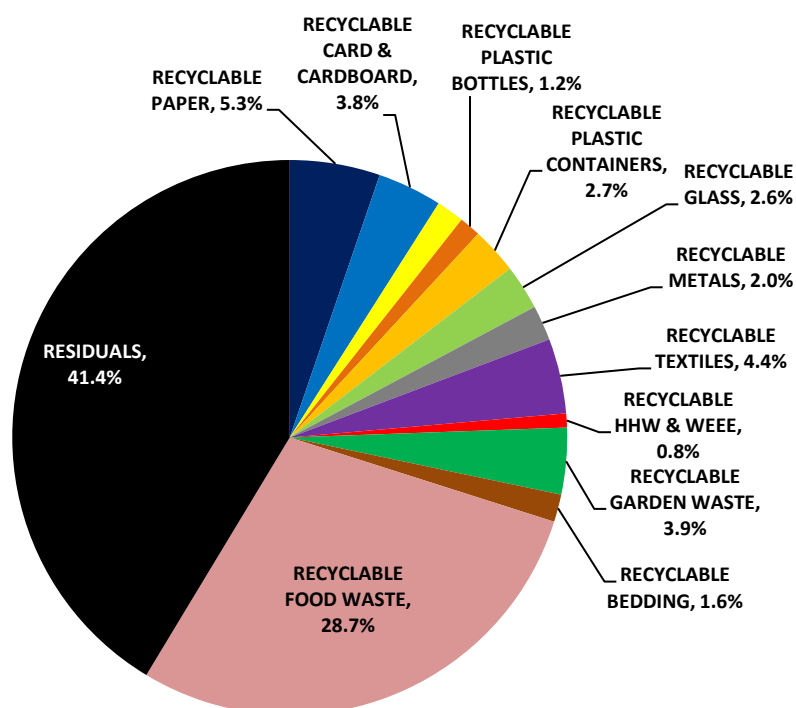


Figure 15: Percentage of residual bin contents that are potentially recyclable if all districts adopted a full range of recycling (Devon)

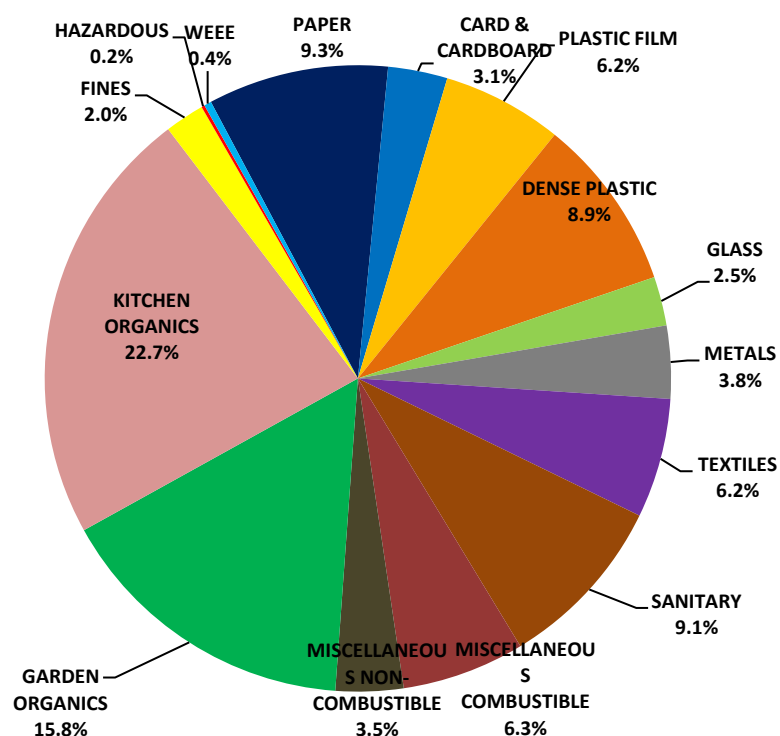


Figure 16: Average content of residual bins October 2017 (Torbay)

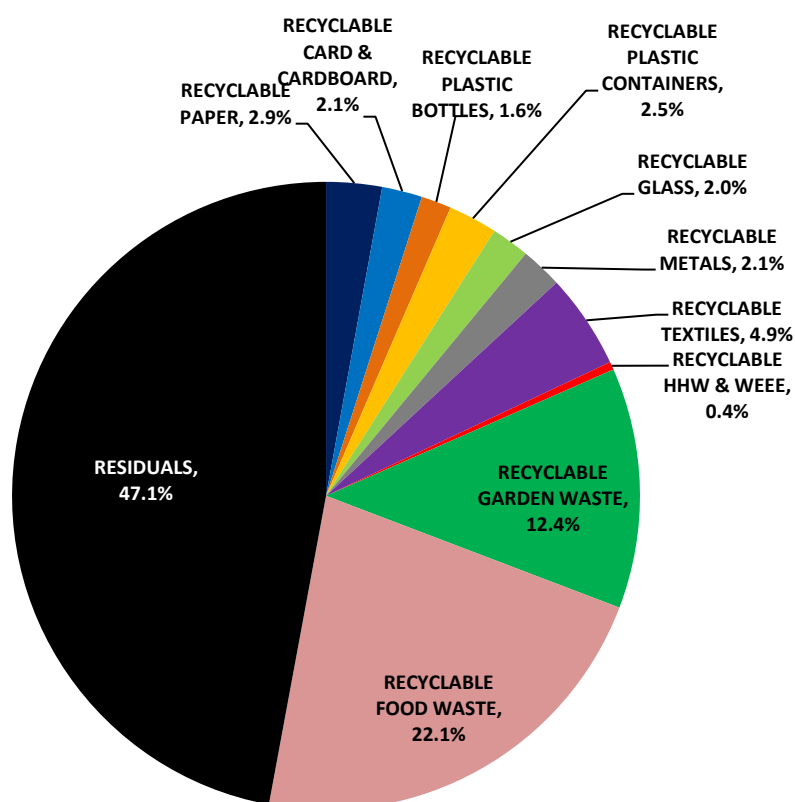


Figure 17: Percentage of residual bin contents that are potentially recyclable with current collection services (Torbay)

The above charts show:

### For Devon:

Using the 2018/19 tonnage of waste in the dustbins – 125,600 tonnes, that;

- a) 40.8% more could be recycled with current collection services (51,245 tonnes)
- b) 58.6% more could be recycled with a district wide aligned option (73,600 tonnes)

The net costs of this missed recycling are approximately £3 million and £4.4 million respectively, plus the loss of income of £1 – 1.5 million. If all residents put the right waste in the right bin in the above scenarios, the recycling rates would increase to 70.4% and 76.7% respectively. Encouraging waste prevention, reuse and recycling will help to get closer to these figures, and this is where behavioural change campaigns will need to focus.

### For Torbay:

Using the 2018/19 tonnage of waste in the dustbins – 27,173 tonnes, that 52.9 % more could be recycled with current collection services (14,375 tonnes)

The net costs of this missed recycling are approximately £840,000, plus the loss of income of £280,500. If all residents put the right waste in the right bin in the above scenario, the recycling rate would increase to 66%.

## 7.0 Waste prevention

### 7.1 General

Waste prevention is at the top of the waste hierarchy and is therefore the priority for this strategy. Preventing waste reduces consumption, carbon impact, overall environmental impact and costs. There are two main methods of achieving this, either by operational methods, such as reducing residual bin collection frequencies or by using behavioural change techniques or, most effectively, a combination of both.

The Authorities are currently contributing the Government's review of its own Waste Prevention Plan - <https://www.gov.uk/government/publications/waste-prevention-programme-for-england>.

The current Waste Prevention and Reuse Strategy for Devon and Torbay 2017-2022 will be updated to complement this document (<https://devoncc.sharepoint.com/sites/PublicDocs/Environment/Recycling/Forms/undefined>).

Behavioural change is achieved through a number of initiatives in Devon and Torbay, listed below.

- Implementing the yearly Waste Prevention and Reuse Strategy Action Plan
- Don't let Devon go to waste – campaigns and ongoing advice via the Recycle Devon brand
- Waste and Recycling Advisors contract providing a team of door-steppers
- Schools waste education
- Working with Communities – Community Action Groups (CAG) Devon
- Devon Reuse Project – see page 40

### 7.1.1 Don't let Devon go to waste

The Waste Prevention and Reuse Strategy provides the overarching plan for the local authorities in relation to the top end of the waste hierarchy. It identifies how the local authorities will achieve behavioural change in the population, both operationally and via communications implemented under the broad banner of Don't let Devon go to waste and more specifically the established brand of Recycle Devon.



There is a separate waste communications strategy which sets out the approach, methodology and rationale being used to engage and communicate with residents. The waste communications strategy is being reviewed to underpin and support the Resource and Waste Management Strategy for Devon 2020 – 2030 and achieve the objectives of the Waste Prevention and Reuse Strategy. It covers all forms of targeted marketing and communications, including public relations, publications, campaigns and one-to-one engagement (See Appendix 7 for key areas of focus).

An annual action plan is created which details current and future planned communications to evoke and inspire behavioural change for waste prevention, reuse, composting and to increase recycling rates. This details various campaigns and initiatives with subject matter and target audiences agreed between authorities e.g. helping 18-24 year olds take action on plastic packaging. To assist with this the demographics of the local population is taken into consideration and Waste Resources Action Plan (WRAP) guidance used to determine how to communicate the message to the particular audience. The waste analysis data and carbon impact work help identify which materials to focus on.

### Recycle Devon achievements 2019 – 2020

The campaign work is achieved through multi media PR campaigns, working with specialist companies. Much of the communication is carried out via social media, and the [www.recycledevon.org](http://www.recycledevon.org) website. Results for 2019/20 are shown below:

- 12.4% increase in visitors to Recycledevon.org (120,000 for the year)

- 8.9% increase in Facebook likes (12,800 for the year)
- 8.5% increase in Twitter followers (2,600 for the year)
- 17,722 Mailing Preference Service registrations to date to prevent junk mail
- 12 events across the county
- 3,700 pledges to Reduce, Reuse or Recycle
- 1,300 face to face interviews held to gain feedback and understanding from residents

## 2030 Vision for Waste Communications

Recycle Devon's vision is to become the most trusted source of information and inspiration on waste prevention, reuse, composting and recycling in Devon and beyond.

This will be achieved by the following:

- Nurture a culture of like-minded people, organisations and businesses who are proud to consider waste as a resource.
- Ensure that current and future Recycle Devon communications are accessible by all beyond that of legislative requirements.
- Adapt and accomplish communication needs for unforeseen circumstances such as Covid-19 and cultural changes.
- Eliminate confusion of choosing sustainable products and what can and cannot be recycled in each area.
- Increase one-to-one engagement by continuing the Waste & Recycling Advisor work, holding events and facilitating visits to waste sites
- Raise awareness of and engagement with Recycle Devon digital channels:
  - Increase visitors to Recycledevon.org to 200,000
  - Increase Facebook followers to 20,000
  - Increase Twitter followers 5,000
- Increase recognition of the Recycle Devon brand to 70%
- Expand the Recycle Devon brand to include Reduce, Reuse, Re-purpose and Donate.

It is proposed that the Devon Authorities will to continue to support the Don't let Devon go to waste/Recycle Devon campaign and wider communications work.



### 7.1.2 Waste and Recycling Advisors contract

The Devon Authorities Strategic Waste Committee have funded the Waste and Recycling Advisors contract since 2017.

The project objectives are to:

- Increase awareness around contamination
- Increased levels of home composting and reduction of food waste
- Increased capture of recyclable and compostable materials (Inc. food waste)
- Increase recycling in poor performing areas
- Decrease residual waste from households

A team of three experienced advisors work in three local authority areas each mainly making face-to-face calls to residents to assist them with waste prevention, recycling and composting activities. .

A plan of work is developed and approved each year taking into account specific local authority needs. This work has proved extremely valuable in raising residents' understanding of their recycling collections as well as improving the authorities' understanding of their residents' needs.

The infographic shows the key achievements for 2019/20. Working in partnership for this kind of work achieves economies of scale and sharing of expertise across all authorities.

It is proposed that this work should be continued, funded by the Devon Authorities Strategic Waste Committee where budgets allow.

### 7.1.3 Devon and Torbay Schools waste education

Educating children remains an essential part of Devon and Torbay's long-term Resource and Waste Management Strategy. The local authorities recognise that habits and attitudes towards waste are learnt at an early age and in the home. Working with schools not only educates the children but, through school community events, 'take-home' activities and "pester power", we can engage with the wider family.

The current Resource and Waste Education Strategy for Devon Schools was published in 2017 and runs to 2022 and will be reviewed in 2021/22. The strategy seeks to provide valuable support to schools and families to help equip our children for a more sustainable future. See <https://zone.recycledevon.org/our-strategy/>

A significant proportion of the Waste Education Strategy and Action Plan is delivered via a contracted Waste Education Team providing curriculum linked workshops and assemblies in school. There has been significant growth in demand over the past 3 years, particularly with the significant impact of "The Attenborough effect" and a growing awareness of issues such as plastics and Climate Change.



In a typical academic year up to 1,500 adults and more than 12,000 children are engaged in workshops, assemblies, audits, trips and training. In addition to the programme offered in school, the Waste Education Team also provide the following:

**“The Zone” Website** - <https://zone.recycledevon.org/> provides teachers, parents and youth groups with a wide range of online resources to help teach children how to Reduce, Reuse, Recycle and Compost more of their waste every day.

**Visits to Waste Management Facilities** – School visits are offered to the Energy Recovery Facilities at Exeter and Plymouth and the Exeter Recycling Centre. These have proven very popular with schools with between 20 - 25 visits been run each year.

**The Sustainability Bulletin** - A half termly schools sustainability bulletin is published providing information and opportunities relating to school gardening, composting, funding, and a wide range of environmental topics including waste and resources.



## Looking forward

It is recognised that under increasing budget constraints, supporting schools to meet the requirements of the National Curriculum is key to encouraging them to integrate the topic of sustainable waste and resource management into their school curriculum. Workshops and resources must be of a high quality and provide schools and their pupils with a wide range of environmental education that goes beyond the traditional ‘3Rs’. A growing number of schools and parents recognise the need to equip their children with the skills and resources to adapt to an uncertain future dealing with the many and varied impacts of Climate Change. Learning to manage our limited resources and minimising waste has a clear role to play in our children’s futures. Of increased importance is learning outdoors and it is vitally important that children connect with the natural world in order to value it and develop the innate need to protect it.

### The local authorities will:

- Implement and review the Resource and Waste Strategy and Action Plan for Devon schools
- Support the work of the Devon Climate Emergency Project, helping to create a resilient, net-zero carbon Devon
- Work with partners such as Eco-Schools, the Growing Devon Schools Partnership (GDSP), the Sustainable and Outdoor Learning in Devon group (SOLID) and the Local Nature Partnership (LNP) to ensure we offer a joined up approach to environmental education in Devon.
- Continue to provide curriculum linked workshops and assemblies in school to support pupils and teachers understanding of sustainable resources and waste management.
- Seek funding to increase the number of waste educators available to go into schools, providing workshops and practical support in more schools.
- Provide a wide range of resources through the “The Zone” Website
- Offer visits to Waste Management Facilities
- Update schools via the sustainability bulletin and social media
- Provide training and networking opportunities for teaching staff
- Develop work with youth groups - The Recycle Devon Scouts badge was launched in 2019 and this will be followed in 2020/21 with the launch of a Girl Guiding Recycle Devon badge. Work with the Devon Youth Parliament is also underway and will be developed further in the coming years.
- Work with local universities to measure longer term impact of the education and community engagement work
- Support schools in developing closer links with home & the wider community e.g. by supporting community events
- Work with school Senior Management Teams, staff and their contractors to reduce waste generated in the schools and to encourage reuse and recycling facilities in schools.
- The Waste Collection Authorities in Devon will provide a recycling collections service to schools in Devon and Torbay

### 7.1.4 Community Engagement

Devon and Torbay have a diverse and vibrant grassroots community sector and the local authorities have a long history of working in partnership and supporting community based projects

In 2016 the Community Action Groups Devon (CAG Devon) Project was established with an aim to provide a more direct form of community engagement within targeted communities and identify new and innovative ways of working to reduce waste, increase reuse, recycling and composting and, in the longer term, reduce demand for waste management services.

