

# Public Document Pack

**Mid Devon District Council**

## **Environment Policy Development Group**

**Tuesday, 7 September 2021 at 5.30 pm**  
**Exe Room, Phoenix House, Tiverton**

**Next ordinary meeting**  
**Tuesday, 2 November 2021 at 5.30 pm**

**PLEASE NOTE:** this meeting will take place at Phoenix House, but members of the Public and Press can and should attend via Zoom only. Please do not attend Phoenix House without prior agreement. The attached Protocol for Hybrid Meetings explains how this will work.

Join Zoom Meeting

<https://zoom.us/j/91660713720?pwd=UGkxNXhVQTNkWUNadzZhRHdWRFBQUT09>

Meeting ID: 916 6071 3720

Passcode: 414384

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Meeting ID: 916 6071 3720

Passcode: 414384

## **Membership**

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 B G J Warren

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      **Hybrid Meetings Protocol** *(Pages 5 - 12)*  
Members to note the Hybrid 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 13 - 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      **Cabinet Member for the Environment**  
Group to receive an update from the Cabinet Member for the Environment
- 8      **Climate and Sustainability Update** *(Pages 19 - 32)*  
To receive an update an update on the Climate Change Action Plan from the Climate and Sustainability Specialist.
- 9      **Devon and Torbay Waste Strategy Management Plan** *(Pages 33 - 134)*  
A report from the Operations Manager of Street Scene summerising the consultation response to the draft Resource and Waste Management Strategy for Devon and Torbay and proposing amendments for inclusion in the final Strategy for **RECOMMENDATION** to the Cabinet.
- 10     **Draft MDDC Litter Strategy** *(Pages 135 - 150)*  
To provide Members of the Environment PDG with an opportunity to review the proposed draft of the Litter Strategy and **RECOMMEND** it to the Cabinet

11 **Work Plan** (Pages 151 - 152)

To receive the current work plan for the Environment PDG.

Members to agree and discuss additional items that they would like added to the work plan.

**Stephen Walford**  
Chief Executive  
Friday, 27 August 2021

Covid-19 and meetings

From 7 May 2021, the law requires all councils to hold formal meetings in person. However, the Council is also required to follow government guidance about safety during the pandemic. For the time being the Council will enable all people to continue to participate in meetings via Zoom.

You are strongly encouraged to participate via Zoom to keep everyone safe - there is limited capacity in meeting rooms if safety requirements are to be met. There are restrictions and conditions which apply to those in the building and the use of the building. You must not attend a meeting at Phoenix House without complying with the requirements in the new protocol for meetings. You must follow any directions you are given.

Please read the new meeting protocol which is available here:  
<https://democracy.middevon.gov.uk/documents/s21866/aaaaHybridMeetingProtocolMay2021.pdf>

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 would like a copy of the Agenda in another format (for example in large print) please contact Carole Oliphant on:

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

Public Wi-Fi is available in all meeting rooms.

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## Mid Devon District Council – Hybrid Meeting Protocol

### 1. Introduction

Remote meetings via Zoom have been used during the Covid-19 pandemic in accordance with the temporary legislation. That legislation ceases to apply from 7 May 2021. However, Covid-19 legislation and guidance continues in place and this places specific requirements for meetings in relation to health and safety, risk assessments and related matters.

The Council has therefore put in place temporary arrangements which will enable meetings to take place in compliance with legislation, whilst providing alternative participation opportunities to maintain a Covid-19 safe environment. All are asked to remember that the Council's offices at Phoenix House are not just meeting rooms – they are the place of employment for many and there are implications beyond just how the meetings are held.

The arrangements set out in this Protocol will apply to meetings from 7 May 2021 until further notice. At the date of this Protocol, it is expected that arrangements may change later this year – because the Government may change the law, the Covid-19 pandemic may have further receded and/or the Council makes alternative arrangements.

### 2. Hybrid arrangements – how will they work?

The primary objective is to ensure that meetings can continue as safely as possible and that the rights of Members and the Public are not diminished simply because the meeting is being held through a mix of online and face-to-face means. The Chairman will retain control and discretion over the conduct of the meeting and the Zoom host will provide administrative support to facilitate the meeting.

Please note that, exceptionally, meeting arrangements may change – in response to legislation, court decisions, or risk. This may include a meeting being postponed, or the hybrid arrangements changing or being withdrawn. We ask that you check the arrangements in advance of joining or attending the meeting.

#### (a) Members (councillors) entitled to vote

All Members entitled to vote in a meeting must be present in the same room – if they are to be classed as 'present' (count towards the quorum) and to cast a vote. If a Member entitled to vote is not in the room, they may still participate via Zoom (see below), but they will not be present (quorum) nor be able to vote.

#### (b) Other Members, Officers and the Public

The Council will use Zoom to enable all other Members, officers and the Public to attend and participate in meetings safely. Zoom will be enabled in all public meetings. Those attending the meeting physically will be able to see and hear Zoom participants via the existing large TV/monitor screens in the meeting rooms.

Those on Zoom will be able to hear Members in the room and see them – although this will be a whole room view and there will be no zooming in on individual members. It is essential therefore those Members present in the room use the microphones at all times and identify themselves before speaking.

There will be some Officers in the room – the Committee Administrator, the Zoom host and, at times, an additional support officer. There may also be a meeting room host to manage the safety of the meeting. All other Officers should use Zoom, unless they are specifically invited into the room by the Chairman of the meeting.

### **3. Zoom**

Zoom is the system the Council will be using for those attending Hybrid meetings remotely. 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.

### **4. 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 meeting.

If any other Member wishes to have a paper copy, they must notify 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.

The Public should continue to access agendas via the Council's website - and are encouraged to do so even after the offices at Phoenix House are open again.

### **5. Setting up the Meeting for Zoom attendance**

This will be done by Member Services. They will send a meeting request via Outlook which will appear in Members' Outlook calendar. Members and Officers will receive a URL link to click on to join the meeting. The Public will use the Zoom details on the front of the agenda. The telephone dial-in via Zoom will also be available.

### **6. Public Access and Participation**

#### **(a) Public Access:**

Members of the Public will be able to use a web link and standard internet browser. This will be displayed on the front of the agenda. Members of the Public should attend a meeting via Zoom, unless there are exceptional circumstances justifying attendance in person.

If any member of the Public still wishes to attend in person, they must notify Member Services **at least 3 working days before the meeting**. Notifications must be sent by email to:

[Committee@middevon.gov.uk](mailto:Committee@middevon.gov.uk)

Day of meeting	Notice given by
Monday	Previous Wednesday
Tuesday	Previous Thursday
Wednesday	Previous Friday
Thursday	Monday
Friday	Tuesday

The meeting risk assessment may need to be updated. Member Services will liaise with the Chief Executive, Monitoring Officer and the Chairman of the meeting. A decision will be taken on whether attendance in person can be safely accommodated.

(b) Public Participation (speaking):

Public questions 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 ask each registered person to speak at the appropriate time. 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 may not be called to speak, except at the discretion of the Chairman.

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.

## **7. Arrangements for any person attending meetings at Phoenix House**

Anyone attending a meeting in person must observe the following requirements:

- (a) For non-voting members, officers and the Public – are there exceptional circumstances to justify attending? If so, please notify in advance and in paragraph 6 above. It is essential that the Council knows who is attending and how many will be in the room, so that the meeting risk assessment can be updated.