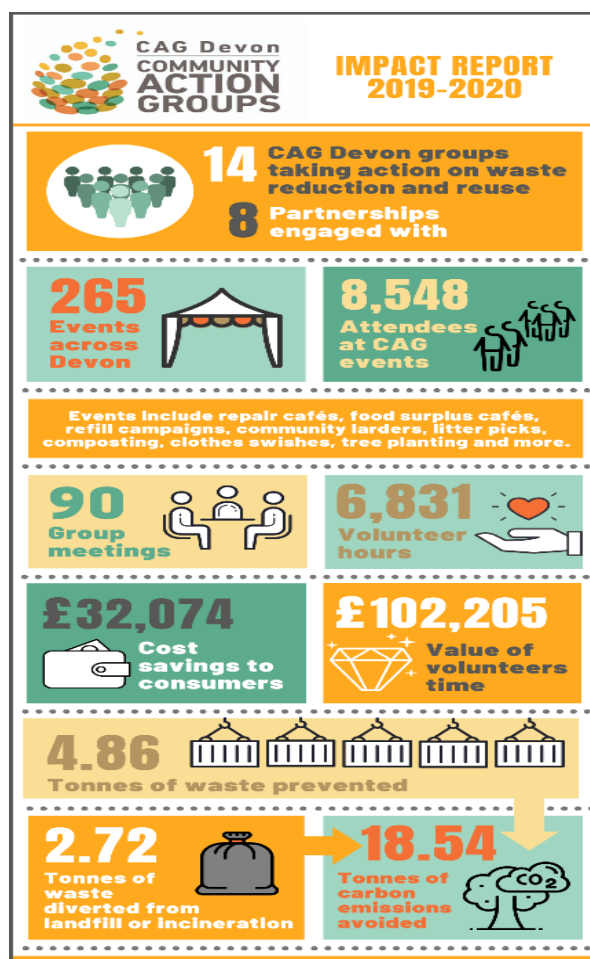


The CAG Devon Project initially only worked in Tiverton and the surrounding area to provide support to community groups, schools and individuals to organise community projects and events. The CAG Devon project enabled groups to achieve more by providing them support with fundraising, insurance, media & publicity, training & skill sharing, seed funding for new groups, monitoring tools, networking, case studies and inspiration. Due to the geographical focus of the early stages of the project, CAG Devon worked extensively with Sustainable Villages (a Transition Town Project) to expand their work into the main town of Tiverton and support new projects such as the ReRooted Food Surplus Café. With the ongoing support of the CAG Devon project, the group has developed a significant number of sub groups and broadened the number of activities that it takes action on including; give or take events, repair cafés, sewing sessions, the Refill Devon initiative, composting workshops, clothes swaps, a regular food surplus café and a community fridge. CAG Devon project has now expanded to cover all of Mid Devon and Teignbridge and is providing support to 14 groups and 7 sub groups.

### Monitoring and evaluation

One of the biggest challenges that we face in working with community groups is gathering data and measuring their impact. Many groups are very keen to take action on a local level but are less interested in recording and reporting. For this reason, a key part of the CAG Devon Project is to encourage groups to monitor and measure the impact of their work. An online tool (Resource CIT) helps groups:

- Calculate and visualise the environmental and economic impacts of projects
- Indicate social value of activities through measuring volunteer time and consumer cost savings
- Provide monitoring data and 'return on investment' calculations for reports and funding applications



- Help establish a regular and consistent monitoring and evaluation process for funded projects and activities

The information gathered via Resource CIT for the Devon project has been used to create an Infographic above showing that the project is making good progress working with the local communities of Mid Devon and Teignbridge. The benefits of the CAG Devon project go beyond a reduction in waste and can support communities to become more resilient and self sufficient .

To develop community engagement across Devon and Torbay the local authorities will endeavour to:

- **Expand across Devon:** The CAG Devon project is actively looking for funding to expand to the rest of Devon to support further actions by existing groups and help stimulate new groups to form.
- **Develop a strong and resilient network:** Individuals and groups benefit greatly from feeling part of and support by a network of like-minded people. The CAG Devon Project is developing 'Collaborate Groups' enabling groups to learn more from each other and form stronger community connections across Devon.
- **Measure impact and help to address wider community issues:** It is clear that group activities often identify and address community issues and priorities such as improving community cohesion, resilience, poverty, access to food and improving wellbeing and mental health. The CAG Devon Project will work with groups and partners to find ways to capture the wider benefits of the project.
- **Address the Climate Emergency:** Many of the CAG groups take action on a wide range of environmental issues and are not limited to the issues of waste and resources. They are keen to address Climate Change and find ways to help their communities adapt to an uncertain future. The Waste & Resources team will work with the Climate Emergency Team and Communities Team to ensure a joined up approach and make best use of available resources.

## 7.2. Specific materials

The focus will be on food waste, plastics, textiles, paper/card and metals due both to their carbon impact and their volume/weight in the residual bin.

### 7.2.1 Food waste

The Government stated in their 2018 25 year Environment Plan, their aim to “cut by one fifth the greenhouse gas intensity of food and drink consumed in the UK, and also per capita UK food waste by 2025.” This is in line with the EU Circular Economy package goals to be “recycling 65% of municipal waste by 2035” and the UN Sustainable Development Goal 12.3, which sets countries the goal to, “By 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses”.

The Government Resource and Waste Strategy published in Dec 2018 had a considerable focus on food waste. Its aims after food waste prevention include

more effective food redistribution before it can go to waste and the appointment of a National Food Waste champion, who is in post.

The Devon waste analysis shows that the material of which there is most in the residual bins is food waste (30.1%). In Torbay this figure is 22.1%. For Devon there are 21,500 tonnes collected for anaerobic digestion (AD) and 38,000 tonnes remaining in the residual waste and for Torbay 2943 tonnes collected for AD and 6005 tonnes remaining in the residual. Given the impact that wasting food has in terms of carbon impact (including energy use and transport), land use, household budgeting and local authority costs, the local authorities will continue to target this area. The food and drink hierarchy below indicates that food waste should be prevented but after that eaten by humans or animals.

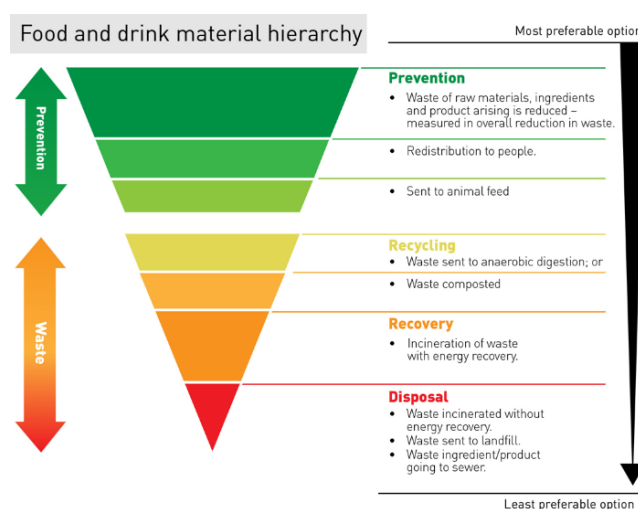


Figure 18: Food and drink hierarchy

The amounts of food wasted down the supply chain are shown in the diagram below.

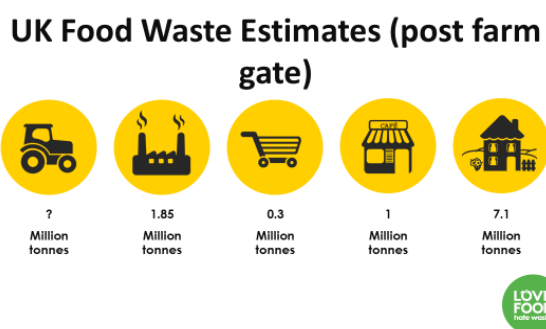


Figure 19: UK Food waste estimates

DCC has been a partner in a European project called Ecowaste4food (2017-2020) (<https://www.interregeurope.eu/ecowaste4food/>) which sought to discover innovative ways of reducing food waste in the supply chain. This has enabled research into a range of innovations both in Devon, the UK and abroad. As a consequence, a number of initiatives were proposed:



- Cooking classes across the county to help people develop cooking skills to enable them to cook food from scratch and also reduce food waste as they cook at home. These took place in Winter of 2019/20
- A proposal to provide 15 Community Fridge/Larders is the subject of a National Lottery (Community Fridges are food storage areas located in a public space. It enables food to be shared within a community, anyone can put food in, and anyone can take food out. The main aim of Community Fridges is to reduce food waste. They can also enable people facing hardship to potentially have access to fresh, nutritious food, but are open to all).
- Promotion of the Olio app (an app which allows people to pick up excess food from restaurants, shops or neighbours)
- Participation in gleaning events (collecting/picking excess produce at farms for onward distribution)

Over the period of the Strategy Devon local authorities will:

- Assist householders to reduce their food waste by 20% by 2025 from a 2015 baseline by;
  - Providing regular and consistent information to householders on how to reduce their food waste
  - Implementing campaigns via Don't let Devon go to waste
  - Working with Community Action Groups
  - Implementing the Community Fridge Project if the funding bid is successful
- Continue to participate in the Courtauld 2025 project (a WRAP/Defra led voluntary agreement for companies and others to reduce food waste in the supply chain) <https://www.wrap.org.uk/content/what-is-courtauld>

## 7.2.2 Plastics

The public interest in reducing the use of (single use) plastic has exploded in recent years. The local authorities have always encouraged householders to reduce their plastic use e.g. use a reusable bag instead of a single use plastic bag and will continue to do so.

Plastic is a very useful material but making single use plastic items can be a waste of valuable resources, and some plastic, often light and voluminous can end up as litter, polluting our streets, waterways and oceans. In fact 80% of marine litter originates on the land.

The Devon waste analysis shows there are 18,000 tonnes of plastic waste in the residual bins, and 8,400 tonnes were collected for recycling in 2018/19. For Torbay there are 4103 tonnes in the residual bins and 1109 tonnes collected for recycling.

From 2021 all the local authorities will collect plastic bottles, pots, tubs and trays. Plastic film is difficult to process due to contamination issues (with food for example) and lack of suitable markets. The local authorities will keep up to date

with research and technological developments in relation to plastic film and consider their future options if the situation changes.

In order to support the reduction of single use plastic the local authorities will:

- Promote Refill Devon <https://www.recycledevon.org/RefillDevon>
- Promote alternatives to single use plastic where appropriate
- Work with partners e.g. Environment Agency, North Devon Plastic Free, in plastic partnerships
- Implement internal plastic strategies

The Government is proposing to introduce a plastic tax of £200/tonne on plastic packaging manufactured or imported into the UK which contains <30% recycled plastic. This should encourage packaging companies to both reduce their use of plastic and increase their use of recycled plastic, as well as generating UK markets. They are also to increase the plastic bag charge from 5p to 10p and extend the obligation to small retailers.

### 7.2.3 Textiles

Textiles have a very high carbon impact in their manufacture and as such it is important that their use is reduced, and they are reused and recycled. In Devon, in 2018/19, 2100 tonnes were collected for reuse (and recycling) and around 6500 tonnes remained in the residual bins. For Torbay there are 240 tonnes collected for reuse and recycling and 1685 tonnes in the residual. The fashion industry puts an unstoppable pressure on the public for seasonal buying and cheap “fast” fashion resulting in a continual stream of clothes, often poor quality ones, being thrown away. It is estimated that 30kg/household are thrown away each year of which 15% are recycled or donated.

There are a variety of means by which textiles can be reused and recycled which may add to the confusion as to which method is best. See Table 1 below.

Method	% of donations
Charity	48%
Banks	37%
Door to door	9%
Others	4%
Instore	1%
Kerbside	1%

Table 1 – Percentage of textiles donated in different ways

The end destinations for textiles are approximately; 60% exported (to Ghana, Poland, Pakistan, Ukraine); 31% to charity shops for reuse and 5% waste. The market for textiles fluctuates widely depending on world import policies. This can make contracts difficult and they need to remain flexible.

A hierarchy of options needs to be highlighted to residents to assist them to make the right choice for their clothing.

The local authorities who see the end result will aim to influence consumerism by:

- Implementing awareness campaigns to reduce the consumption of clothes
- Promoting the love your clothes advice on Recycle Devon  
<https://www.recycledevon.org/love-your-clothes>
- Supporting/promoting swishing clothes swap events
- Develop a hierarchy of options to help householders choose the best option for their clothing

## 7.2.4 Paper and card

Paper and card have been recycled by householders for more than 20 years and yet the waste analysis shows that there is still a very large quantity of paper and card in the residual waste (15.5% for Devon and 12.4% for Torbay). This indicates that there is still a significant amount of paper and card in use and confusion over what can be recycled.

The local authorities will

- Continue to promote the Mailing Preference Service to reduce junk mail.
- Advise on alternatives to wrapping paper
- Promote and use electronic alternatives to printed matter

## 7.2.5 Metal and Waste Electrical and Electronic Equipment (WEEE)

As much as 42% of the metal produced by Devon's householders at the kerbside is recycled with the remaining 4000 tonnes found in the residual waste. For Torbay the figures are 30% and 1032 tonnes. Although the metal in the residual waste is retrieved in the ERF plants for recycling it is an inefficient use of the processing capacity. The carbon impact of producing and using metals is second only to textiles and recycling metal is very efficient in offsetting carbon.

There is a significant amount of metal in electrical waste is one of the fastest growing waste streams in the world . Research has identified that:

- A total of 1.65 million tonnes of electricals are sold in the UK every year
- Of that 206,000 tonnes are new electricals, not replacing old items
- We are producing 1.45 million tonnes of electrical waste every year in the UK alone
- At least 500,000 tonnes of waste electricals were lost through being thrown away, hoarded, stolen, or illegally exported

It is also estimated that UK householders are hoarding 527 million small electrical items, the equivalent of nearly 20 items per household. The research also found that 2.8 million tonnes of CO2 emission could be saved, equivalent to taking 1.3 million cars off the road if all our old small electricals that are being thrown away



or hoarded were recycled.

Companies are progressing repair options, e.g. Apple are offering an out of warranty repair programme for iPhones which might encourage consumers not to buy new.

It is therefore important that the authorities encourage householders to reduce their demand for metal and electronic items by only buying what they need, buying durable items and having items repaired where possible.

Batteries are associated with many electrical items and they have a significant impact on the environment so the local authorities will encourage recharging options and safe disposal.

### 7.3 Waste Prevention Summary

To ensure an incremental decrease in waste arisings, the local authorities will continue to:

- Implement the Waste Prevention and Reuse Strategy and regularly update the Action Plan
- Aim to maintain waste growth per household at zero or below.
- Work together with the community sector, householders, business and industry to strive towards producing the minimum amount of waste with a regular review of the reduction in waste growth target.
- Work together to initiate, promote and support high profile waste minimisation behavioural change and education campaigns and work in partnership with other organisations, agencies, businesses and the community sector to achieve a lasting reduction in household waste.
- Implement the Resource and Waste Education Strategy for Devon schools
- Work with CAG Devon to encourage communities to reduce, reuse, recycle
- Ensure the Waste Collection Services, Household Waste Recycling Centres Strategy and Organic Waste Strategy complement the Waste Prevention and Reuse Strategy
- Work with partners to encourage, promote and support the re-use of goods, items and materials.

The Don't let Devon go to waste campaign work will remain flexible to customer demands but will aim to focus on:

- Providing advice and information on waste prevention
- Advising on ways to reduce food waste
- Reducing consumer demand for textiles
- Discouraging the use of single use plastic
- Offering advice on how to sign up to the Mailing Preference Service
- Encourage residents to reduce their demand for metal and electronic products
- Promoting home composting
- Encouraging reuse

In addition, the Devon Authorities intend to continue to encourage householders to reduce their waste by:

- Offering a fortnightly or less frequent collection of residual waste across the county (Government policy allowing)
- Offering smaller/optimum sized bins for residual waste
- Not allowing side waste (extra waste next to standard bin) for those with wheeled bins
- Charging for garden waste (Government policy allowing)

Behavioural change and waste prevention in particular is difficult to measure. However, the infographics above show that there are non traditional methods of measurement such as volunteer hours and website/social media statistics that could be used to indicate progress. Nevertheless, the former BVPI84a (kg of waste collected per person) is a useful measure and this will continue to be used as a target. The waste arising targets will be as follows:

	BVPI84a (kg of waste collected per head) Devon	BVPI84a (kg of waste collected per head) Torbay	BVPI84a (kg of waste collected per head) Devon and Torbay
	Actual	Actual	Target
2013/14	481.5	432.7	465
2014/15	485.9	424.7	460
2015/16	461.4	450	455
2016/17	464	446.3	455 adjusted in WP&RS 2017
2017/18	449.7	446.5	452
2018/19	448.9	431.4	449
2019/20	442.9	433.4	446
↓			...
2029/30			416

Table 2 – Waste arising/collected per head in Devon – actual and targets

The average district BVPI84a is 349kg/head excluding Exeter and varying from East Devon's 307kg/head to North Devon's 389kg/head. South Hams, North Devon, Teignbridge and Torridge are all above the average. The local authorities will continue to compare and contrast their services with best practice examples from within the county and further afield to lower the average amount of waste collected.

## 8. Reuse

Reusing an item rather than throwing it away can prolong its useful life, reduce the need for finite valuable resources and offer employment opportunities in repair and maintenance. It is a critical part of the circular economy and can lead to a reduction in carbon impact. There are many examples of reuse practice in the community, for example:

- eBay
- Freecycle
- Recyclethis
- Car boot sales
- Second hand and repair shops
- Charity shops
- Furniture reuse shops
- Antique shops
- Give and take and swishing (clothes swaps) events
- Repair cafes

Reuse has gained a higher profile since the review of the Strategy in 2013 and the local authorities in Devon and Torbay have encouraged, promoted and supported the reuse of goods, items and materials, and will continue to do so, by:

- Enhancing the opportunity for reuse at Household Waste Recycling Centres (HWRCs)
- Channelling Bulky Household Waste through HWRCs and/or Social Enterprises
- Providing website suggestions and advice
- Promoting reusable nappies
- Signposting residents to hire, repair, loan and reuse opportunities via a reuse directory online
- Holding and/or supporting reuse and repair workshops
- Loaning give and take or swishing kits to community groups
- Supporting repair cafes
- Specifying an element of reuse in textile, WEEE and HWRC contracts
- Holding events such as The Big Fix, Reuse Week and Upcycling Day

Barriers to greater participation in reuse include:

- Perceptions of low quality or being only suitable for those who cannot afford to buy new, sometimes perpetuated by the “look” of reuse shops
- High rents for shops, prohibitive collection costs and high overheads
- White goods going back to retailers under the producer responsibility regulations which reduces their availability to reuse groups



Nevertheless, in difficult times reuse entrepreneurial activities come into their own.

The County Council employs a Reuse Project Officer. This allows a greater number of initiatives to be achieved in the field of reuse. The officer will continue to maximise opportunities for community engagement with reuse and repair activities within each district.

In 2019/20 the Devon Authorities facilitated the reuse of 677 tonnes of waste in the community sector and 1045 tonnes of waste was reused at the HWRCs. Many reuse events are being held across Devon each year but measuring their success can be difficult. However, at The Big Fix 2019 event a number of measurements were recorded. 268 items were repaired in one day with a 73% fix rate. The event involved 6 Repair Cafes and 40 menders. The equivalent of 6,419 kg CO<sub>2</sub> savings were made.

In the next 10 years, the authorities will aim to increase the tonnage of reuse from 0.5% to 5% by the following means:

### *Promote*

- Promote reuse of high carbon impact materials; i.e. textiles, metals, WEEE, wood, plastic
- Promote WEEE reuse through the HWRC contract
- Promote Refill Devon

### *Communicate*

- Support and promote the opportunity, value and benefit of the reuse sector via Recycle Devon campaigns, website Reuse IT pages, and social media
- Consider appropriate target audiences e.g. Over 55s, 25-55 with families, 18-24s, early adapters
- Hold The Big Fix, upcycling and reuse days, attend roadshows and WIs for example

### *Support*

- Continue to support the Community Sector's delivery of reuse / repair events and initiatives such as Give & Take events, Clothes Swaps and Repair Cafés
- Support the establishment of facilities to enable goods and materials to be reused repaired and exchanged

### *Collaborate*

- Develop/facilitate partnerships that encourage and enable increased reuse/repair activity in local areas such as working with housing associations, community, voluntary and charity sectors and training providers

- Promote cross working of local authority departments to optimise reuse e.g. procurement, social care, bulky household waste collections
- Enable peer to peer learning – e.g. older people teaching younger people, to pass on skills, highlight the social benefits of such activities and bridge the generation divide.
- Encourage skills shares which are community led to pass on skills and provide the social benefits associated with such activities. This would bring together organisations such as men’s shed, repair cafes and library of things and particularly target the younger generation.
- Investigate the potential for Community hubs to provide a space for groups to carry out all these activities e.g. an old shop, potentially run by a coordinator to link the organisations, bring in groups and people, promote, and create resources.
- “Community teams” to work with the hard to reach parts of the population to help educate and inform them on all matters of waste.

### *Improve*

- Increase Bulky Household Waste (BHW) reuse through the BHW Project and implement a hierarchy of reuse when advising the public through Customer Service Centres and websites
- Increase reuse at Devon’s HWRCs by
  - PAT testing a range of electrical goods and offering them for sale
  - Installing Donation stations/drop off points
  - Increasing the contract % reuse target
  - Working with the contractor to improve the quantity/quality of reuse
  - Assisting contractor’s staff to recognise sellable goods
  - Provide larger shops
  - Increase WEEE sales at all shops
  - Allow items to be taken away for repair and onward sale
  - Consider Online sales
- Torbay will consider ways in which reuse can be promoted and established at its HWRC.

### *Explore*

- Explore the reuse theme cross cutting opportunities e.g. Schools/communities to have school uniform swapping service/day potentially run by a community organisation, supported by the local authorities, involving repair of items before they can be passed on; reuse potential in gardens by building compost bins from waste wood pallets.

### *Research*

- Carry out market research on capacity/value of central and satellite re-use centres
- Research opportunities for textile reuse – clothing banks, pop up shops, clothing collective to pass on skills, repurpose items and provide employment and volunteer opportunities

## 9. Recycling

### 9.1 Waste Collection and Unitary Authority collections

The recycling rate for Devon in 2019/20 was 56.6%. It has recently increased after approximately 6 years at 55%. In Torbay a recycling rate of 40.2% was recorded for 2019/20. The recycling rate is affected by light-weighting of packaging, changes to Waste Collection Authorities (WCA) and Unitary Authority (UA) collections, householder education and information, technology, costs and seasonality of garden waste, to name but a few.

#### Super aligned collection services

Given the progress on the aligned option, with Exeter and South Hams proposing to achieve this in 2021/22 the Devon Authorities have agreed to the aspiration of further aligning on policies such as side waste, collection frequency, and bin sizes. Proposals are as follows:

- A 3 or 4 weekly frequency of residual waste collections (depending on evolving government policy)
- Optimise size of residual bin
- No side waste to be allowed where wheeled bins are in place
- Consistent collections – in addition to the 6 materials proposed by the Government from 2023 (paper, card, food, metal, glass, plastic) which will be achieved in Devon by 2021/22 the Devon authorities will seek to provide recycling collections of a greater range of materials. Foil and aerosols are already collected by all, and others, subject to costs and capacity will be considered.
- Provide clear, consistent and regular information to householders e.g. “Tops on” bottles; food waste liners; biodegradable/compostable packaging; acceptable paper.
- Continue to expand face to face advice to householders on how to improve their recycling habits and recommend how to reduce and reuse.
- Continually look at ways to improve and rationalise collection services including joint procurement
- Seek to improve the quality of recycle (particularly textiles) through messaging residents regarding presentation and modifying kerbside operations
- Research opportunities for duvet and pillow reuse/recycling
- Lobby for and increase local reprocessing capacity (which may be stimulated by the implementation of the EPR) including working with the Local Enterprise Partnership
- Seek to increase yields and decrease contamination
- All to have A-Z on websites???
- Ensure collection service regimes reduce the possibility of litter e.g. lids on recycling boxes and vehicles and contractors’ vehicles are sheeted effectively
- Work with industry partners such as Alupro to increase material recycling

- Work with Exeter University Exemplar Project researching options for dealing with plastics in the Devon and Cornwall peninsula.
- Explore routes to be directly involved in secondary commodity circular or closed loop approaches for plastics following Exeter's best practice:
  - Rigid bulky plastics: Ocean Recovery Project (Partnership of ECC & Keep Britain Tidy, supported by South West Water) includes bins, luggage, agricultural posts, stages, boards
  - Rigid bulky plastics and fishing nets: Odyssey Innovations (Partnership of ECC & Odyssey Innovations supported by Seafish and Morrisons): Kayaks (world's only 100% recycled marine kayak) other sporting goods, bins, fishing fleet containers
  - Carrier bags and other plastic films: J&A Young (Leicester) closed loop producing refuse sacks used again and again.
- Find a common regional approach to handling all Devon local authority plastics sales that minimises contractor involvement (financially), maximises income amongst authorities and finds UK based innovative solutions for product development.
- Work with new partners to turn pots, tubs and trays into UK based closed loop industrial products starting here in the South West.

## Government Policy Drivers

The main recycling target to be met is the EU Circular Economy Package target of 65% by 2035 (and 60% by 2030). This includes household like waste – i.e. Local Authority Collected Waste and commercial waste. Legally, this is for the UK to achieve, not for individual authorities.

The Extended Producer Responsibility (EPR) and the Deposit Return Scheme (DRS) legislation will have a significant impact on plastic, metal and glass beverage container recycling. Overall, the aim of the legislation is to increase recycling.

EPR is an environmental policy approach through which a producer's responsibility for a product is extended to the post-use stage. This incentivises producers to design their products to make it easier for them to be re-used, dismantled and/ or recycled at end of life. The Government considers EPR to be a crucial tool in moving waste up the hierarchy and stimulating growth in the secondary materials markets. There are currently UK-wide producer responsibility schemes in place for:

- Packaging waste;
- End-of-life vehicles (ELVs);
- Batteries and accumulators;
- Waste Electrical and Electronic Equipment (WEEE)

The Government is reviewing and consulting on EPR and product standards for five new waste streams by 2025, two of which are planned to be completed by the end of 2022.

These are:



- Textiles (including all clothing, as well as other household and commercial textiles, such as bedlinens);
- Bulky waste (including mattresses, furniture, and carpets);
- Certain materials in the construction and demolition sector;
- Vehicle tyres (including tyres from cars, motorcycles, commercial and goods vehicles, and heavy machinery); and
- Fishing gear.

The EPR extends the range of materials for which producers are to be responsible for funding full net costs of treatment.

The DRS will introduce a deposit charge for all beverage containers which will be refunded when the container is returned. This will be achieved by district recycling but also via Reverse Vending Machines and at retailers. The Scottish Government estimates that the scheme will result in 6% less packaging in the residual waste and a 10% reduction in the district recycling collection tonnage.

This combined impact of the EPR and DRS could potentially reduce Devon's recycling rate by 0.7%. The EPR should though result in more recycling overall with the net costs (of recycling, residual waste and litter) paid for by the packaging industry. However, it is impossible to tell at present how this will impact on district recycling rates. Further consultation by the Government will be held in 2021.

Nevertheless, the following targets are proposed:

Year	Recycling rate target
2019/20	56.6% (actual)
2020/21	57%
2025/26	60%
2030/31	63%
2035/36	65%

**Table 3 – Recycling targets**

For Devon to reach the 2035 65% target for municipal waste (including business waste) an extra 38,000 or so tonnes more recycling will be required at 0% growth. 204,000 tonnes are currently recycled. For Torbay an extra 17,000 tonnes would be required with 27,000 tonnes currently recycled.

## 9.2 Household Waste Recycling Centres (HWRCs)

The recycling rate includes both districts' collected waste and the HWRC waste. The county council manages 19 HWRC sites via contractor Suez, with one site provided and managed by Devon Waste Management. The average recycling rate at these sites is 74% which rises to 86% when including recovery. A full range of items are recycled and some put aside for reuse in the on site shops. The contract has performance targets and a shared profit/loss scheme. Carpets and mattresses



are not currently recycled due to technological, scale and cost issues, but this may be possible in the future.

There is a separate Devon County Council HWRC strategy, the vision for which is to provide a network of modern, safe, attractive sites which are convenient to use and designed to maximise the recycling and recovery of the material brought in.

Previous improvement strategies have seen several new HWRCs being developed, including the award-winning Ivybridge and Pinhoe (Exeter) facilities and others at Sidmouth and Bideford.

However, there are still several older HWRC sites across Devon that are no longer fit for purpose and not suited to modern demands, leading to health and safety concerns and increasingly higher levels of customer dissatisfaction. The main factors being: -

- Sites having to temporarily close (either in whole or part) to allow the accumulated waste to be safely loaded and transported off site, leading to long and inconvenient delays for the Public.
- Vehicles regularly queuing (particularly in a dangerous manner on the Public Highway) to access sites either during peak times or when a container is being replaced.
- Small sites leading to restricted layouts, which makes recycling inconvenient (and/or limits the amount of materials that can be recycled).
- Access issues – particularly Health & Safety (H&S) concerns with sites in which steps have to be climbed to deposit waste into containers by an ageing and/or vulnerable public
- Pedestrian conflict with vehicles leading to H&S concerns.
- Increased public demand, due to population and housing growth; leading to significant site congestion especially at peak times.

To address these issues a programme of site replacements is proposed which will take 10-20 years to deliver. This programme will be subject to the necessary funding being in place. All new sites would need to be 'split-level' in which the public deposit waste from a higher level into containers placed in a dedicated lower level service yard. This enables waste to be removed from sites without having to close the facility temporarily; significantly improves safety; eliminates the need for the public to climb steps and makes recycling far easier/more convenient/more accessible for the public.

New sites are proposed for the following areas but they will be subject to funding being available:

- Tiverton/Cullompton/Willand
- Tavistock
- Honiton
- Kingsbridge/Totnes/Dartmouth
- Newton Abbot
- Barnstaple

In addition, in order to improve recycling and reuse rates at HWRCs the county council will:

- Regularly review its policies including new materials that could potentially be recycled
- Improve the reuse facilities and offers including re-use of Waste Electrical and Electronic Equipment (WEEE).



**Figure 20: Household Waste Recycling Centres in Devon and Torbay**

19 of the 20 sites have reuse shops on site. Improvements to increase reuse at HWRCs are covered under Reuse (page 37).

Torbay has one HWRC, in Paignton. The recycling rate for the site in 2019/20 was 69.4%. Torbay Council will continue to explore ways to increase the amount of waste brought to the site, that is recycled or reused.