- (b) Do not attend if you: have any symptoms of Covid-19; are self-isolating (with or without a positive Covid-19 test); or are in a period of post-travel quarantine.
- (c) Wear a mask at all times except when invited to speak by the Chairman of the meeting. If you have a medical exemption for wearing a mask, please attend via Zoom unless you are a Member who must attend to vote.
- (d) Use the hand sanitiser which is available in the building.
- (e) Follow the directions for entering, moving around and exiting the building. Follow the instructions of any Officer present to manage the safety of the meeting and/or the Chairman.
- (f) Sign into the meeting if requested to do so – you may be asked to leave contact details
- (g) Enter and leave the building promptly – do not gather inside after the meeting has finished, or during any break in the meeting
- (h) Bring your own water/refreshments, as these will not be available for the time being.
- (i) Maintain social distancing throughout – this is 2 metres apart, or 1 metre with additional safeguards (e.g. face masks).

## 8. Starting the Meeting

At the start of the meeting, the Member Services Officer will check all required attendees are present 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 attending via Zoom that **all microphones must be 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.

## 9. Declaration of Interests

Members should declare their interests in the usual way. A Member with a disclosable pecuniary interest is required to leave the room. If they are attending via Zoom, they will be moved to the waiting room for the duration of the item.

## 10. The Meeting and Debate

- (a) For Members and Officers physically present

Each member should raise their hand to indicate a request to speak. When called, they must identify themselves for the recording and for the benefit of those attending via Zoom. The microphone must be used when speaking – standing will make it difficult for those on Zoom to hear and is discouraged, including at meetings of Full Council.

(b) For any person attending via Zoom

The Council will not be using the Chat function. The Chairman will call speakers in accordance with the usual rules i.e. either at Public Question Time, or for Members and Officers, when they raise their Zoom hand to speak.

No decision or outcome will be invalidated by a failure of the Chair to call a member to speak – remote management of meetings is intensive and the Hybrid arrangements are likely to be more so. It is reasonable to expect that some requests will be inadvertently missed from time to time.

When referring to reports or making specific comments, Members and Officers should refer to the report and page number whenever possible. This will help all present or in attendance to have a clear understanding of what is being discussed.

## **11. Voting**

Voting for meetings in person is normally through a show of hands. The Member Services Officer will announce the numerical result of the vote for the benefit of those attending via Zoom.

## **12. Meeting Etiquette Reminder for Zoom attendees**

- 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.

If there are members of the public and press attending the meeting, then the Member Services Officer will, at the appropriate time, remove them to a waiting 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 Chairman is required to interpret the Council's Constitution and procedural rules and how they apply to remote attendance, 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 (if attending via Zoom) 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 Chairman will warn them accordingly. If that person continues to interrupt or disrupt proceedings the Chairman may ask the Member Services Officer to remove them as a participant from the meeting.

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

If the Chairman, the Hosting Officer or the Member Services Officer identifies a problem with the systems from the Council's side, the Chairman 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, the meeting will be adjourned until such time as it can be reconvened.

If the meeting was due to determine an urgent matter 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.

Where any Member, Officer or the Public experience their own technical problems during the course of a meeting e.g. through internet connectivity or otherwise, the meeting will not be automatically suspended or adjourned.

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

Many members, officers and the Public 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.

- 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.)
- Have to hand the telephone number of someone attending 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)

## 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 13 July 2021 at 5.30 pm

### **Present**

#### **Councillors**

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

### **Apologies**

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

L D Taylor

### **Also Present**

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

Mrs C P Daw, R M Deed, R Evans and C R Slade

### **Also Present**

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

Andrew Busby (Corporate Manager for Property, Leisure and Climate Change), Paul Deal (Corporate Manager for Finance), Matthew Page (Corporate Manager for People, Governance and Waste), Jason Ball (Climate and Sustainability Specialist), Darren Beer (Operations Manager for Street Scene), Deborah Sharpley (Solicitor), Vicky Lowman (Environment and Enforcement Manager), Philip Langdon (Solicitor), Clare Robathan (Policy and Research Officer) and Carole Oliphant (Member Services Officer)

## **1 ELECTION OF CHAIRMAN (THE CHAIRMAN OF THE COUNCIL IN THE CHAIR) (0.00.07)**

Cllr J Wright was duly elected Chairman for the municipal year.

## **2 ELECTION OF VICE CHAIRMAN(0.07.00)**

Cllr E J Berry was duly elected Vice Chairman for the municipal year.

## **3 START TIME OF MEETINGS (0.08.07)**

The start time of meetings for the municipal year was agreed as 5.30pm.

## **4 APOLOGIES AND SUBSTITUTE MEMBERS (0.08.30)**

Apologies were received from Cllr L D Taylor who was substituted by Cllr L J Cruwys.

## **5 HYBRID MEETING PROTOCOL (0.09.02)**

The Group had before it, and **NOTED**, the Hybrid Meeting Protocol.

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

6 **DECLARATIONS OF INTEREST UNDER THE CODE OF CONDUCT (0.09.12)**

Members were reminded to declare any interests where appropriate.

7 **MINUTES OF THE PREVIOUS MEETING (0.09.35)**

The Minutes of the previous meeting held on 13<sup>th</sup> April 2021 were agreed as a true record and were signed by the Chairman

8 **PUBLIC QUESTION TIME (0.10.29)**

There were no questions from members of the public present.

9 **CHAIRMAN'S ANNOUNCEMENTS (0.10.33)**

The Chairman had no announcements to make.

10 **CABINET MEMBER FOR THE ENVIRONMENT AND CLIMATE CHANGE (0.10.40)**

The Cabinet Member for Environment and Climate Change reported on areas within his portfolio and informed the Group of the following:

- There were currently some staffing issues at Carlu Close due to staff sickness and staff having to self-isolate. There were a number of vacancies for drivers and the service was looking at a recruitment drive and retaining the staff they had.
- The 3 week waste collection trial was underway and social media platforms were being used to promote this. No issues or problems had been reported so far.
- The draft MDDC Litter Strategy was being updated with suggestions from the Scrutiny Committee and would be brought before the Environment PDG at the September meeting.
- Possible sites had been identified for recycling bins and initial consultations had taken place with the Town and Parish Councils.
- He had recently attended a meeting with the Local Government Association

11 **CLIMATE CHANGE UPDATE (0.15.24)**

The Group had before it, and **NOTED**, a \*report of the Corporate Manager for Property, Leisure and Climate change providing an update on the Climate Change Action Plan from the Climate and Sustainability Specialist.

The Climate and Sustainability Specialist gave the Group a summary of actions which had been taken against the Corporate Plan which included:

- Development of an interim statement on Climate Change which would sit alongside the current Local Plan;
- Working with teams, including the Culm Garden Village, to promote sustainable building practices;

- Work to support the team behind the Housing Strategy. The Housing team are working to establish the best options and costings for retrofit on different types of housing stock held e.g. how they could be made more energy efficient;
- Utilising a £300k grant to decarbonise the Council's buildings and leisure centres;
- Looking to source a higher percentage of the Council's electricity needs through green energy tariffs/agreements;
- Signing up to an electric car charging scheme to increase the number of charging points across the District and investigations into obtaining electric vehicles across the transport fleet;
- Encouraging recycling to increase the rates, including running a recycling promotion at the Mid Devon Show;
- Working with local groups such as Sustainable Tiverton and Crediton to achieve mutual benefits

The Officer gave an overview of sustainable housing Zed Pods and informed the Group that one was due to go on display in Cullompton shortly.