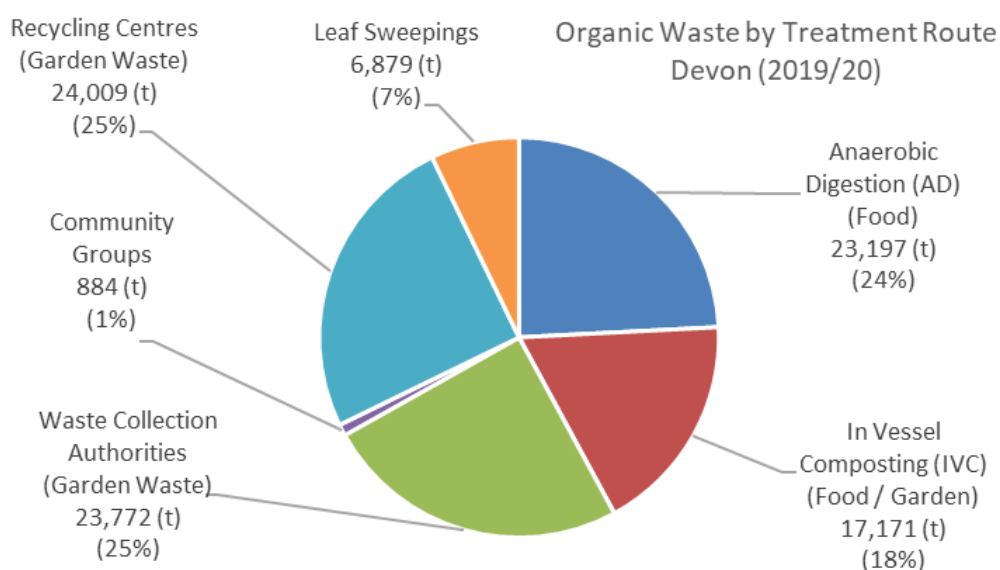
In response to the Covid 19 pandemic, a booking system has been introduced at the site, allowing greater control of who visits the site and the waste that they bring. This has helped to reduce congestion at the site, making the household collection service (which also uses the same site for waste transfer) more resilient.

To align with the DCC sites, charges for non-household items including asbestos and some types of DIY waste will be introduced during 2020 and HWRC policy will be refreshed to compliment any service changes that are made to the kerbside collections of recycling and residual waste.

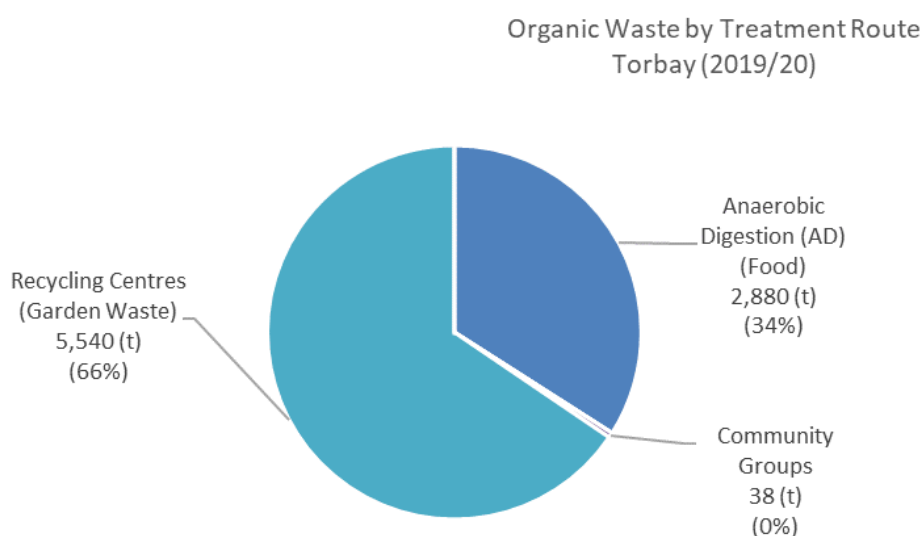
## 10. Organic waste

Organic waste comprises garden waste, food waste and leaf sweepings. The figure below shows where/how the organic waste in Devon was treated in 2019/20.

- Separately collected food waste went to Anaerobic Digestion (20%)
- Separately collected garden waste from HWRCs and kerbside collections went to open windrow composting (44%)
- Mixed garden and food waste went to In Vessel Composting (28%)
- Leaf sweepings were composted (7%)
- Community composting was composted on site (1%)



**Figure 21a: Organic waste treatment for Devon**



**Figure 21b: Organic waste treatment for Torbay**

## 10.1 Food waste

Once as much food waste as possible has been prevented or redistributed the remainder will be collected for Anaerobic Digestion.

From 2022 all districts will collect food waste separately and weekly for processing at Anaerobic Digestion (AD) plants. The County Council has two contracts for food waste, one with Andigestion at Holsworthy, Cannington and Langage and one with Willand Biogas. . For food waste generated in Torbay there is a contract with Andigestion at Holsworthy.

Anaerobic Digestion (AD) is the process by which organic matter such as food waste is broken down to produce biogas and biofertiliser. This process happens in the absence of oxygen in a sealed tank called an anaerobic digester.

AD is recognised as the best method for treating food waste. The biogas naturally created in the sealed tanks can be directed to the gas grid or used as a fuel in a CHP (combined heat and power) unit to generate renewable energy i.e. electricity and heat. What's left from the process is a nutrient rich biofertiliser which is pasteurised to kill any pathogens and then stored in large covered tanks ready to be applied on farmland in place of fossil fuel derived fertilisers. Every tonne of food waste recycled by anaerobic digestion as an alternative to landfill prevents between 0.5 and 1.0 tonne of CO<sub>2</sub> entering the atmosphere, one of the many benefits of anaerobic digestion. The process and output meet the Publicly Available Specification (PAS) 110.

Notwithstanding the aim to prevent as much food waste as possible, it is important that as much unavoidable food waste as possible is collected in the food waste collections, rather than it being put in the residual bin for energy recovery. Collection quantities in each district range from 1.25kg/hh/wk to 1.87kg/hh/wk. See Table 4 below. If Exeter and South Hams can yield 1.5kg/hh/week (the average of the 2 weekly residual authorities below) an additional 8-9000 tonnes could be collected, potentially increasing the recycling rate by 2 percentage points.

Authority	Kg/hh/wk
East Devon	1.87
Mid Devon	1.60
North Devon	1.25
Teignbridge	1.80
Torridge	1.59
West Devon	1.38
Torbay	0.82

Table 4: Yields of food waste in Devon and Torbay (2019/20)

There are a number of barriers to maximising the yields which need to be addressed, as follows:

- People's aversion to collect food waste separately due to the "yuk" factor
- A lack of understanding at what can be put in the food waste bin
- The issue of liners – whether to provide them, and what type to recommend

The local authorities are working to rationalise the advice on liners to say “any bag”. This will enable people to reuse plastic bread bags for example and also enables them to not have to buy bags especially. “No food waste” stickers have been provided in a number of districts to put on the residual bins to remind householders to use their food waste collection caddies. The authorities will continue to work with householders to maximise the correct use of food waste caddies after waste prevention.

## 10.2 Garden waste

Garden waste is collected by all districts separately from other materials, except for South Hams where until 2021 the garden waste is collected mixed with food waste. Torbay offers an ad-hoc separate collection of garden waste with an opt-in chargeable, scheduled garden waste collection proposed as a future service improvement. All districts charge for the service except for South Hams. The garden waste is composted in open windrows and used by local farmers.

The districts will continue to charge unless and until they are required to offer free collections due to the introduction of legislation. The Government is still considering this.

Garden waste is also collected at Household Waste Recycling Centres in Devon and Torbay and treated in open windrows as above.

## 10.3 Home composting

Home composting is promoted by all the Devon and Torbay authorities. This is the most sustainable way of dealing with organic waste because the waste does not have to travel anywhere and provides a useful soil conditioner for the householder. It means that the districts and Torbay do not have to collect the waste and the Devon and Torbay do not have to treat the waste. Home composting is not possible at all properties but encouragement is given to those with gardens to buy a subsidised bin under the following scheme:

<https://getcomposting.com/>

## 10.4 Community composting

Devon County Council and Torbay Council pay discretionary recycling credits to community groups who compost locally collected garden waste. Credits are paid in line with the contracts for dealing with garden waste. Community composting is undertaken by local groups of residents whereby volunteers receive garden waste from local residents, compost it on a local site and make it available to those who want it. It is a valuable initiative but can be difficult to set up given the permitting requirements of the Environment Agency in some circumstances and also planning requirements of the County Council and Torbay Council.

## 11.0 Residual waste

### 11.1 Energy Recovery

The majority of Devon and Torbay's residual waste goes to Energy Recovery Facilities (ERF) in Exeter, Plymouth, Avonmouth and Cornwall. No kerbside collected residual waste goes to landfill unless the plants are on maintenance shut downs. The waste that does continue to be sent to landfill is from HWRCs in the east of the county and includes items which are not accepted at the ERF plants.

The Exeter plant processes around 60,000 tonnes of waste per annum from Exeter and the surrounding area and generates electricity for around 5000 homes.

The Plymouth plant has a capacity of 245,000 tonnes of which 180,000 tonnes are allocated for Torbay, Plymouth, West Devon, South Hams and Teignbridge with the remaining capacity for commercial waste. It produces 26MW of electricity, 23MW net and 18MW for export when running as a Combined Heat and Power plant. This gives it an efficiency rating of 48.4% - one of the best plants in the country. The heat and electricity are exported to HM Naval Base, Devonport.

40,000 tonnes of residual waste from North Devon and Torridge is contracted to Suez for treatment in their Avonmouth or Cornwall Plants.

The contracts for the ERFs are 30 years from 2014 (Exeter) and 25 years from 2015 (Plymouth) respectively. Hence for the period of this strategy these contracts will continue. Given the lead in time for large waste management facilities, towards the end of the strategy period consideration will need to be given as to what to do with the residual waste from 2040. Technologies will have moved on by then and there will be less residual waste to deal with so these factors will influence future choices.

### 11.2 New Technology

Over the coming years with the advent of Climate Emergencies being declared, there is likely to be an escalation of break throughs in research looking at different ways to deal with waste. For example, the production of hydrogen fuel from non recyclable plastic. The local authorities will consider opportunities which may arise for more sustainable use of once "waste" materials.



Figure 22: Locations of residual waste facilities in Devon



Figure 23: Exeter Energy Recovery Facility



Figure 24: Plymouth Energy Recovery Facility

### 11.3 Landfill (active)

Small quantities of waste unsuitable for ERF are currently landfilled at sites in Torridge and Teignbridge. In addition, residual waste that is normally treated at the Exeter ERF is currently sent to landfill when the plant is down for maintenance. These landfill sites are managed by private companies, Devon



Waste Management Ltd, and Viridor respectively. They are both likely to be closing within the period covered by this strategy and hence there may be a need to send waste out of county for landfill unless further void capacity is developed within Devon.

#### 11.4 Landfill (redundant)

Devon has an historic legacy of sending residual waste to landfill and has some degree of responsibility for 58 closed sites across the county. A small number of these are still permitted and are regulated by the Environment Agency. Environmental monitoring and maintenance are undertaken at a number of sites to minimise their impact on the local environment. Most of the closed sites have been restored to agricultural, amenity or wildlife habitats. Torbay's Claylands Cross landfill site is currently being redeveloped into commercial units. Torbay also has another 4 redundant sites that are regularly monitored.

### 12. Commercial waste services

The Government wants to increase the amount of household like material collected from businesses and other organisations in the municipal waste sector so that the UK can increase recycling of waste overall and achieve the challenging target to recycle 65% of municipal waste by 2035. They estimate that the commercial sector recycling rates are between 34 and 40%. This is relatively low, and so as part of the consultations on their Resource and Waste Management Strategy for England they proposed to require businesses and other organisations to segregate dry recyclable waste and food waste from other waste so that it can be collected for recycling. This was strongly supported so they have put forward duties for separate collection of recyclable waste from households, non-domestic premises and commercial and industrial premises in the Environment Bill. They will give further consideration to measures to reduce the costs of collection for small and micro firms, taking into account comments and evidence provided from the consultation.

Across Devon commercial waste services are offered by North Devon, South Hams, Mid Devon, Exeter and Torbay. Approximately 13,000 tonnes of commercial waste are collected per annum by these authorities. Commercial waste tonnage information is difficult to come by but on a pro rata basis using government figures it is estimated that there whereas there are 413,000 tonnes of household waste in Devon and Torbay there would be approximately 560,000 tonnes of commercial waste of which 186,000 tonnes would be household like waste, most of which is dealt with by private waste disposal companies.

Local authorities that run commercial waste services will work to develop the commercial waste and recycling customer base. As above, the government strategy also places emphasis on consistency of commercial waste collections and is expected to introduce a range of materials that businesses should have access to recycling services for. The same financial and legal incentives to manage waste further up the hierarchy exists for commercial waste, although to make recycling services more desirable to commercial customers, it is essential to share some of the savings with the customer.



Waste Collection Authorities ultimately take responsibility for the collection of commercial waste from businesses which are unable to find any other collection contractor. All authorities will review commercial waste collection charges in these circumstances to ensure that the true cost of collection and disposal is recovered from the charges made.

Torbay Council will also consider the range of materials that are accepted for recycling from commercial customers at the Tor Park Road site, with a view to reducing the commercial waste disposal cost as far as possible and diverting as much commercial waste as possible for recycling, without creating a burden at the weighbridge.

Investment in and development of technology for commercial waste and recycling services will provide local authorities with more intelligent data to inform service developments and to help manage customer expectations.

Across Devon, where there is a strong tourism sector, local authorities will work to identify properties used as self-catering holiday accommodation and ensure that they are using a private waste contractor for their commercial waste and that charges are made where local authority collections are used by these businesses.

There will be further Government consultations to determine the extent that businesses will have to recycle and the role that local authorities might play.

## 13. Litter and fly tipping

### Litter

The Government's Litter Strategy for England <https://www.gov.uk/government/publications/litter-strategy-for-england> sets out their aim to clean up the country and deliver a substantial reduction in litter and littering within a generation. The Litter Strategy brings together communities, businesses, charities and schools to bring about real change by focusing on three key themes: education and awareness; improving enforcement; and better cleaning and access to bins. The Resources and Waste Strategy includes measures that will help to change attitudes about resources and help to reduce litter along the way. Such measures include ensuring producers pay the full costs for disposal or recycling of packaging they place on the market, by extending producer responsibility – including items that can be harder or costly to recycle. Another measure is a deposit return scheme to increase the recycling of single-use drinks containers.

There is a comprehensive range of legislative measures in place to combat litter and littering in England. Section 87 of the Environmental Protection Act 1990, as amended, makes it a criminal offence to “throw down, drop or otherwise deposit any item, and leave it”. The offence applies to all land in England that is open to the air, including private land and land covered by water. The key measures are listed at Appendix 6.

It is estimated that waste collection authorities in Devon spend more than £7million per year on street cleansing activities and £2million is spent in Torbay.

In the face of unprecedented levels of litter being deposited during the Covid pandemic the councils can also use the Anti-social Behaviour, Crime and Policing Act 2014 which provides local agencies (councils, local police forces and registered social housing providers) with a range of flexible powers to tackle various anti-social and nuisance behaviours. For example, Community Protection Notices (CPN) may be used to deal with particular, ongoing problems or nuisances which negatively affect the community's quality of life, by targeting those responsible. Also, Public Space Protection Orders (PSPOs) provide similar protection from nuisances in public spaces by imposing conditions on the use of that area. For example, a PSPO may be used to require dog owners to pick up their dog's faeces.

## Fly Tipping

Fly-tipping is the illegal dumping of waste. It can be liquid or solid in nature and can vary in scale significantly from a single bin bag of waste to large quantities of waste dumped from trucks. Fly-tipping differs from littering in that it invariably involves the removal of waste from premises where it was produced with the deliberate aim of disposing of it unlawfully, or as a result of legitimate outlets not being available.

Local Authorities are responsible for clearing the waste from Public land only. The Local Authority may investigate incidents on private land but they have no obligation to clear the waste from private land.

The Environment Agency investigates major illegal fly-tipping incidents if they occur on public or private land. These include:

- BIG: Large illegal waste sites (greater than 20 tonnes)
- BAD: Evidence of organised tipping or criminal business practice
- NASTY: Drummed hazardous waste

The Environment Agency only clears up waste where there is an immediate risk to the environment and human health. They are not funded to clean up all illegally dumped waste on private or public land.

Across Devon and Torbay the number of fly tipping incidents is approximately 5300 a year.

The Devon authorities are acutely aware of the negative impact of litter and fly tipping on citizens, businesses, tourism and agriculture. Each council has their own responsibility under the law for dealing with litter and fly tipping, however, in the last year the benefits of having an umbrella group (the Clean Devon Partnership) collaborating to combat litter and fly tipping has been realised. There are 15 partners in addition to all the councils and these range from the Police, to the National Parks to the Federation of Small Businesses. See <https://cleandevon.org/>

### Clean Devon Partnership

Clean Devon is a partnership of organisations working together to tackle litter and fly tipping across Devon. The group will share expertise and intelligence and work with local and national businesses, local and parish councils and the Devon public to reduce litter and fly tipping.

Litter and fly tipping are putting a major and growing financial burden on society. This environmental vandalism blights communities and has serious public health consequences. With the key roles that the world class environment, agriculture and tourism play in Devon and Torbay's prosperous economies it is critical that litter and fly tipping which impact seriously on these areas are tackled with an innovative, enterprising and collaborative approach.

The purpose of Clean Devon is as follows: To significantly improve our environment for wildlife, residents, businesses and visitors through a coordinated partnership to prevent, detect and deter fly tipping and litter in Devon, leading to a reduction in costs, crime, and environmental, social and economic impacts.

### Objectives:

- 1) To establish a baseline position to identify and map sources of waste and litter using smart technology and digital techniques including social media
- 2) To collate and share intelligence and information
- 3) To collaborate to align and improve protocols and procedures including to develop a standard reporting method
- 4) To develop a plan to carry out a clean-up of fly tipping or litter hotspots across the county by partner agencies including the development of better ways of working and a more coordinated multi agency approach
- 5) To lead a high profile, multi-faceted series of public awareness raising campaigns
- 6) To engage with businesses
- 7) Effective enforcement and monitoring by Clean Devon partners
- 8) To lobby relevant parties to further the reach and impact of Clean Devon

In 2020 a logo has been designed, a website launched <https://cleandevelop.org/> and a Duty of Care campaign implemented. A Strategy and Business Plan are also being developed. The Devon Authorities Strategic Waste Committee has contributed funds to the partnership since 2018/19 and will continue to do so, as the budget allows, in addition to their individual streetscene budgets and disposal costs. However, in order to achieve the aims and objectives in a timely manner the Partnership needs further resources which is being addressed, in the meantime the partners will contribute in kind.



The Devon Authorities will continue to support the Clean Devon Partnership which will assist them in achieving their own responsibilities as "duty bodies".

## 14. Transport and proximity

The Committee on Climate Change (CCC) considers the impact of transport separately from waste treatment. The Greenhouse Gas (GHG) contribution of road transport is 23%. There are many exciting initiatives developing to reduce GHG emissions from transport including low-carbon hydrogen and battery electric technologies for HGVs, renewable biomethane sourced from manure and a gas clean-up system which transforms landfill gas into transport fuels in a process which also allows for successful capture of CO<sub>2</sub>.

The district authorities and Torbay currently use vehicles with Euro 6 engines. Electric Refuse Collection Vehicles and kerbsiders are not yet economically viable but the authorities will consider the low carbon options on the market when their vehicle fleets need replacing. This is dependent on technologies being developed by vehicle manufacturers. It will also be incumbent on all to ensure that when services are procured from external contractors that their vehicle choices take into consideration low carbon options.

Dry recyclables from Devon are sent to other parts of the UK for recycling. For example:

- metals go to Cardiff/Cheshire
- paper and card go to Kent/Norfolk,
- plastic goes to Wales, Yorkshire, Lincolnshire, (and very occasionally to Turkey),
- glass, cartons and batteries go to Yorkshire

All materials recycling is carried out through tendered contracts hence the distances are a consequence of a global/UK market and no local reprocessing facilities in Devon. If reprocessors could be attracted to the South West transport costs and carbon impacts would be significantly reduced.

## 15. Data and performance

The local authorities are legally obliged to record their waste data statistics in WasteDataFlow and the data is reconciled by the County Council. Currently the data measures tonnage as the key performance indicator.

The Government is developing targets for England, currently understood to be one for resource efficiency, e.g. GDP/raw material consumption and residual waste include one for residual waste per capita. The key performance measures for Devon will continue to be:

- household waste recycling rate
- kg of collected waste per head
- kg residual waste per household
- % Local Authority Collected Waste landfilled

However, as the Devon and Torbay authorities' Climate Emergency Plans develop carbon may well become an important measure of the impact of waste management services. Related metrics could also include:

- avoided energy, generated energy, or energy consumed,
- avoided CO2 or a carbon index measurement,
- a resource efficiency measurement,
- a natural capital measurement

In addition, the impact of behavioural change interventions has traditionally been very hard to measure. Nevertheless, measures such as those below can also be evidence of effective activity and will continue to be measured where possible as community engagement work progresses.

- compliments, complaints, enquiries
- social media likes, shares, impressions
- public surveys
- feedback forms
- number of users
- volunteers and volunteer hours
- training hours
- skills shares,
- reduction in social isolation

## 16. Partnership – DASWC

The Devon local authorities and Torbay Council have been working in partnership together for almost 30 years. Together they procure joint contracts for materials processing, e.g. textiles, paper, glass and bulk haulage and they also look at opportunities to coordinate roles such as IT e.g. East Devon, Exeter and Teignbridge under the Strata banner and procure vehicles together. Exeter also acts as a broker for some recycle.

The work is overseen by a joint committee – the Devon Authorities Strategic Waste Committee, which has a Member representing each of the 8 district councils, the county council and Torbay Council. Some counties have Waste Partnerships which are separate entities and take a more formal approach. A considerable amount of work was undertaken several years ago to determine whether this type of approach would benefit the Devon Authorities. Whilst the approach gained support from a cluster of authorities it was not taken forward at the time. The authorities will potentially revisit this opportunity in the future to consider what benefits it may bring.

## Progress against 2013 Strategy Review policies

Policy Statement	Comments/RAG status
<b>WSPS1</b> This Strategy will form the framework for the management of municipal waste within the administrative area of Devon over the period to the year 2035.	With continuous change and a new Government Strategy a new Strategy will be produced for 2020-2030
<b>WSPS2</b> This Strategy will be reviewed and updated at least every five years to incorporate changes in waste management legislation, best practice policy and guidance, as well as reviewing waste generation forecasts and monitoring performance against targets. The Action Plan will be reviewed annually.  The Local Authorities will consider the need to support research projects locally into particular aspects of waste management.	The 2005 Strategy was reviewed in 2013.          Ongoing
<b>WSPS3</b> Decisions about waste management will, in broad terms, be based on the waste management hierarchy.  The overall aim is to increase the proportion of waste which is managed by options towards the top of the hierarchy. However, there may be a different order of options for particular wastes streams depending on environmental, economic or other factors involved.	This has been achieved and remains a constant aim.
<b>WSPS4</b> The objectives of this Strategy are:- <ol style="list-style-type: none"> <li>1. The reduction of growth of municipal waste that is generated and to set a target for reducing the growth rate in household waste.               <ul style="list-style-type: none"> <li>• To provide a framework to ensure the development of facilities for the collection, treatment and disposal of waste in Devon which would enable it to become as self sufficient as possible and in line with the South West Regional Waste Strategy. This would not prohibit the</li> </ul> </li> </ol>	Waste growth has varied but is currently at -0.1%  Residual waste is processed in Devon and Avonmouth  Garden waste is processed in Devon  Food waste is processed in Devon and Somerset and Oxfordshire  Recycling is processed mainly in the UK

transport of waste between Devon	
<p><b>WSPS4 – Cont:</b></p> <p>and the adjacent Authorities and further afield where this would be mutually economically and environmentally beneficial.</p> <ul style="list-style-type: none"> <li>The beneficial use of as much household waste as possible through (in order of priority) materials recycling, composting and maximising the recovery of resources and energy, i.e. follow the waste management hierarchy wherever possible.</li> </ul> <p>4. The recycling/composting of at least 60% by 2014/15, and 65% by 2025/26.</p> <p>5. The recovery of value (including recycling and composting) from 90% of LACW by 2015 and 95% by 2020</p> <p>6. To comply with the requirements of the EU Landfill Directive, including the meeting of targets to divert biodegradable municipal waste away from landfill.</p> <ul style="list-style-type: none"> <li>By 2013 to reduce the amount of biodegradable municipal waste landfilled to 50% of that produced in 1995.</li> <li>By 2020 to reduce the amount of biodegradable municipal waste landfilled to 35% of that produced in 1995.</li> </ul> <p>7. To choose an integrated mix of waste management methods with regard to managing waste as close to its source of generation (the Proximity Principle) which represents the optimum balance of environmental and economic costs and benefits, and minimise the risks of immediate and future environmental pollution and harm to human health.</p>	<p>This is followed.</p> <p>The recycling rate in 2019/20 was 56.6%. Reasons for not meeting the target include: reduced funding for behavioural change, reduced paper due to electronic advances, reduced packaging.</p> <p>The 2015/16 recovery rate was 79%. The recovery rate is now 95% by 2020</p> <p>Achieved.</p> <p>No kerbside biodegradable waste is now landfilled.</p> <p>Achieved where possible in line with procurement regulations</p>



<p><b>WSPS5</b></p> <p>Waste collection and disposal authorities and the community sector will maximise the potential to work together in order to:-</p> <ul style="list-style-type: none"> <li>• Increase the efficiency of the waste collection service.</li> <li>• Increase cost effectiveness.</li> <li>• Maximise the re-use or recycling of bulky household waste collected directly from the householders.</li> <li>• Tailor local services to local needs.</li> </ul> <p>This will include the consideration of joint collection contracts, shared use of facilities and cross traditional boundary operations where mutual benefits would accrue. Harmonisation of collected materials and methods of collection will be researched and implemented if environmentally and economically beneficial to LAs and their customers. This process will require fully committed buy in from all authorities to ensure successful delivery.</p>	<p>The districts work hard to increase efficiencies e.g. round reviews, Incab technology As above</p> <p>A working group has been established to look into this</p> <p>Achieved.</p> <p>Joint contracts are in place for textiles, glass, paper and bulk haulage. East Devon, Exeter and Teignbridge work closely together under Strava. West Devon and South Hams have the same collection contractor. Mid Devon work with Exeter MRF. Harmonisation is progressing well.</p>
<p><b>WSPS6</b></p> <p>The Local Authorities and the Environment Agency will continue to seek partnerships with appropriate sectors of the community and waste industry in order to promote waste reduction, reuse, recycling and composting and recovery of materials and energy across Devon.</p> <p>The Local Authorities will look to the future and work more closely with the waste management industry and re-processors to secure long term partnerships and to develop local reprocessors where possible.</p>	<p>Partnerships include: SWDWP Clean Devon South West Plastic Free Communities Plastic Free North Devon DASWC</p> <p>Discussions are being held with the HotSW LEP</p>
<p><b>WSPS7</b></p> <p>A reduction in waste growth is the core of this strategy. The aim is to maintain growth per household at zero or below. Local authorities will work together with the community sector, householders, business and industry to strive towards producing the minimum amount of waste</p>	<p>Waste growth measured in kilogrammes of household waste collected per person per year has reduced from 481.5kg in 2013/14 to 444kg in 2019/20. Household waste growth is currently at -0.3%</p>



with a regular review of the reduction in waste growth target.	
<b>WSPS7 – Cont:</b> The Local Authorities will work together to initiate, promote and support high profile waste minimisation and education campaigns. They will work in partnership with other organisations, agencies and the community sector to achieve a lasting reduction in household waste.	The LAs have worked together under the Recycle Devon banner. They implement the various actions within the Waste education Strategy for schools and the Comms strategy and the WP&R strategy also CAG and WRA
<b>WSPS8</b> Local Authorities will work together to encourage, promote and support the re-use of goods, items and materials. In conjunction with stakeholders and the community sector, a re-use strategy will be developed to:- <ul style="list-style-type: none"> <li>• Maximise opportunities for re-use and repair.</li> <li>• Stimulate markets for re-use and seek new markets.</li> <li>• Pump prime reuse initiatives through selective discretionary payment and re-use credits.</li> <li>• Develop reuse indicators.</li> <li>• Look at ways of increasing the range of reusable items and materials including in kerbside recycling collections.</li> <li>• Help facilitate reuse partnerships between LAs, the community, voluntary and charity sectors.</li> <li>• Encourage businesses to donate their unwanted working WEEE to charity as part of driving down waste produced in Devon.</li> </ul> LAs will support the establishment of facilities to enable goods and materials to be re-used, repaired and exchanged.	A waste prevention and reuse strategy was published in 2017.  A Reuse officer has been employed since 2016.  Working with the HWRC contractor Suez, sale of reuseable items is increasing  Reuse credits will be terminated in 2022 having achieved their objective. The HWRC contract has a target for reuse of 0.75%  A reuse target is being proposed  A working group has been established and WEEE repair events have increased range of reuse items  Repair cafes have been supported and events such as the Big Fix have been held and skill sharing events  This has not been promoted  Reuse credits have contributed in this period to the expansion of Refurnish shops
<b>WSPS9</b>	

<p>Each household will have access to a comprehensive network of recycling facilities including the County Council Recycling Centres and a kerbside collection of dry recyclables.</p> <p>Householders will be encouraged by education campaigns to separate their waste for recycling. The Local Authorities (who do not already) will also consider limiting the residue dustbin collection either by the size of receptacle provided or frequency of collection or</p>	<p>Achieved</p> <p>Regular campaigns are implemented under the banner of Recycle Devon</p>
<p><b>WSPS9 – Cont:</b></p> <p>both, thereby encouraging the householder to minimise the waste that they produce and maximise the amount of material that they sort out for recycling.</p> <p>The Local Authorities will strive to meet the statutory recycling and composting targets set for the following years:-</p> <ul style="list-style-type: none"> <li>• Recycling and composting of 60% of municipal waste by 20014/15.</li> <li>• Recycling and composting of 60% of municipal waste by 2019/20.</li> <li>• Recycling and composting of 65% of municipal waste by 2025/26.</li> </ul> <p>Achievement of these targets will depend on the best balance from the following list of considerations:-</p> <ul style="list-style-type: none"> <li>• The existence of a sustainable market for the collected materials and the development of local markets for recycled materials and hence employment.</li> <li>• The likely participation in recycling schemes and the level of contribution.</li> <li>• The environmental impacts of the process.</li> <li>• The cost compared to other methods of waste management.</li> </ul>	<p>Districts are offering appropriate size bins. East Devon is providing a 3 weekly residual waste collection. North Devon is running a 3 weekly trial as is West Devon.</p> <p>55.4% was achieved</p> <p>56.6% was achieved. The recycling rate has stagnated due to a variety of factors</p> <p>Target to be adjusted to EU target of 65% by 2035</p>