In response to questions asked the Officer confirmed that the Council was working with local landowners and groups to promote tree planting but that the council scheme was outside of the wider DEFRA scheme. The lighting on the Council's sport pitches had been tendered and the lighting on the all weather pitch at Exe Valley Leisure Centre was being looked at as part of the replacement LED lighting project. This work was captured within future plans to install low energy lights.

The Group then discussed the impact of the right trees in the right place and sustainable farming practices.

With regard to increasing the number of electric car charging points the Climate and Sustainability Specialist stated the Council could encourage them to be built on new housing developments and people buying electric cars were able to obtain a grant to have a charging point installed at their home. He stated there was a need to put additional chargers where people currently parked for a period of time like supermarkets, leisure centres and places of work.

The Cabinet Member for Housing informed the Group that the Homes PDG would be looking at the Housing Strategy next week which included many climate change initiatives and invited members of the group to attend. He stated that he would see if it was financially possible for the Zed Pods to be displayed in Tiverton.

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

## 12 **TREE POLICY (0.50.46)**

The Group had before it a \*report of the Corporate Manager for Property, Leisure and Climate Change providing details of the revised Tree Policy.

The Corporate Manager for Property, Leisure and Climate Change gave the Group an overview of the Tree Policy and stated that the Policy covered only Council owned trees. It did not include those trees subject to Tree Protection Orders (TPO's), privately owned trees or high hedges. The Policy was a useful guide for the public and customer services officers alike.

The officer informed the Group that permission would not normally be given to prune or remove trees because of:

- a) Leaf fall
- b) Fruit fall
- c) Bird droppings
- d) Interference with TV signals
- e) They block a view
- f) They cause an acceptable level of shading
- g) Fears that they may damage a building or surface with no evidence
- h) Aphid infestation (Honeydew)
- i) Because they are considered by some to be too tall
- j) Because they overhang an adjacent property, where no damage is likely (each case is assessed individually)
- k) They are shading solar panels

Members requested an addition to the Policy so that it would be possible for some stock to be removed to allow the growth of new trees in the area which would keep the woodlands sustainable. The Officer agreed to add this addition.

Consideration was given to:

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

- The revised Tree Policy be adopted as attached in annex A for five years subject to minor amendments suggested by the Environment PDG

(Proposed by the Chairman)

**Reason for the decision:** To ensure that the Council has a Policy to manage its tree stock and ensures that inherent risk associated with trees is managed.

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

### 13 PUBLIC SPACES PROTECTION ORDER (1.03.00)

The Group had before it a \*report of the Environment and Enforcement Manager setting out the key findings from the consultation on the Public Spaces Protection Order (PSPO).

The Environment and Enforcement Manager informed the Group that the PSPO contained the results of the recent public consultation. She advised that two area's in Hemyock had been left off parts of the order in error and she apologies for this.

In order to include the two missed areas the Officer informed the Group that the PSPO could be brought into force and a variation adding the two areas could be brought back to the Environment PDG at a later date, once the public consultation was done on these areas.

The Group agreed that a lot of work had gone into the PSPO and that it should not be delayed in coming into force. They agreed that further area's to be added should be brought as a variation at a later date.

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

1. To make and bring into force the draft PSPO at appendix A
2. To authorise the Monitoring Officer to take all necessary steps to make and bring into force the draft PSPO at appendix A
3. To instruct officers to bring to the Environment PDG a draft variation of the PSPO (once made) to include the land identified by Hemyock for consideration for consultation

(Proposed by Cllr B G J Warren and seconded by Cllr R F Radford)

**Reason for the decision:** To ensure that the Council has a Public Spaces Protection Order in place

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

#### 14 **PERFORMANCE AND RISK OUTTURN REPORT (1.14.03)**

The Group had before it, and **NOTED**, a \*report of the Operations Manager for Performance, Governance and Health and Safety providing the outturn performance against the corporate plan and local service targets for 2020/2021.

The Chairman asked the Group to reflect on the content of the reports and if Members felt they enhanced Policy Development. He advised that moving forward the Group would not be presented the Performance and Risk report at each meeting and that if Members were interested in the results these would still be reported at Council, Scrutiny Committee and Audit Committee.

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

#### 15 **FINANCIAL OUTTURN REPORT (1.20.02)**

The Group had before it, and **NOTED**, a \*report of the Deputy Chief Executive (S151) presenting the Revenue and Capital Outturn figures for the financial years 2020/2021.

The Corporate Manager for Finance explained that the report covered the General Fund, HRA Fund and the Capital Program.

He explained that the outturn was a remarkable achievement and the position had improved by year end.

The Chairman explained that following an informal session of the programming panel, the financial forecast would no longer be brought to the PDG but that the Group would be involved in the budget setting process for the Environment portfolio as normal. He asked Members to think about what they wanted to influence with regard to the budget for the Environment portfolio so that this could be considered and discussed during the budget setting process in the autumn.

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

**16 WORK PROGRAMMING SESSION (1.25.48)**

The Group received an update from the Scrutiny and Policy Development Officer which gave an overview of the programming panel and the aim of the work programming session.

The Group considered the current \*work plan for the Environment PDG and suggested the following for further consideration:

- Fly tipping of grass cuttings by the grounds maintenance team
- Involvement of Town and Parish Council's in the street naming process – This would first be investigated by Corporate Manager for Property, Leisure and Climate Change and Members updated with the current process.

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

(The meeting ended at 7.10 pm)

**CHAIRMAN**

## ENVIRONMENT POLICY DEVELOPMENT GROUP

07 SEPTEMBER 2021

### REPORT – CLIMATE AND SUSTAINABILITY UPDATE

**Cabinet Member(s):** Cllr C R Slade - Cabinet Member for the Environment and Climate Change.

**Responsible Officer(s):** Andrew Busby - Corporate Manager Property, Leisure & Climate Change. Jason Ball, Climate and Sustainability Specialist.

**Reason for Report:** To receive an update an update on the Climate Change Action Plan from the Climate and Sustainability Specialist.

**Recommendation:** That the Environment PDG notes and accepts this report as an update on the Council's response to the Climate Emergency – documenting progress with the Climate Action Plan (to reduce the Council's carbon footprint) and the wider Climate and Sustainability Programme.

**Financial Implications:** The financial implications associated with this report are the overall costs of the Climate and Sustainability Programme, budgets specifically linked to the Council's Corporate Plan, Climate Strategy and Climate Action Plan.

**Budget and Policy Framework:** Budgets specifically linked to the Council's Corporate Plan, Climate Strategy and Climate Action Plan.

**Legal Implications:** Full Council declared a Climate Emergency in June 2019 and as part of that commitment, the Council is to produce a carbon footprint in line with Environmental Reporting Guidelines published by HM Government. With regard to the Climate Emergency, the Environment Policy Development Group (PDG) is the initial owner of this policy activity and considers how best to determine the Council's own policy response(s) such as may then be subsequently recommended to Cabinet and Council. [Link to declaration decision](#).

**Risk Assessment:** Progress on Performance Indicators (PI) is provided separately.

**Equality Impact Assessment:** There are no equality impact assessment implications associated with this report.

**Relationship to Corporate Plan:** Please refer to **Annex A** which shows the Council's Corporate Plan Aims (Table 1) and Climate Strategy priorities (Table 2).

**Impact on Climate Change:** The role of the Climate and Sustainability Specialist in support of the corporate officer team is central to the Council's Climate and Sustainability Programme by actions such as the development of strategic positions and delivery of projects through internal, community and partnership work.

## 1.0 Introduction / Background

1.1.1. The Council has declared a Climate Emergency and aims to be climate neutral by 2030. Climate neutrality is a term used to describe the aim of actions that organisations, businesses and individuals take to achieve a

balance, for any given period, for carbon dioxide and other greenhouse gases released into or removed from the atmosphere. The goal of climate neutrality is to achieve a net zero climate impact.

- 1.1.2. Aligned with the recent climate change declaration by Councils across Devon, climate action for the Council falls into two work streams:
- an internal organisation focus to cut corporate greenhouse gas emissions to net zero;
  - the wider agenda to enable emission reductions across Mid Devon communities.
- 1.1.3. Clearly, the first is a process the Council can manage / monitor and control to a significant degree, as it relates to our own assets and operations. For the wider agenda linked to the whole Mid Devon area, we will work as a partner with local businesses, organisations, community groups and other residents to support the district's journey to achieve net zero.
- 1.1.4. Throughout each of the priority areas within our Corporate Plan, there is now a strong emphasis on local level sustainability. Environmental sustainability matters in all aspects of the Council's work, linked to everything from procurement to promoting nature recovery.
- 1.1.5. This report is divided into **community** and **corporate** strands (some overlap is possible). Jason Ball as our Climate and Sustainability Specialist now leads the development of the Council's climate and sustainability programme, working with colleagues and councillors, particularly Andrew Busby - Corporate Manager Property, Leisure & Climate Change; and Colin Slade - the Cabinet Member for Environment and Climate Change.

## **2.0 Performance**

- 2.1.1. Progress on Performance Indicators (PI) is provided separately. **Annex A** shows tables to summarise actions and progress in achieving the Council's Corporate Plan *aims* and Climate Strategy *priorities*.

## **2.2. Climate Action Plan (CAP).**

- 2.2.1. The Climate and Sustainability Specialist has begun to review the Council's Climate Action Plan - projects and activities achieved and planned thus far, funds allocated, etc. Work will prioritise the most imminent and impactful projects, identify gaps, develop the plan, and cost the plan.
- 2.2.2. A timeline for costing the Climate Action Plan was provided to Scrutiny Committee 15 March 2021 as outlined below, with updates due in July, September and December.
- 2.2.3. Thus far, the costings for actions and projects within the *Housing Energy and Assets* work stream is over £18million. This includes HRA planned works and estimates for retrofitting and decarbonising the Council's facility buildings.



**Table 1 – A Timeline for Costings**

Split by work stream	tCO2e impact scale (approx)	Approximate time required	Date for draft	Date for submission to Env PDG
Baseline	20402			
HOUSING, ENERGY AND ASSETS	3196	3 months	Jun-21	<b>Jul-21</b>
INTERNAL STRUCTURES AND PROCESSES	2615	2 months	Aug-21	<b>Sep-21</b>
TRANSPORT AND VEHICLES	202	2 months	Nov-21	<b>Dec-21</b>

### 3.0 Community and partnership activities

#### 3.1. Devon Climate Emergency Response Group

3.1.1. The Council is a partner within Devon Climate Emergency Response Group (DCERG) and a signatory to the Devon Carbon Plan (DCP). The Climate and Sustainability Specialist role includes working with the DCERG Tactical Group and the over-arching Response Group (the Chief Executive also receives Response Group communications).

3.1.2. Partnership work serves 2 main purposes:

- Seek to ensure strong strategic alignment.
- To facilitate communications and key updates e.g. current projects.

3.1.3. The Interim Devon Carbon Plan – notes from the public consultation.

- There is strong public support for action on climate change in Devon. Three-quarters (76%) of respondents “broadly support the Plan”. (Total 1,322 individuals and organisations.)
- The public wish to see Devon become net-zero carbon as soon as possible but recognise that doing so is very challenging.
- The consultation results show strong support (at least 81% of respondents) for the Key Outcomes and Priority Actions presented in each section of the Interim Devon Carbon Plan.
- The Tactical Group recommended getting the Interim Devon Carbon Plan published as soon as possible, whilst keeping it open to consultation and therefore democratically mandated etc.
- Consultation continued with a Citizens’ Assembly (Devon Climate Assembly) of 70 people who demographically represented Devon with sessions that ran from 23rd June to 25th July 2021.

3.1.4. The Interim Devon Carbon Plan’s Net-Zero ambition statements.

- The Climate and Sustainability Specialist commends to Members, the Net-Zero ambition statements that underpin the Devon Carbon Plan. These arise from a detailed deliberation between partners in the Tactical Group and the Response Group. They recognise the strong public support for accelerated action, and the strategic constraints on partners working to achieve net zero climate impact.

### **3.2. Engagement: The Mid Devon climate and sustainability website. (Corporate Plan aim: env 10.)**

- 3.2.1. This will: 1) share updates on the Council's carbon reduction work; 2) provide information to residents, businesses, members and others; and 3) share and signpost resources, opportunities, events and local groups active on the climate, sustainability and biodiversity agenda.
- 3.2.2. The Climate and Sustainability Specialist has worked with colleagues to launch the website, will now, and cultivate this resource. Community contributions of resources, news, events and ideas are most welcome.

### **3.3. Engagement: groups and partnerships. (Corporate Plan aim, env 10.)**

- 3.3.1. The Climate and Sustainability Specialist has attended events, meetings and workshops e.g. the Devon County Show (joining the Devon Climate Emergency team), the Mid Devon Show (working alongside colleagues from the Communications team, the Street Scene team, and the West Country Rivers Trust), group discussions with Sustainable Crediton and Sustainable Tiverton; workshops by the *Connecting the Culm* project (the Council is a partner); South West Energy Hub events; a presentation about the Devon Local Nature Partnership's project on Nature Recovery Networks.
- 3.3.2. The Climate and Sustainability Specialist has corresponded with parishes, ward members, and officers at Devon County Council / other local authorities.

### **3.4. Project: Electric Vehicle charging points. (CS priority: 3. CP aim: env 02.)**

- 3.4.1. As part of the Council's Climate Strategy 2020-2024, the Council seeks to facilitate the roll-out of electric vehicle (EV) charger locations across the district. The Climate and Sustainability Specialist has worked with colleagues and councillors to develop and assess a list of potential EV charging locations (rapid chargers can top up a modern EV by 80% in 40 minutes). A report to Cabinet presented an evaluated set of 3 options for this, to facilitate decision-making and aiming to achieve at least 5 to 15 additional EV charging locations through procurement during 2021. Each of the current options would be powered by renewable electricity.
- 3.4.2. At their meeting dated 13th May 2021, Cabinet decided to delegate authority to the Deputy Chief Executive (S151), Cllr Colin Slade (Cabinet Member for the Environment and Climate Change) and Cllr Andrew Moore (Cabinet Member for Finance) as follows. *RESOLVED that: delegated authority be given to the Deputy Chief Executive (151) and the Portfolio Holder(s) for the Environment & Climate Change and Finance, in consultation with Property Services to facilitate the installation of additional electric vehicle charging points on Council land and across the District.*
- 3.4.3. Primary outcomes of supporting EV charging within the Mid Devon district and in relation to Climate Change impact:
- to reduce energy consumption and climate impact per vehicle / per mile;
  - to enable the potential for renewable energy sources to be utilised in powering personal transport within the district;
  - to help reduce localised air pollution caused by transport;
  - to boost EV driver confidence in recharger availability across the district.