<p>The Local Authority Planning Services will seek to ensure by means of planning guidance and conditions that new developments including highway infrastructure will incorporate appropriate space to facilitate recycling both in terms of house and garden space and highway access for waste collection vehicles.</p> <p>The Local Authorities will implement a communication strategy to ensure householders are kept informed of how, where, when and why to recycle and about other aspects of waste management.</p> <p>The LAs will lobby central government by appropriate means to guide, support and fund waste management waste prevention, reuse and education to an appropriate level.</p>	<p>Achieved</p> <p>A communications strategy was published in 2016 and the LAs meet regular to implement the yearly action plan.</p> <p>Following the publication of the Government's waste strategy some sources of funding have become available</p>
<p><b>WSPS10</b></p> <p>The Local Authorities will seek to optimise potential for appropriately sized composting facilities including AD within the controls of current legislation and policy.</p> <p>They will work with other organisations to find composting methods which produce a useful and marketable product from household, commercial and industrial wastes.</p>	<p>The AD contracts achieve this.</p> <p>The AD plants comply with PAS110 and the composting plants comply with PAS100 and the waste is co composted with commercial and industrial waste</p>
<p><b>WSPS11</b></p> <p>The Local Authorities will support increased participation in home composting by a variety of means including bin sales, promotion and development of a network of "Compost Ambassadors".</p> <p>The target will be to increase the waste composted at home to 10% of the available organic waste by 2025.</p>	<p>Home composting campaigns are regularly featured under the banner of Recycle Devon. HWRCs offer the opportunity to purchase reduced priced bins. CAG Devon promotes home composting</p> <p>Progress being made</p>
<p><b>WSPS12</b></p> <p>The Local Authorities will support the proactive development of community composting and schools composting by increasing resources to assist setting up new schemes and provide support for existing schemes.</p>	<p>DCCN support removed due to lack of accountability but community composting credits paid at contract rate from 2020. Limited support now offered on request.</p>
<p><b>WSPS13</b></p>	<p>The AD contracts achieve this.</p>

<p>The Local Authorities will seek opportunities to co-compost municipal waste with commercial and industrial waste. E.g. merchant AD plants.</p>	
<p><b>WSPS14</b></p> <p>Recovery of value from all practicable waste including energy recovery facilities will play an important role in the long term management of municipal waste in Devon.</p> <p>Appropriately sized facilities taking into account the potential reduction of residual waste from well resourced education and communication strategies which follow the proximity principle will be preferred if economically viable and sustainable.</p> <p>The Local Authorities will maintain an overview of the technologies available to determine an appropriate balance which may be appropriate for Devon.</p>	<p>Devon now has two ERF facilities in Exeter and Plymouth processing the residual waste from all districts, Torbay and Plymouth except for North Devon's and Torridge's waste which goes to Avonmouth and Cornwall.</p> <p>The Exeter plant is small and takes 60,000 tonnes. The Plymouth plant is larger taking up to 245,000 tonnes but takes waste from a wider geographical area and has capacity for commercial waste.</p> <p>This is ongoing.</p>
<p><b>WSPS15</b></p> <p>Landfill will continue to be a method of managing a small percentage of Devon's waste from 2014.</p> <p>In some parts of the County, the existing landfill capacity will be insufficient for the quantity of waste likely to be generated over the period and extensions to existing landfill sites or new capacity will be required to meet that need.</p> <p>In the long term landfill will, as part of this Strategy, be used only for those wastes which cannot be recycled, composted or recovered and the residues/rejects from these processes. The aim will be to drive down the waste arising that requires this method of disposal.</p>	<p>14.5% of Devon's waste was landfilled in 2018/19. This has reduced to 5% in 2019/20.</p> <p>Active landfill sites are privately owned. There have been a variety of applications to open and close landfill sites in Devon. Currently Heathfield operated by Viridor and Deep Moor operated by DWM are open.</p> <p>Only 5% of Devon's waste is landfilled in 2020.</p>
<p><b>WSPS16</b></p> <p>The Local Authorities will work together to contribute to the UK's obligations under the landfill directive i.e. to achieve the targets set out for the reduction of biodegradable municipal waste being sent to landfill in 2013 and 2020. This will be achieved by promoting waste reduction, meeting or exceeding the Strategy recycling and composting targets, and some form energy and materials recovery.</p>	<p>Achieved.</p>

<b>WSPS17</b> The Local Authorities will work together to discourage the abandonment of vehicles and to ensure that vehicles once abandoned are treated in full compliance with the end of life vehicles regulations whilst still providing best value.	Achieved
<b>WSPS18</b> The Local Authorities will work together to implement the requirements of the WEEE Directive. They will request that the Government ensures no extra cost burden will fall to local authorities as a result of any changes to the WEEE regulations.	Achieved  Requested
<b>WSPS19</b> The Devon LAS will seek to support the Producer responsibility schemes which evolve from the EU Directives as appropriate. The LAS will comply with the revised Waste Framework Directive through the Government Transposition (The Waste Regulations 2011)	Achieved
<b>WSPS20</b> The Local Authorities will work with the Environment Agency to reduce the amount of fly tipped waste by the publicising of the environmental damage and subsequent costs of clearance of fly tipped waste, as well as improved enforcement and subsequent numbers of prosecutions.	The Clean Devon Partnership has been established which is aiming to reduce fly tipping and litter across the county.
<b>WSPS21</b> The Local Authorities will work together with the waste management industry to investigate alternative forms of transporting waste both within and outside of the County, taking account of both the environmental and economic factors.	Road transport is used to transport waste. Methods of making this less impactful on climate change are being investigated.
<b>WSPS22</b> The Local Authorities will take steps to ensure that waste produced by their own organisations is kept to a minimum and recycling opportunities are maximised. A level of service equal to that provided for householders should be made available. Similarly they will seek to apply sustainable procurement strategies.	DCC has a sustainable procurement strategy, an Environmental Board which oversees internal policies and a Plastics Strategy. Whilst under resourced great progress has been made.

## Progress against 2013 Strategy Review Future Plans

**Government Strategy**

The review of Devon's Strategy will take on board these government ambitions where appropriate and the authorities will work with the Government to develop them further.

*Achieved*

**Legislation**

The Devon Authorities will comply with any relevant legislation and contribute, where appropriate, to meeting European and UK waste related targets.

*Complied with*

**Growth, performance, targets**

The Devon Authorities will aim to keep waste growth to a minimum where it is within their influence.

The Devon Authorities together will aim to meet household waste recycling rates of 60% by 2014/15 and 65% by 2025/26\*

\* achievement of these rates will be dependent on the impact of impending European legislation, in particular the End of Waste criteria (see Chapter 5)

***2014/15 target not achieved. 2025/26 target to be adjusted to 2035 as per government strategy***

**Waste Prevention**

The 'Don't let Devon go to waste' campaign will continue to focus on:

- Providing advice and information on waste prevention
- Advising on ways to reduce food waste
- Encouraging reuse
- Offering advice on how to sign up to the Mailing Preference Service
- Encouraging choosing goods with no or reduced packaging
- Discouraging the use of one-use plastic bags
- Promoting the use of Reusable Nappies
- Promoting home composting
- Promoting the use of rechargeable batteries

In addition, the Devon Authorities intend to continue to encourage householders to reduce their waste and, whilst tailoring proposals to local circumstances, have already considered, or will consider options such as:

- Fortnightly collection of residual waste across the county
- Offering smaller bins for residual waste
- Not allowing side waste (extra waste next to standard bin)
- Charging for garden waste

The following waste reduction targets will be set :

Kilogrammes of household waste collected per person per year:

- 2011/12 473
- 2012/13 470
- 2013/14 465
- 2014/15 460
- 2015/16 455
- 2016/17 450

*All the initiatives above have been carried out on an ongoing basis. All but one district now charges for garden waste. East Devon offer a 3 weekly residual waste collection with North Devon and West Devon trialling. Appropriate sized bins are offered.*

*The kg of household waste collected per person per year have reduced to 444kg in 2019/20.*

#### **Reuse and community sector activities**

- The Devon Local Authorities will continue to support the activities of the Community Sector
- Supporting give and take\* days
- Promoting Swishing\*\* events
- Promoting Waste Electrical and Electronic Equipment (WEEE) reuse through the WEEE contract
- Consideration of funding bid to DAWRRC to revamp and improve signage to and publicity of Refurnish Reuse shops
- Improvements will be made to the operation of the resale areas at Recycling Centres
- The Recycling Centre Contractor will take the opportunity to partner with the Community Sector to promote re-use where possible
- Consideration of hierarchy of reuse for Bulky Household Waste items
- Research with the retail sector partnership working for furthering reuse
- Work closely with the social housing sector to promote furniture reuse
- Carry out market research on capacity/value of central and satellite re-use centres
- Research web-based system for advertising items for re-use from Refurnish
- DCRN and DCCN and Refurnish will continue to support the community sector
- DCRN will continue to support Refurnish to develop a Gift Aid scheme whereby a tax rebate can be reclaimed following the sale of donated goods

\*Give and take days are similar to jumble sales but no money changes hands and the goods are weighed to identify savings from landfill

\*\*Swishing events are social events where unwanted clothes are taken along for exchange. No money changes hands.

*The majority of the initiatives above have been carried out. The only ones that haven't are:*

*\*The housing sector has not been engaged*

*\*Refurnish have not chosen to develop web based sales*

*\*DCRN and DCCN are no longer supported with funding by the LAs. Composting credits are still paid.*



### Recycling

- Devon district councils and the county council will continually looking at ways to improve and rationalise their services
- Recycling of cardboard (as opposed to composting it) across the county is being investigated
- Recycling of mixed plastics across the county is being investigated
- Consideration is being given to approaching supermarkets to offer plastics recycling banks
- Research will be carried out to determine the optimum methods to be used for quality and economic recycling and also into the relevant costs
- Devon Authorities will seek to expand 'Recycle on the Go' where appropriate

*The LAs have expanded and improved their recycling services. A comprehensive service is offered in all districts.*

### Recycling (HWRCs)

Proposals for the next 10 years include:

- Relocation of Woods Farm (Sidmouth) site 2013
- Relocation of Ivybridge site 2014/15

And subject to funding being available:

- New site for Cullompton/Tiverton/Willand
- Improvements Phase 2 to Tavistock site
- Relocation of Totnes site
- An ongoing programme of general infrastructure improvements will be implemented
- The County Council will continue to strive for improved customer service through its Recycling Centre contract
- Consideration will be given to expanding the services offered at Recycling Centres where space and resources allow.
- Advice will be given to any communities who wish to develop, fund and manage their own Recycling Centres

*There has been £18 million capital investment in new sites in the last 10 years. New sites at Sidmouth and Ivybridge sites have been constructed within the last 5 years. Improvements have been made at other sites. Sites for a "Tiverton" facility and a Tavistock one are being sought as is the capital funding. Customer service is an on going performance requirement for the HWRC contractor.*

### Organic waste

The Devon Authorities will continue to promote home and community composting

The County Council will continue to support large scale treatment of garden and food waste in the most appropriate way including by Anaerobic Digestion.

*Home composting is promoted through Recycle Devon campaign work  
Food waste is separated out for AD in all districts except Exeter and South Hams.*

### Residual waste

During 2012/13 the County Council will begin the process for tendering the contract for dealing with the residual LACW waste emanating from Torridge and North Devon. The contract will direct waste away from landfill but leave the market to offer solutions.

Discussions will be held with regional partners to discuss opportunities for joint working



*All kerbside residual waste now goes to ERF in Exeter, Plymouth, Avonmouth and Cornwall.*

#### **Behavioural change, community engagement and waste education in schools**

The Community Engagement Project will be implemented from June 2012 if a European funding bid is successful. If not, alternative funding will need to be sourced.

Behavioural Change towards more sustainable waste management practices will be encouraged through online and digital methods and via a range of other communication methods detailed in the Communications Strategy.

Waste Education in Schools will continue to be a priority for Devon Authorities through the Waste Education Contract and the Waste Education in Schools Strategy and Action Plan

*The Community Engagement Contract is being implemented under contract to Resource Futures as Community Action Group Devon, by DCC.*

*Engagement with communities and in schools continues to form the bedrock of Devon's behavioural change work.*

#### **Partnership working**

The Devon Authorities will aim to progress partnership working towards a Waste Integrated Service Partnership subject to individual councils adopting this approach.

The Devon Authorities will continue to enter into partnerships with relevant groups where mutually beneficial.

*The Devon authorities and Torbay continue to work in close partnership under the auspices of the Devon Authorities Strategic Waste Committee.*

#### **Redundant landfill sites**

To continue to maintain and monitor closed landfill sites to ensure their impact on the environment is minimised

*Achieved*

#### **Commercial waste**

The local authorities will confirm whether disposal charges will apply to Schedule 2 groups from 2013/14.

The local authorities will support businesses to carry out more sustainable waste management practices where resources allow.

The local authorities will promote sustainable tourism.

*Waste disposal charges are applied under the amended Controlled Waste Regulations 2012*

*Some WCAs are offering trade waste recycling services*

*Districts assist tourist venues to reduce, reuse and recycle where possible.*

## LA achievements since 2013

Authority	Achievements
East Devon	<ul style="list-style-type: none"> <li>• New recycling system and restricted capacity refuse collection system launched in 2017</li> <li>• Recycling rate increased from 45.6% 2015/2016 in to 59.1% in 2018/2019</li> <li>• Bring banks removed in 2018</li> <li>• Chargeable green waste service launched in 2018 gaining 8,000 customers in launch year</li> <li>• Second in English league table for kilograms of refuse per head of population at 126.8kg/capita in 2017/2018</li> <li>• Multiple award winning new recycling service – green apple, international green apple, DEBI, LARAC</li> <li>• East Devon App launched in 2014 with 20,000 users in 2019</li> <li>• Alexa recycling skill launched in 2019 winning LARAC award for ‘Best new idea in the recycling sector’</li> </ul>
Exeter City	<ul style="list-style-type: none"> <li>• Introduced commercial recycling collections of glass, paper, cardboard, plastic and cans so businesses have the same opportunities as our residents to recycle. Now collecting from over 500 business addresses</li> <li>• We are among the 10% of best performing English local authorities for waste reduction (former Best Value Performance Indicator 84: kg of collected waste per head)</li> <li>• Approval obtained to go for the Devon-aligned recycling service,</li> </ul>
Mid Devon	<ul style="list-style-type: none"> <li>• All residents moved to fortnightly residual collections</li> <li>• Weekly food waste collections introduced</li> <li>• Chargeable garden waste collections introduced</li> <li>• Expansion of dry recycling service to accept card and mixed plastics</li> <li>• Opening of WTS so all residual waste now to EFW rather than landfill</li> </ul>
North Devon	<ul style="list-style-type: none"> <li>• Introduced commercial recycling collections</li> <li>• Expanded recycling service to take mixed plastics, WEEE and food waste on a weekly basis</li> <li>• Introduced chargeable garden waste collection service</li> <li>• Opening of WTS so all residual waste now sent to EFW rather than landfill</li> <li>• Introduced the “aligned” collection services</li> </ul>
South Hams	<ul style="list-style-type: none"> <li>• The Council have approved the move towards the Devon Aligned Service by September 2020.</li> <li>• This will see a weekly recycling collection including food waste.</li> <li>• The number of materials collected for recycling will increase by the addition of glass, plastic pots, tubs and trays, printer cartridges and textiles to the kerbside service.</li> <li>• Single use plastic sacks currently used for recycling will be replaced by reusable containers.</li> </ul>

Teignbridge	<ul style="list-style-type: none"> <li>• Introduced weekly collections of increased range of dry recyclables and food waste to all properties.</li> <li>• Introduced a charged garden waste service</li> <li>• Increased our recycling rate from 53.6% 2013/14 to 56.3% 2018/19</li> <li>• Reduced residual waste from 376kg/hh/yr to 337kg/hh/yr between 2013/14 and 2018/19</li> <li>• Major investment in fleet, depot and waste transfer station to enable service improvements and deliver efficiencies</li> </ul>
Torridge	
West Devon	<ul style="list-style-type: none"> <li>• The Council has introduced a charged garden waste service in line with the Devon Aligned Service.</li> <li>• Whilst this has resulted in an anticipated decrease in garden waste tonnage, the decrease is not matched by the additional tonnage diverted to Household Waste Recycling Centres which is less than half this amount. Residual waste over this period has also decreased along with the number of fly tips comprised of garden waste. It can therefore be assumed that the charges have resulted in this waste being treated higher up the hierarchy by an increase in home composting.</li> <li>• The kerbside recycling service will be enhanced in December 2019 as the number of items that can be recycled will increase to include plastic pots, tubs and trays, printer cartridges, card drink cartons and foil.</li> <li>• In February 2020, a trial will begin involving collecting residual waste on a three weekly basis and information from this trial will inform the decision whether to extend this service to all households in 2021.</li> </ul>
Devon	<p>New Infrastructure</p> <ul style="list-style-type: none"> <li>• Exeter ERF</li> <li>• Plymouth ERF</li> <li>• Ivybridge HWRC</li> <li>• Sidmouth HWRC</li> <li>• Exeter TS</li> <li>• North Devon TS</li> <li>• Mid Devon TS</li> </ul> <p>New contracts for Anaerobic Digestion of food waste</p> <p>Initialisation and implementation of Shared Savings Scheme</p> <p>Behavioural change</p> <ul style="list-style-type: none"> <li>• Waste Prevention and Reuse Strategy</li> <li>• New Schools Waste Education Strategy</li> <li>• Development of Community Action Groups</li> <li>• EU Ecowaste4food Project</li> <li>• Appointment of Reuse Project Officer</li> <li>• Devon Plastic Strategy published</li> <li>• Resue Officer wins LARAC Recycling Officer of the Year award in 2019</li> </ul> <p>Successful funding bids</p> <ul style="list-style-type: none"> <li>• WEEE x2</li> </ul>

	<ul style="list-style-type: none"> <li>• Ecowaste4food</li> </ul>
Torbay	<ul style="list-style-type: none"> <li>• HWRC Bike recycling project in partnership with Channing's Wood Prison (Award obtained by the lead prison officer for lecturer of the year 2015)</li> <li>• Diversion of Residual waste to ERF end of April 2015</li> <li>• Food waste project 2015/16 in partnership with WRAP achieving a 5.2% increase in food waste collected</li> <li>• Achieving zero to Landfill apart from a small amount of Asbestos collected at the HWRC in 2017/18 giving 0.2% as recorded in NI 193</li> <li>• Last of Torbay's 13 recycling Green apple awards achieved by the recycling officer in 2015</li> </ul>

## Carbon impact of waste management service

Environmental consultants Eunomia Research and Consulting Ltd have carried out research into carbon impacts of waste management and have produced a yearly carbon index, [http://www.eunomia.co.uk/carbonindex/pdfs/2017\\_18.pdf](http://www.eunomia.co.uk/carbonindex/pdfs/2017_18.pdf).