- 3.4.4. Fully electric vehicles run with higher efficiency than those with internal combustion engines. The UK's electricity generation mix is becoming lower-carbon each year, which means electric vehicle journeys can be made 'greener' through this process or by switching to greener power suppliers.
- 3.4.5. Current EV charger provision can be viewed on this map: [www.goultralow.com/ev-charging-point-map/](http://www.goultralow.com/ev-charging-point-map/)
- 3.4.6. Western Power Distribution (WPD) has been informed of the potential extra power capacity needs in Mid Devon, linked to this project. Published plans for WPD's Green Recovery scheme indicate support for 250% growth in EV rapid charging capacity within their network.
- 3.4.7. The Climate and Sustainability Specialist has coordinated teamwork to enable actions delegated by Cabinet. Work has included partnership liaison, submitting legal documentation for advice, clarifying parking fee policy, assessing risks, and steering charger locations.

### **3.5. Strategy. Housing sustainability and Zero Carbon. (CS priority 2+3. CP aims h01, h03.)**

- 3.5.1. The Climate and Sustainability Specialist has worked with the team writing the new Mid Devon Housing Strategy and asked them to consider how it will help deliver the Council's 2030 Net Zero ambition and incorporate the aims and priorities of the Mid Devon Climate Strategy and the Corporate Plan.
- 3.5.2. The Strategy is now being opened to public consultation.
- 3.5.3. Strategy documents such as this could be used to encourage high housing standards in the private landlord sector and targets for the Council to improve and build a more sustainable housing stock in line with its own 2030 Net Zero target; noting co-benefits from sustainable design, materials and performance e.g. thermal stability required as part of Climate Adaptation, healthy living environments; a boost to habitat resilience, connectivity and biodiversity; promote sustainable neighbourhoods and infrastructure.

### **3.6. Project: Housing Advisors Programme. (CS priority: 1. CP aims: env02, env 05, h01, h02, h03, c04.)**

- 3.6.1. The Forward Planning team has secured £20k funding through the LGA's Housing Advisors Programme to develop an assessment tool to model various low carbon interventions and consider how they can be implemented at scale, using the Post Hill site in Tiverton as a pilot study. The framework assessment tool will:
  - Help deliver the need for sustainable, affordable homes that meet local needs
  - Help respond to the Council's climate emergency declaration, and facilitate a green recovery following COVID-19.
  - Help address fuel poverty issues across the district, which have become more acute during the coronavirus pandemic.
  - Be scalable and transferable across schemes in Mid Devon and elsewhere

#### **4.0 Corporate activities**

##### **4.1. The Net Zero Advisory Group (NZAG). (CS priority: 1. CP aim: none.)**

4.1.1. This advisory group was set up after Cabinet approval on 23 April 2020 and the group members continue to meet to consider topics including, but not limited to, climate and biodiversity. Chaired by Cllr Elizabeth Wainwright, NZAG meetings take place on alternate months to the Environment PDG to enable a regular feedback cycle.

4.1.2. The most recent meeting took place 17 August 2021, discussion included:

- Sustainability in the Council's procurement policies and practices.
- Decision-making for sustainability.
- The Council's Carbon Footprint, and the Climate Action Plan.

##### **4.2. Working across service areas. (CS priorities: all. CP aims: all.)**

4.2.1. Jason Ball as our Climate and Sustainability Specialist has agreed, in consultation with Andrew Jarrett and Andrew Busby, to apply a Programme Management approach to develop and deliver the cross-cutting *Climate and Sustainability Programme*.

4.2.2. The programme will develop a roadmap to Net Zero to realise and look beyond the 2020-2024 Climate Strategy.

4.2.3. The programme would develop the necessary organisational capability, planning and practices for an integrated approach to sustainability.

4.2.4. This will require top-level oversight and utilise recognised methods such as Managing Successful Programmes and Prince2 (existing skills within teams).

4.2.5. The Climate and Sustainability Specialist has proactively engaged with a range of teams and Policy Development Groups. He will attend and arrange further cross-team meetings with key officers to explore opportunities, connections, ideas and challenges from different perspectives and service areas within the council. We view each team representative as a 'Climate Connector' for the council to ensure a joined-up approach for our journey to Net Zero by 2030.

4.2.6. The Climate and Sustainability Specialist is working with the engagement and learning teams to set up training for members and staff. Based on 3 strands:

- Common understanding / clarity of mission. Presentation resources on key topics in climate and environmental sustainability. Hosted on the Learning Hub. Short, incisive, concise.
- Development. Webinars and site visits as an informal way to engage officers, highlight areas for further training, and trigger action.
- Specialist e.g. carbon literacy, emerging national policies, decision-making tools.

##### **4.3. Land Use and Landscape Scale Perspectives on Climate Mitigation and Adaptation. (CS priorities: 1 and 2. CP aims: env03, env07, env08, env09, h03, c04.)**

- 4.3.1. Early discussion about a strategic perspective on the natural environment indicated a potential programme area to develop (linked to the Climate Change Strategy) to help address emerging future obligations on biodiversity gain, Nature Recovery Networks, etc. In a nutshell:
- 4.3.2. Explore how to realise the potential (social, economic and environmental) benefits of carbon banking and biodiversity banking as part of a strategic approach to Mid Devon land and habitat management.
- 4.3.3. To support this a bid was submitted to the Natural Environment Investment Readiness Fund (NEIRF) in order to run a pilot project.

#### **4.4. Priority: large scale tree planting. (CS priority: 2. CP aim: env07.)**

- 4.4.1. The Climate and Sustainability Specialist is exploring funding opportunities. We asked Devon CC to include Mid Devon in the county bid for the treescapes fund; this awaits the next phase. The Climate and Sustainability Specialist has invited parishes and District Councillors to propose high-potential project sites (parish / district / private landowners where access for planting etc, is agreed).
  - Local Authority Treescapes Fund (LATF). Bids must be via Devon County Council. Mid Devon can propose projects to include in the bid.
  - Urban Tree Challenge Fund (UTCf). Open to all.

#### **4.5. Procurement: Greener Electricity. (CS priority: 2. CP aim: env02.)**

- 4.5.1. The Cabinet on 04 March 2021 approved a proposal by Andrew Busby - Corporate Manager for Property, Leisure and Climate Change to procure a further 50% of our electricity via the 'Green Basket' under the LASER Framework for renewable energy. For an additional 50% of the Council's annual consumption it would cost circa £8k or 2.3% on top of current costs.
- 4.5.2. Provided the 100% Green Tariff is entirely additional, hypothetically the savings would be around 183 tCO<sub>2</sub>e (tonnes of CO<sub>2</sub> equivalent) of Scope 2 emissions.

#### **4.6. Greener operations: the Council's vehicle fleet. (CS priority: 2. CP aim: none).**

- 4.6.1. The Transport Manager and the Climate and Sustainability Specialist authored a report to promote the adoption of Ultra Low Emissions Vehicles (ULEV) in the fleet with electric vehicles as a priority to replace selected small cars and vans. This would reduce Scope 1 emissions and save on fuel costs. Options and costs have been presented to relevant managers.

#### **4.7. Project: Mid Devon District Council's proposals for hydro-electric power on the River Exe at Tiverton. (CS priority: 2. CP aim: env02.)**

- 4.7.1. The Climate and Sustainability Specialist has begun to review and support this project. Current work includes flood risk assessment data modelling.
- 4.7.2. Work is underway to address and resolve issues behind planning objections.

4.7.3. Western Power Distribution has been informed of the plan to connect 150kWp generation capacity.

**4.8. Project: Public Sector Decarbonisation Scheme (PSDS). (CS priority: 1, 2. CP aim: env01, env02, ec01.)**

4.8.1. A brief update.

- Phase 1: Heat Decarbonisation Plan. Work is underway to assess and devise solutions for 4 key council buildings: Phoenix House, and the 3 leisure centres.
- Phase 1: £310,821 grant being spent. Work in progress to install energy-efficiency and low-carbon improvements at the 3 leisure centres.
- Phase 2: no bid; grant fund exhausted within 2 weeks.
- Phase 3: the Heat Decarbonisation Plan would inform a Phase 3 bid.

**4.9. Project: Archetype housing - energy efficiency and low carbon performance. (CS priority: 2. CP aim: env01, env02, c04.)**

4.9.1. The Housing team will work on exemplar homes typical of Council stock (beginning with 2 buildings this year) to optimise energy performance and retrofit energy solutions. This project will inform costed plans to improve the rest of the Council stock of this type.

**5.0 Conclusion**

5.1. That the Environment PDG notes and accepts this report as an update on the Council's response to the Climate Emergency – documenting progress with the Climate Action Plan (to reduce the Council's carbon footprint) and the wider Climate and Sustainability Programme.

**Contact for more Information:** Andrew Busby - Corporate Manager Property, Leisure and Climate Change: Email [ABusby@MidDevon.gov.uk](mailto:ABusby@MidDevon.gov.uk) Tel: 01884 255255. Jason Ball - Climate and Sustainability Specialist: Email: [JBall@MidDevon.gov.uk](mailto:JBall@MidDevon.gov.uk) Tel: 01884 255255.

**Circulation of the Report:** Cabinet Member for the Environment and Climate Change, Leadership Team.

**List of Background Papers:**

The previous climate change and sustainability report provided to the [Environment Policy Development Group](#) on [13 July 2021](#). [Link to paper](#).

The Net-Zero Ambition paper by the Devon Climate Emergency Response Group.

## ENVIRONMENT POLICY DEVELOPMENT GROUP

07 SEPTEMBER 2021

### REPORT – CLIMATE AND SUSTAINABILITY UPDATE – ANNEX A

**Cabinet Member(s):** Cllr C R Slade - Cabinet Member for the Environment and Climate Change.

**Responsible Officer(s):** Andrew Busby - Corporate Manager Property, Leisure & Climate Change. Jason Ball, Climate and Sustainability Specialist.

## 1.0 Performance

### 1.1. Performance Indicators

1.1.1. Progress on Performance Indicators (PI) is provided separately.

1.1.2. The tables below summarise actions and progress in achieving the Council's Corporate Plan *aims* and Climate Strategy *priorities*.

**Table 1 - Relevant Aims from the Corporate Plan (CP)**

ref	Aim	Notes on actions taken
	<b>Environment</b>	
<b>env 01</b>	Encourage retro-fitting of measures to reduce energy usage in buildings.	<p>Property: Public Sector Decarbonisation Fund (PSDF) heat decarbonisation study completed for Phoenix House and leisure centres; the £300k project to help decarbonise those facilities is in progress; ongoing solar PV generation and export; ongoing effort to bid for further funding.</p> <p>Housing: archetypes project; retrofit projects; ongoing solar PV generation; bids for funding.</p> <p>Planning and Regeneration: The C&amp;S Specialist will work with teams to review Plans and Strategies e.g. Culm Garden Village.</p> <p>Forward Planning: The Climate &amp; Sustainability Specialist (C&amp;S Specialist) will work with teams to develop interim statements and policies to sit alongside Local Plan.</p>
<b>env 02</b>	Encourage "green" sources of energy, supply new policies and develop plans to decarbonise energy consumption in Mid Devon.	<p>The Climate and Sustainability Specialist has encouraged the Environment PDG to look into local energy project investments.</p> <p>The Climate and Sustainability Specialist alongside the Corporate Manager Property, Leisure &amp; Climate Change is investigating how to shift the Council to increasingly greener electricity procurement.</p> <p>Solar PV for householders - the Council is part of the Solar Together Devon project.</p> <p>The Council has facilitated the Green Homes Grant and others.</p> <p>Electric Vehicle charging points using renewable energy; the Council is facilitating more locations.</p>
<b>env</b>	Identify opportunities to work with	Actively working on leads. Ongoing consultation with

<b>03</b>	landowners to secure additional hedgerow planting, biodiversity and reforestation.	Members, parishes and landowners for planting opportunities and proposals.
<b>env 04</b>	Consider promoting the designation of the Exe Valley as an Area of Outstanding Natural Beauty (AONB).	The C&S Specialist will liaise with Policy Development Groups and officer teams e.g. Planning and Regeneration to examine this.
<b>env 05</b>	Encourage new housing and commercial developments to be “exemplars” in terms of increasing biodiversity and reducing carbon use.	<p>The C&amp;S Specialist is working with colleagues to promote the importance and benefits of Net Zero performance buildings, sustainable materials, biodiversity net gain, resource protection etc.</p> <p>The C&amp;S Specialist will work with others to promote and learn from exemplars e.g. Zed Pods, Cornwall County Council, Eastleigh Borough Council.</p> <p>The C&amp;S Specialist will continue to work on this aim with Forward Planning (statements and policy guidance) and others in the Planning and Regeneration section (e.g. input to Town Centre Plans, Neighbourhood Plans and Master Plans).</p> <p>The C&amp;S Specialist has provided input to help develop Culm Garden Village Sustainability Strategy. The C&amp;S Specialist has commented on the Cullompton Town Centre Masterplan.</p>
<b>env 06</b>	Increase recycling rates and reduce the amounts of residual waste generated.	The C&S Specialist has worked with Street Scene to promote the <i>reduce-reuse-recycle</i> message and improvements in practice e.g. Mid Devon Show.
<b>env 07</b>	Explore large-scale tree-planting projects and re-wilding to enhance biodiversity and address carbon pressures.	<p>The Climate and Sustainability Specialist has worked with Devon County Council (DCC) with a view to the Council being strategic partners in local tree planting, with additional external funding.</p> <p>Up to 1 hectare of Council land assessed for potential planting.</p> <p>The C&amp;S Specialist proactively asked members, staff and parishes for planting proposals (ongoing).</p> <p>The C&amp;S Specialist will work with others to seek external funding and partnership work to support nature recovery and habitat enhancements.</p>
<b>env 08</b>	Promote sustainable farming practices in partnership with local farmers, district and county councils; including research into best practice re better soil management and animal husbandry.	The C&S Specialist will work with others to seek external funding and support partnership work with land managers.
<b>env 09</b>	Work with parish and town councils to promote the development and retention of parks and play areas across the district.	A responsibility outside the C&S Specialist role, but relevant to e.g. healthy lifestyles, green infrastructure, nature recovery, climate adaptation.
<b>env 10</b>	Support community activities that improve the environment	<p>The C&amp;S Specialist is working with groups, partnerships and at parish level to support activity. Met with e.g. Sustainable Crediton; conversations with parish councillors and clerks; ongoing.</p> <p>The C&amp;S Specialist has begun work to enable community groups to promote sustainability activities and resources on the new climate and sustainability website.</p> <p>The Housing team has begun to give free plug-in electricity monitors to social housing tenants.</p>