This shows which local authorities' recycling activities are delivering the greatest carbon benefits. Local authorities' recycling performance data for 2017/18 is taken from WasteDataFlow and multiplied by the same carbon 'factors' used by Zero Waste Scotland to produce the Scottish Carbon Metric. This process converts tonnage data for each recyclable material into carbon dioxide equivalents (CO<sub>2</sub> eq.). This shows the total embodied carbon in the material that authorities are diverting from disposal to recycling. Local authorities that collect more of the materials with a higher embodied carbon for recycling will show greater benefits. Account is also taken of the emissions impact of source separated and comingled collections. Devon's index of 102 is in the top 10% of authorities, with Torbay in the good performers' category. The key material metrics are as follows:

Material	Carbon factor (kgco2eq)	Carbon metric weighting
Textiles	-14069	100.0
Aluminium	-9267	65.9
Mixed cans	-3911	27.8
WEEE	-1374	9.8
Wood	-1224	8.7
Plastics	-1205	8.6
Paper and card	-799	5.7
Food and drink	-612	4.4
Glass	-223	2.8
Garden waste	-255	1.8

**Table 1: Key material carbon factors and weighting**

The table below shows CO<sub>2</sub>e generated from each material through the manufacturing and use processes. It can be seen that depending on the material there are different levels of benefit/disbenefit from recycling/composting, thermal treatment and landfill.

	Textiles	Metal	Food	Plastic	Glass	Paper	Card
kgCO <sub>2</sub> eq/t generated	20444	12950	3744	3189	1210	885	885
Impact of recycling and composting	-5828	-9966	-70	-539	-755	-547	-547
Impact of thermal treatment	216	n/a	-12	1665	69	-180	-180
Impact of landfill	599	n/a	993	5	5	498	498
Net carbon gain/loss thru recycling	14616	2984	3674	2650	455	338	338
% recov'ed of kgCO <sub>2</sub> e/t	28.5	77.0	1.9	16.9	62.4	61.8	61.8

Table 2: CO<sub>2</sub>e generated from each material through the manufacturing and use processes

In winter 2019/2020 Eunomia were commissioned to look at Devon authorities' waste management service and analyse its carbon impact in detail and to make recommendations on how to reach carbon neutral by 2050 or sooner as well as meeting recycling targets. Their recommendations are as follows:

- A primary focus on reducing the amount of plastics in the residual waste
- To capture more carbon intensive materials – i.e. textiles, metals, plastic
- To encourage/enable greater commercial waste recycling
- To explore carbon capture

And to reduce carbon impact but also increase the recycling rate:

- To reduce residual waste arisings
  - By less frequent collections
  - Smaller bins
  - No side waste
- To aim for higher capture rates of key materials
- To expand the range of materials collected
- To carry out a site by site review of Household Waste Recycling Centres (HWRCs) to emulate best sites, residual waste analysis and greater focus on textiles
- To deliver consistent communications including websites

The key to improving the carbon saved is to follow the waste hierarchy, and when recycling, improve the capture rates of the higher impact materials such as textiles, metals and plastics, and when recovering energy to minimise the amount of plastic in the residual waste.

The tables below show the carbon impacts per district with and without the HWRCs. The impacts vary significantly depending on the amount of reuse, the carbon intensity of materials recycled, the Energy Recovery Facility (ERF) used for

residual waste, and transport. On a consumption based analysis (where UK recycling is taken into account) the authorities overall are already carbon neutral if HWRCs are included. However, on a territorial basis (explain) they are not. As tables 5 and 6 show the carbon impact will increase with time (based on today's tonnages) mainly due to the decarbonisation of the electricity grid which will make the ERFs relatively less carbon efficient.

	East Devon	Exeter	Mid Devon	North Devon	South Hams	Teign-bridge	Torridge	West Devon	Total
Transport	7,308	3,316	3,582	5,646	5,139	5,703	3,296	2,355	36,345
Reuse	-4,682	-3,221	-1,668	-2,836	-3,051	-5,282	-1,612	-1,730	-24,083
Dry Recyclables	-13,549	-7,631	-6,278	-8,167	-6,415	-10,830	-5,165	-4,387	-62,421
Organics	-1,689	-377	-859	-578	-375	-1,532	-614	-546	-6,570
Incineration	5,298	4,147	5,276	3,344	4,315	4,355	1,794	1,981	30,510
Landfill	1,250	1,406	544	966	6	7	576	9	4,763
Net Impacts – Consumption basis	-6,064	-2,359	597	-1,626	-380	-7,579	-1,726	-2,318	-21,455
Impacts – Territorial Inventory	12,167	8,493	8,543	9,378	9,085	8,533	5,052	3,799	65,049

Table 3: Household Baseline, Tonnes CO2e. 2020 – including HWRCs

	East Devon	Exeter	Mid Devon	North Devon	South Hams	Teign-bridge	Torrridge	West Devon	Total
Transport	5,422	2,067	2,763	4,509	4,138	4,454	2,520	1,745	27,616
Reuse	-976	-39	-54	-453	-694	-2,567	-23	-442	-5,248
Dry Recyclables	-8,832	-3,632	-4,136	-5,129	-3,333	-7,251	-3,088	-2,182	-37,582
Organics	-1,281	-155	-770	-479	-275	-1,350	-542	-414	-5,266
Incineration	5,140	4,024	5,017	3,283	3,649	3,809	1,767	1,625	28,314
Landfill	0	0	0	0	0	0	0	0	0
Net Impacts – Consumption basis	-527	2,265	2,820	1,731	3,484	-2,905	634	331	7,834
Impacts – Territorial Inventory	9,281	5,936	7,010	7,313	7,512	6,913	3,745	2,955	50,664

Table 4: Household Baseline, Tonnes CO<sub>2</sub>e. 2020 – excluding HWRCs

	2020	2025	2030	2035	2040	2045	2050
Transport	36,345	32,105	27,865	23,624	19,384	15,144	10,904
Reuse	-24,083	-24,083	-24,083	-24,083	-24,083	-24,083	-24,083
Dry Recyclables	-61,875	-61,875	-61,875	-61,875	-61,875	-61,875	-61,875
Organics	-6,750	-6,109	-5,522	-5,166	-4,956	-4,914	-4,873
Incineration	30,510	37,369	46,549	52,036	55,096	55,729	56,362
Landfill	4,763	4,833	4,926	4,982	5,013	5,020	5,026
Net Impacts – Consumption basis	-20,908	-17,759	-12,139	-10,481	-11,420	-14,979	-18,538
Impacts – Territorial Inventory	65,049	68,198	73,818	75,476	74,537	70,978	67,419

Table 5: Projected Total Household Carbon Impacts with HWRCs, tonnes CO<sub>2</sub>e



	2020	2025	2030	2035	2040	2045	2050
Transport	27,616	24,395	21,173	17,951	14,729	11,507	8,285
Reuse	-5,248	-5,248	-5,248	-5,248	-5,248	-5,248	-5,248
Dry Recyclables	-38,164	-37,963	-37,963	-37,963	-37,963	-37,963	-37,963
Organics	-5,266	-4,805	-4,218	-3,862	-3,652	-3,610	-3,568
Incineration	28,314	34,575	42,956	47,965	50,758	51,336	51,914
Landfill	0	0	0	0	0	0	0
Net Impacts – Consumption basis	7,252	10,953	16,699	18,842	18,623	16,021	13,419
Impacts – Territorial Inventory	50,664	54,165	59,910	62,054	61,835	59,233	56,631

**Table 6: Projected Total Household Carbon Impacts without HWRCs, tonnes CO<sub>2</sub>e**

Exeter University were also asked to look at ways that the Energy Recovery Facilities could reduce their carbon impact. The conclusions from this work were:

- To reduce the amount of plastic in the residual waste
- To increase the efficiency of the plants by increasing the use of heat
- To explore carbon capture

The table below shows the relative impacts of a range of scenarios. All the scenarios have their limitations, for example reducing the plastic in the residual waste depends on manufacturers, the public, pre-treatment technologies and markets; increasing the plant efficiencies depends on suitable offtakers, and carbon capture is currently prohibitively expensive but may become less so in the future.

CHG reduction scenario	Exeter ERF		Devonport EfW CHP	
	Fossil kt CO <sub>2</sub> e	% reduction	Fossil ktCO <sub>2</sub> e	% reduction
<b>Base case</b>				
2018 emissions	15.7		39.3	
<b>Reduced fossil content</b>				
Plastics -100%	3.4	78%	-14.8	138%
Plastics -50%	9.6	39%	12.3	69%
Dense plastics -45%	13.2	16%	27.7	29%
<b>Increased heat offtake</b>				
Zero electricity export	-4.8	130%	-65.5	267%
Net zero heat	0.0	100%	0.0	100%
Max practical heat	7.9	50%	12.0	69%
<b>Carbon capture and storage</b>				
"Just Catch" and storage	-2.9	119%	-51.8	232%
<b>Combined scenario</b>				
Dense plastics -45% and max practical heat offtake	2.6	83%	-0.3	101%

**Table 7: Range of scenarios for reducing carbon impact of ERFs**

The data for Plymouth includes all waste entering the plant. The contribution of the Devon Authorities is approximately 1/3<sup>rd</sup> of the total, i.e. 60,000 tonnes, and Torbay similarly.

Table 8 below shows a summary of carbon impacts and the relationship with Devon's material tonnages. The summary notes explain the potential order of priority in terms of carbon impact reduction for the various actions – reduce, reuse, recycle.

### Key

For each column the colours show the 1<sup>st</sup> 2<sup>nd</sup> and 3<sup>rd</sup> best material to tackle for that particular action e.g. Considering waste prevention alone (Column B) textiles are the material to focus on. Considering waste prevention and the tonnage of that material in the residual bin (Column F), food waste would be best to focus on.

**Green:** greatest impact

**Orange:** 2<sup>nd</sup> greatest impact

**Red:** 3<sup>rd</sup> greatest impact

A	B	C	D	E	F = BxE	G = CxE	H = DxE	I	J = I/(E+I)	K = E/125,571
	TCO <sub>2</sub> eq /t generated through manufacture and use	Impact of recycling (TCO <sub>2</sub> eq/t)	Impact of thermal treatment (TCO <sub>2</sub> eq/t)	Tonnes in Devon's residual dustbins	Waste prevention carbon saving (TCO <sub>2</sub> eq/t)	Recycling carbon saving (TCO <sub>2</sub> eq/t)	ERF carbon impact (TCO <sub>2</sub> eq/t)	Tonnes of material recycled by Devon's districts	% of material available recycled	% of material in residue
Textiles	20.44	-5.83	0.216	6,530	-133,473	-38,070	1,410	1,095	14.3	5.2
Metals	12.95	-9.97	n/a	4,269	-55,284	-42,562	0	3,080 (+2,000 from ERFs)	42.0 (54%)	3.4
Food	3.74	-0.07	-0.012	37,797	-141,360	-2,645	-435	21,522	36.0	30.1
Plastic	3.19	-0.54	1.67	18,082	-57,681	-9,764	30,197	7,000	28.0	14.4
Glass	1.21	-0.76	0.069	4,143	-5,013	-3,149	285	23,000	84.7	3.3
Paper and card	0.89	-0.55	-0.18	19,464	-17,323	-10,705	-3,503	30,000	60.7	15.5

**Table 8: Summary of carbon impacts and the relationship with Devon's material tonnages.**

This table shows how waste prevention, recycling and energy recovery have different carbon impacts depending on the material in question:

- **Prevention:** Textile production has the greatest carbon impact per se, followed by metals, food and plastic. Waste prevention therefore is most effective in that order. However, given the quantities of materials in the residual, the scope for most impactful waste prevention might be food, textiles, plastic, metals, paper
- **Recycling:** Metals recycling has the greatest impact per se followed by textiles, glass, paper and plastic. However, given the quantities in the residual, the scope for most impactful recycling is metal, textiles, paper, plastic, glass.
- **Energy recovery:** Plastics to ERF has the greatest impact per se followed by textiles, paper, glass. However, given the quantities in the residual, the scope for most impactful ERF avoidance is plastic, textiles, glass. Putting food and paper waste into the ERFs reduces the carbon impact