	Homes	
<b>h 01</b>	Introduce <b>zero carbon</b> policies for new development.	<p>The C&amp;S Specialist has worked with the Housing Strategy team to embed and respond to Council's aim for Net Zero and to help deliver on this priority. Strategy document now at consultation stage.</p> <p>The C&amp;S Specialist is working with others e.g. Planning and Regeneration to realise this priority. Agreed to work with Forward Planning on an interim statement to support the Local Plan (climate and sustainability). Agreed to work with colleagues on e.g. sustainability strategy for Culm Garden Village.</p>
<b>h 02</b>	Encourage the piloting of Modern Methods of Construction (MMC) and self-build opportunities.	<p>The C&amp;S Specialist will work with others e.g. Planning and Regeneration to realise this priority. The Council's Building Services team are commissioning modular housing with <a href="#">SAP</a> 'A' scores (<a href="#">Standard Assessment Procedure</a>) with renewable energy installed to achieve Net Zero emissions. The Council is a supporter of the National Custom and Self Build Association and continues to invite proposals for custom and self-build projects.</p>
<b>h 03</b>	Use new development as opportunities to help communities to become increasingly sustainable and self-sustaining at neighbourhood level (district heating, energy use, recycling / re-use systems etc.).	<p>Refer to work on Housing Strategy and advising opportunities e.g. Culm Garden Village. The C&amp;S Specialist will work with others e.g. Planning and Regeneration to help realise this aim.</p>
	Economy	
<b>ec 01</b>	Promote zero carbon exemplar sites within commercial settings.	The C&S Specialist will work with others in the Property team and colleagues in Planning and Regeneration to realise this.
<b>ec 02</b>	Use car park pricing mechanism to effectively balance the needs of vehicular access with those of reducing car use.	This seems a natural next step after the 2021 Electric Vehicle (EV) charging units project.
<b>ec 03</b>	Promote the development of the farming economy and local food production.	Local sourcing and networks. (as above)
<b>ec 04</b>	Working in partnership with farmers to develop and grow markets on the principle of reducing carbon emissions and sustainability.	The C&S Specialist will work with others to seek funding, partnership work, and promote good practice exemplars.
	Community	
<b>c 01</b>	Work with developers and Devon County Council to deliver strategic cycle routes between settlements and key destinations.	The C&S Specialist will work with others in Planning and Regeneration to realise this.
<b>c 02</b>	Secure decent digital connectivity for all of Mid Devon.	The C&S Specialist will encourage this via Planning and Regeneration teams.
<b>c 03</b>	Work with education providers to secure appropriate post-16 provision within the district to minimise the need to commute out for A/T level studies.	The C&S Specialist will encourage this via Planning and Regeneration teams.
<b>c 04</b>	Promote new, more integrated approaches to promoting good health and healthier living especially in the context of planned new developments.	The C&S Specialist will encourage this via Planning and Regeneration teams.

**Table 2 - Climate Strategy (CS) 2020-24 Key Priorities**

	Key Priorities	Notes on actions taken
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1	Increase climate knowledge, literacy and capacity at Mid Devon District Council.	Net Zero Advisory Group (NZAG) active. Ongoing: the C&S Specialist is working with the learning and communications teams on a programme of learning and engagement.
2	Identify schemes that will put us on track for net zero carbon by 2030.	A timeline for reviewing and costing the Council's Climate Action Plan was submitted to Scrutiny Committee 15 March 2021. The Council has decided to procure greener electricity to reduce its climate impact.
3	Enable and encourage the use of renewable energy locally.	Solar PV scheme. EV chargers.
4	Create a 'Community Climate & Biodiversity Support Fund'.	The C&S Specialist will seek funding from internal and external sources. The NZAG has begun to consider how best to set up a grant.
5	Identify cycling and walking priorities and opportunities	TBC. The C&S Specialist will seek funding and partnership opportunities. Must link into Devon county level activities / plans.
6	Review and update MDDC Procurement strategies.	Discussed at NZAG April - August 2021; key officers will work Members and the Devon County Council support team to review procurement strategies and regulations, to boost sustainability via procurement.

## 1.2. Monitoring the Council's Carbon Footprint.

- 1.2.1. The Council reports its 'Greenhouse Gas Inventory' or 'Carbon Footprint' which is an assessment of its climate change impact as an organisation, measured in tonnes of carbon dioxide equivalent (tCO<sub>2</sub>e). The tCO<sub>2</sub>e is based on the Global Warming Potential (GWP) of different greenhouse gases over a 100-year period in comparison to carbon dioxide (CO<sub>2</sub>).
- 1.2.2. Carbon Footprint assessments were carried out by the University of Exeter using internationally accepted methods, and cover Scopes 1, 2, and 3.
- 1.2.3. For the reporting period inclusive of April 2018 to March 2019: gross emissions were 20,372 tCO<sub>2</sub>e. This was the 'baseline' year.
- 1.2.4. For the reporting period inclusive of April 2019 to March 2020: gross emissions were 19,754 tCO<sub>2</sub>e and nett emissions were 19,439 tCO<sub>2</sub>e.
- 1.2.5. Work for the reporting period April 2020 to March 2021 is in progress. Results will be reported as soon as available. (We are aware the 2019-2020 carbon footprint was 439 tonnes higher than the next 2020-2021 target of 19,000 tonnes or less - with at least 439 tonnes to cut.)
- 1.2.6. Net emissions are calculated based on reductions in greenhouse gas emissions linked to e.g. the generation of renewable energy. Net emissions will be estimated in retrospect for 2018-2019.

**Table 3 - Mid Devon District Council - Carbon Footprint**

Year	Gross (tCO <sub>2</sub> e)	Net (tCO <sub>2</sub> e)
Apr 2018 - Mar 2019	20,372	(TBC)
Apr 2019 - Mar 2020	19,754	19,439

**Contact for more Information:** Andrew Busby - Corporate Manager Property, Leisure and Climate Change: Email [ABusby@MidDevon.gov.uk](mailto:ABusby@MidDevon.gov.uk) Tel: 01884 255255.

Jason Ball - Climate and Sustainability Specialist: Email: [JBall@MidDevon.gov.uk](mailto:JBall@MidDevon.gov.uk)  
Tel: 01884 255255.

**Circulation of the Report:** Cabinet Member for the Environment and Climate Change, Leadership Team.

**List of Background Papers:** The previous climate change report update, 13 July 2021

<https://democracy.middevon.gov.uk/documents/s22260/Environment%20PDG%20Climate%20Change%20and%20Sustainability%20v2130721%20JB%20AB.pdf>

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**ENVIRONMENT PDG**  
**07 SEPTEMBER 2021**

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

**Cabinet Member(s):** Cllr Colin Slade, Cabinet Member for the Environment and Climate Change  
**Responsible Officer:** Darren Beer, Operations Manager for Street Scene

**Reason for Report:** This report summarises the consultation response to the draft Resource and Waste Management Strategy for Devon and Torbay and proposes amendments for inclusion in the final Strategy.