## Waste Analysis October 2017

## East Devon Residual bin contents

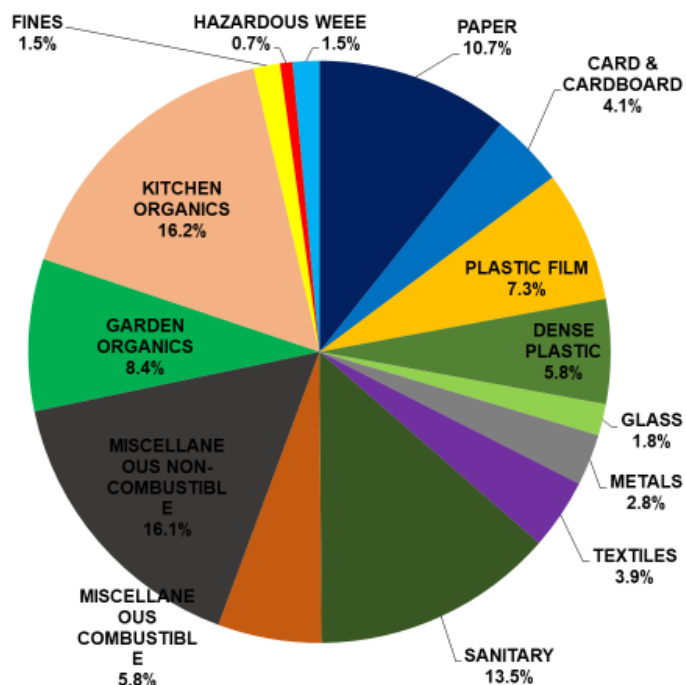


Figure 1: Contents of the residual bins October 2017: East Devon

## Exeter Residual bin contents

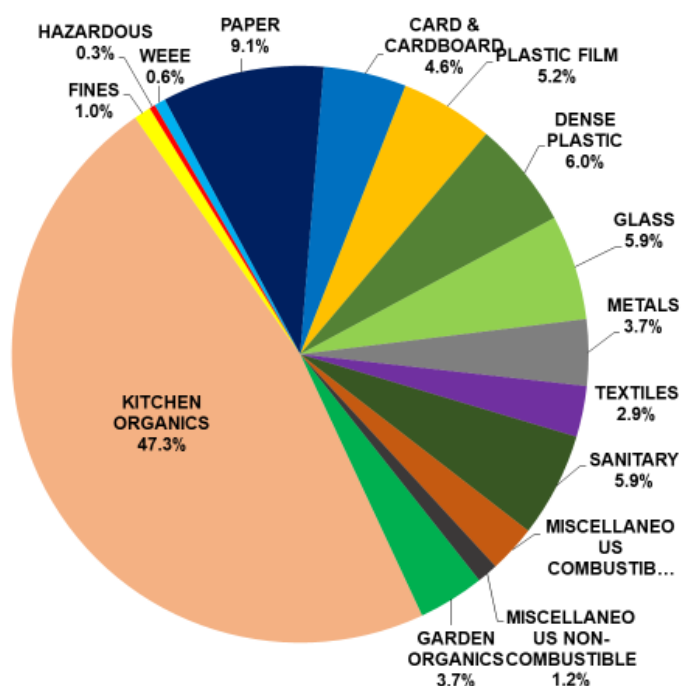


Figure 2: Contents of the residual bins October 2017: Exeter

## Mid Devon Residual bin contents

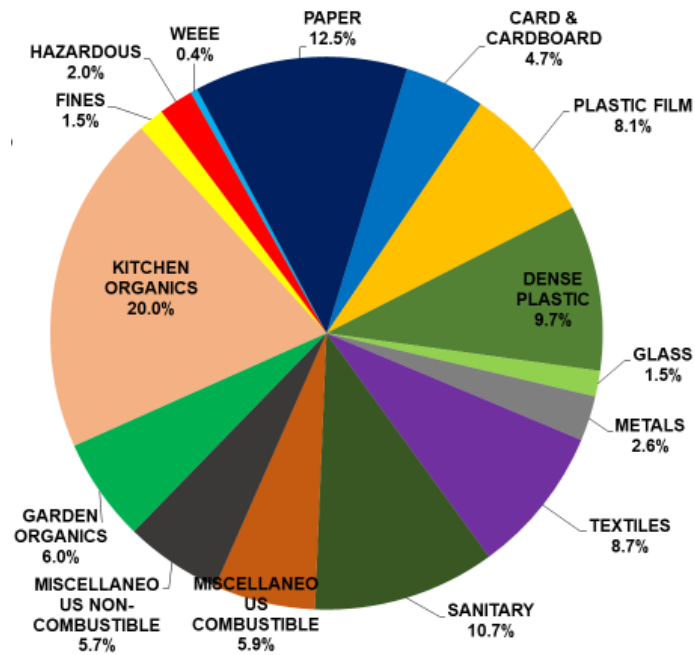


Figure 3: Contents of the residual bins October 2017: Mid Devon

## North Devon Residual bin contents

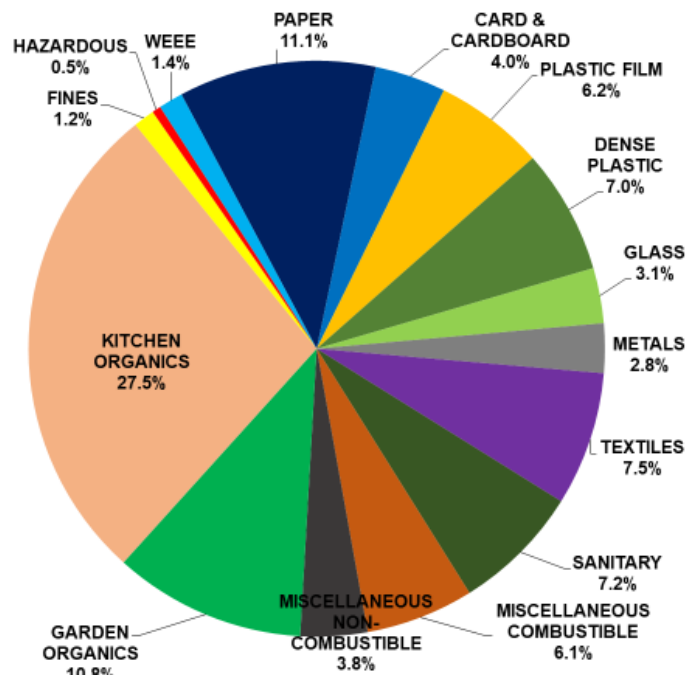


Figure 4: Contents of the residual bins October 2017: North Devon

## South Hams Residual bin contents

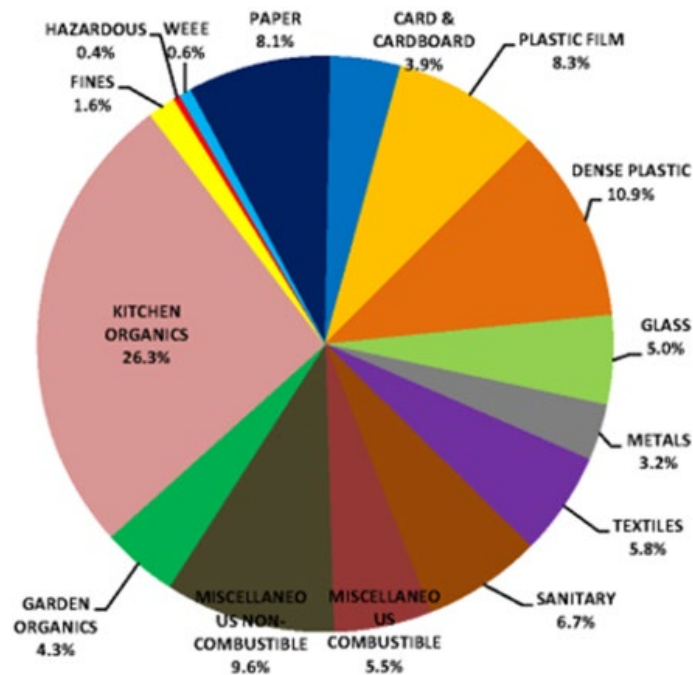


Figure 5: Contents of the residual bins October 2017: South Hams

## Teignbridge Residual bin contents

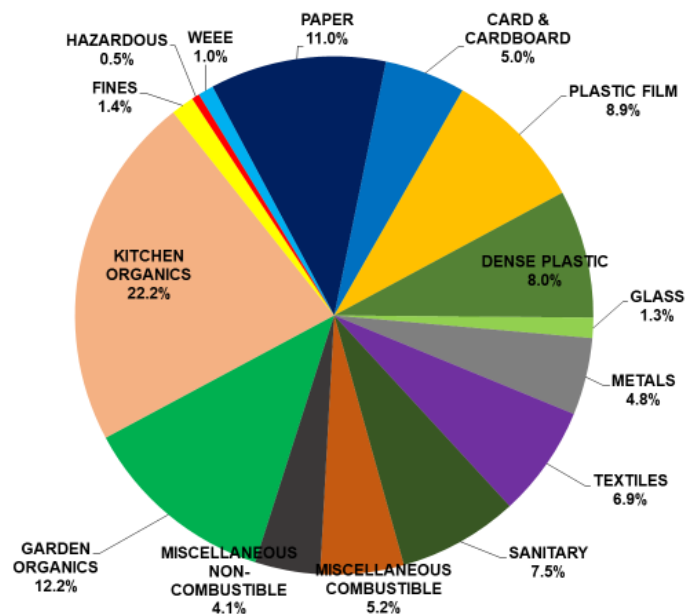


Figure 6: Contents of the residual bins October 2017: Teignbridge

### Torridge Residual bin contents

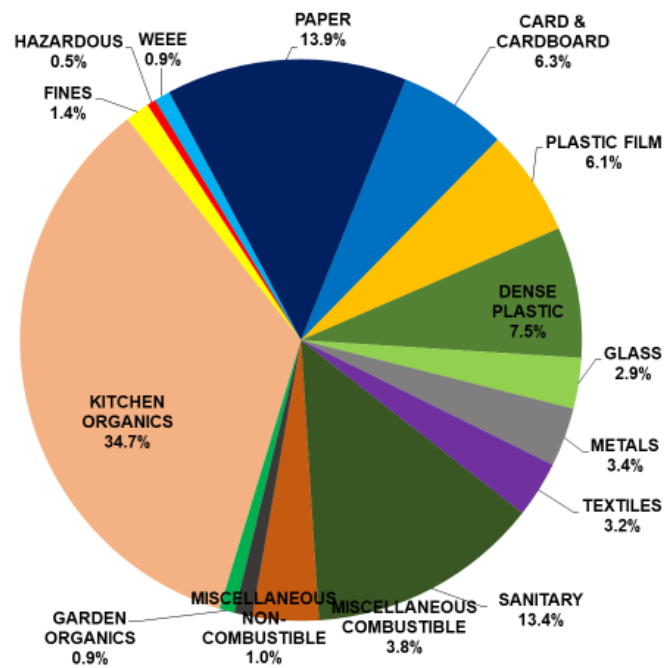


Figure 7: Contents of the residual bins October 2017: Torridge

### West Devon Residual bin contents

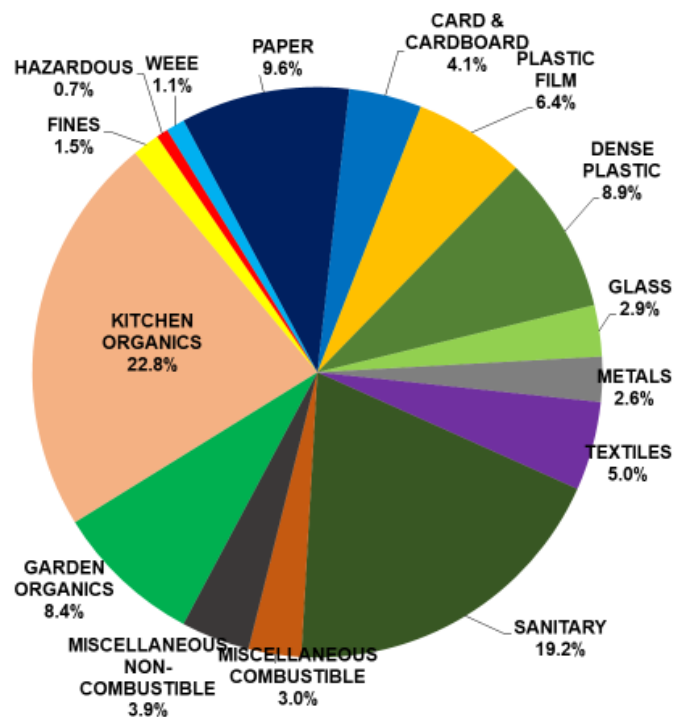


Figure 8: Contents of the residual bins October 2017: West Devon

## Litter and fly tipping legislation

### Litter

Local authorities, national park authorities, the Broads Authority and police community support officers have powers to take enforcement action against offenders. Anyone caught littering may be prosecuted in a magistrates' court, which can lead to a criminal record and a fine of up to £2,500 on conviction. Instead of prosecuting, councils may decide, under section 88 of the Act to issue a fixed penalty notice, otherwise known as an 'on-the-spot fine', of up to £150. Under section 88A, councils in England outside London can also issue civil penalties (not carrying criminal liability) to the keeper of any vehicle from which a littering offence is committed.

Section 89 of the Environmental Protection Act 1990 also imposes two distinct duties on a range of bodies to "keep their relevant land clear of litter and refuse" and to "keep the highways clean". In complying with these duties, "duty bodies" (district councils, highway authorities, educational institutions, the Crown and statutory undertakers such as rail and tram operators and water companies) must "have regard to" the statutory Code of Practice on Litter and Refuse. The Code sets out the legal standards that duty bodies are expected to be able to achieve in carrying out these duties on different types of land and seeks to encourage duty bodies to maintain their land within acceptable cleanliness standards. The emphasis is on the consistent and appropriate management of an area to keep it clean, not on how often it is cleaned.

To assist them in achieving these standards, litter authorities (predominantly district councils) have access to a range of other powers and duties designed to deter littering and prevent the defacement of land by litter and waste. E.g. Anti-social Behaviour, Crime and Policing Act 2014 which provides local agencies (councils, local police forces and registered social housing providers) with a range of flexible powers to tackle various anti-social and nuisance behaviours. For example, Community Protection Notices (CPN) may be used to deal with particular, ongoing problems or nuisances which negatively affect the community's quality of life, by targeting those responsible. Also, Public Space Protection Orders (PSPOs) provide similar protection from nuisances in public spaces by imposing conditions on the use of that area. For example, a PSPO may be used to require dog owners to pick up their dog's faeces.

### Fly Tipping

Fly-tipping is the illegal deposit of waste on land. Fly-tipping differs from littering in that it involves the removal of waste from premises where it was produced with the deliberate aim of disposing of it unlawfully, or as a result of legitimate outlets not being available. The offence of fly-tipping, and the additional offences of 'knowingly causing' or 'knowingly permitting' fly-tipping, are set out in Section 33(1)(a) of the Environmental Protection Act 1990. Section 33 is enforceable by both the Environment Agency and the local authorities.



The penalties for these offences are:

- Summary conviction: to imprisonment for a term not exceeding 12 months or a fine or both; and
- On conviction on Indictment: to imprisonment for a term not exceeding five years or a fine or both.

Directors, officers and senior employees can be imprisoned, and there is the possibility of licences being revoked if the person in question is not regarded as a 'fit and proper person' following conviction.

The registered keeper of a vehicle is liable for conviction if their vehicle is used during a fly-tipping offence.

Anyone who produces waste has a duty of care under section 34 of the Environmental Protection Act 1990 to ensure that it is disposed of properly. Therefore a person may be guilty of an offence under section 34 if their waste has been found to be dumped, even if the dumping was carried out by someone else. The duty applies to both businesses and householders.

For further information see

<http://www.tacklingflytipping.com/Documents/NFTPG-CaseStudies/Fly-tipping-responsibilities-Guide-for-local-authorities-and-land-manage....pdf>

### Brief description of the Communications Strategy

The communications strategy covers all forms of targeted marketing and communications, including public relations, publications, campaigns and one-to-one engagement and aims to:

- Set objectives in line with government and local authority strategic aims
- Support and raise awareness of local, regional and national waste communication initiatives.

The strategy focusses on the following areas:

#### Audiences

- Make use of data for identifying key target audiences e.g. waste analysis and recycling collection tonnages to identify priority areas for communications.
- Develop understanding of key stakeholders, partners, residents and the best methods of how to engage with and motivate them via different means.

#### Key messages

- Work in partnership to ensure that communications are consistent, clear and effective.
- Support groups, charities, individuals and businesses who are actively preventing waste and reusing e.g. by telling and sharing their stories.
- Motivate residents by letting them know how well they are doing.

#### Tools and activities

- Identify the communication methods that are most appropriate to communicating the key messages to target audiences.
- Embrace and utilise new digital communication technologies and use where appropriate.
- Encourage engagement from residents and respond to queries raised
- Work in partnership and support the community and charitable sectors to increase waste prevention, repair and reuse

#### Resources and timescales

- Work in partnership with stakeholders to achieve economies of scale, and budget/plan communications effectively.
- Keep residents informed of changes to waste and recycling services in good time.

#### Evaluation

- Assess how effective the strategy and communications are e.g. by carrying out market research and using analytical tools.
- Provide feedback to stakeholders on performance.
- Develop evidence-based communications where possible.