### **Recommendation:**

- (a) Members note the results of the public consultation;**
- (b) Members recommend to Cabinet that they approve the proposed amendment to reduce the waste prevention target to 400kg/head/year by 2030 and**
- (c) approves the final Strategy.**

**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.

**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. 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.

## **1.0 Introduction/Background**

- 1.1 The draft Resource and Waste Strategy for Devon and Torbay was published for consultation on March 3rd 2021 for a 6 week public consultation. 214 responses were received and they are summarised here [Summary of responses](#). The detailed responses are summarised at Appendix I. The Devon Authorities Strategic Waste Committee (DASWC) resolved that the Strategy be endorsed and recommended for final approval to the (DASWC) partner authorities at their meeting on 16<sup>th</sup> June. [Minutes Template \(devon.gov.uk\)](#)

## **2.0 Government Consultations**

The Government consulted on the Extended Producer Responsibility (EPR), Deposit Return Scheme (DRS) and Consistency in Household & Business Recycling proposals in the early summer. This Strategy has been developed with the Government's proposals in mind, but until Government has taken the responses into consideration and the final proposals are confirmed with draft legislation it is not possible to know with confidence how the Government legislation will affect this Strategy. As soon as the Government confirms its position this Strategy can be reviewed to see what changes if any are required.

## **3.0 Proposed amendment to this Strategy**

The majority of the respondents were supportive of the proposals in the Strategy so no significant amendments are proposed. As can be seen in the response summary and Appendix I, the major areas of concern include:

- To stretch proposed targets for reducing, reusing and recycling
- Working with businesses, manufacturers, retailers and government to reduce packaging waste (particularly plastic waste) throughout the supply chain
- To be cautious about electric vehicles in terms of their cost and carbon impacts
- Focus on economic, efficient and carbon friendly solutions
- Focus on education and community engagement
- To promote further reuse and repair in the community and at HWRCs

As above, some were keen on stretching the proposed targets for reducing, reusing and recycling. It is considered that the targets are already ambitious.

Recycling targets are in line with the EU Circular Economy Package which the UK government has pledged to comply with. These targets will be difficult to achieve depending to some extent on the final details of the EPR, DRS and consistency proposals and how recycling develops as a consequence of these. The reuse target is limited to that achievable at the HWRCs due to the local authorities not having both the data from charity shops and other

community reuse activities. The food waste reduction target is in line with the Courtauld agreement target.

However, the waste prevention target of waste collected per head per year by 2030 of 416kg could be reduced further since various initiatives either local ones or those to be initiated by the Government could help to reduce waste arisings. It is therefore proposed that this target be reduced to 400kg/head/year by 2030.

Many of the points made regarding packaging should be addressed in the Government's EPR proposals whereby producers of packaging will pay for its recycling and disposal thereby incentivising producers to reduce their packaging and/or increase its recyclability. The proposed tax on plastic with less than a 30% recycled content should also drive down the production of virgin plastic products and encourage recycling.

The local authorities are bringing in electric vehicles where appropriate and in a timely manner e.g. as vehicles approach replacement, but they will certainly be considering the economic and environmental cost benefits as well as developing technologies as they approach this transition.

It is pleasing that the respondents are concerned that local authorities follow effective, efficient and carbon friendly policies. These are all concerns that the local authorities are equally determined to take account of.

Community engagement, education and promoting reuse and repair are all fundamental elements of the Strategy & will continue to be supported by all Devon Authorities and Torbay.

#### **4.0 Conclusion/Recommendation**

4.1 The consultation response was generally supportive of the draft Strategy. An amendment has been made to the waste prevention target. The 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 ensure a sustainable future for waste management in Devon and Torbay. The other DASWC authorities are also being asked to approve the Strategy at their next appropriate committee after which the Strategy will be published.

4.2 In accordance with the above, the following recommendations are therefore made:

- (a) Members note the results of the public consultation;
- (b) Members recommend to Cabinet that they approve the proposed amendment to reduce the waste prevention target to 400kg/head/year by 2030 and
- (c) approves the final Strategy.

**Contact for more Information:**

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**Circulation of the Report:**

Cllr Colin Slade, Leadership Team

**List of Background Papers:**

None



# Resource and Waste Management Strategy for Devon and Torbay – Consultation

## Carbon Impact

Dealing with waste inevitably leads to the release of greenhouse gases. However, with little landfill of domestic waste occurring in Devon now this is much reduced. Nevertheless, there are impacts from transporting waste, creating energy from waste and even from recycling waste. The impacts are different depending on the material and the method of processing. The Devon and Torbay Carbon Plans are proposing a target of net zero carbon by 2050 and the management of waste plays an important part in this. See Strategy section 5.1 (Climate Change and Carbon Impact) and Appendix 4.

**1. Do you agree that in order to contribute to net zero carbon for Devon and Torbay by 2050 at the latest the focus should be on:**

	Yes	No	Don't know
a. Reducing, reusing and recycling more textiles, plastics, metals/Waste Electronic and Electrical Equipment, food and paper/card?	98.6%	1.4%	0
b. Looking specifically at how to reduce the plastics in the residual waste stream?	95.2%	3.8%	1.0%
c. Considering options for utilising heat for the Energy Recovery Facilities which will need to be commercially viable?	83.1%	5.8%	11.1%
d. Reviewing carbon capture technology as it develops further?	82.4%	6.8%	10.7%

**2. Please make any comments you have on your responses to Q1 a - d in the box provided.**

The 84 comments focussed on

- The need to work with businesses to reduce packaging waste, particularly plastic
- The need to reduce, reuse, recycle and repair
- To reduce use of plastic and to recycle all sorts of plastic
- To reduce co2 at source, and plant trees rather than CC by engineering
- 2050 is too late
- ERF not the solution, needs to be efficient if we do use it and needs to be wound down eventually
- Government lead required

**3. Do you agree the local authorities should increase the use of carbon friendly fuelled vehicles for transporting waste e.g. electric, hydrogen, over the period of the Strategy?**

Yes 89%

No 7%

Don't know 4%

**4. Please make any comments you have on Q3 in the box provided.**

The 68 comments focussed on

- Creating another problem in terms of battery disposal, the use of rare metals and minerals in battery production and the need for whole life carbon analysis
- There was concern about the potential costs and the need for an economic solution only replacing as vehicles come to end of life
- Hydrogen, LPG and HVO were mooted as alternative fuels
- Need to reduce waste miles
- Need to lead the way, before 2050
- Question of whether electric vehicles would cope with rurality

**5. Do you agree that local authorities should develop opportunities for local reprocessing with stakeholders by 2030?**

Yes 74%

No 3%

Don't know 23%

**6. Please make any comments you have on Q5 in the box provided.**

The 61 comments focussed on:

- Unfortunately, a number of people did not understand the phrase local reprocessing and who the stakeholders might be
- Only to be developed if this is more economic and efficient and has a reduced carbon impact
- Can this be implemented sooner than 2030
- Essential to have community hubs in rural areas for jobs and to retain value locally

## Reducing, reusing and recycling waste

The focus of this strategy is on reducing, reusing and recycling waste. The less waste there is to manage the less the carbon and environmental impact, and the lower the costs. The waste collected figure for Devon includes the district council collections and the waste brought to the County Council's Household Waste Recycling Centres. The councils encourage and help residents to reduce their waste through community engagement using social media, leaflets, roadshows for example, but service design and consistency can also assist residents to use the correct bins. See Strategy sections 7.0 (Waste Prevention) and 9.1 (Recycling).

### 7. Do you agree with the target for reducing the waste collected per head to 416kg per year by 2030 (from 444kg/head in 2019/20 for Devon, and 433kg/head for Torbay);

Yes	67%
No	19%
Don't know	14%

### 8. Please make any comments you have on Q7 in the box provided.

The 98 comments focussed on:

- The overwhelming majority of responses suggested that this target was not low enough
- Need to focus on packaging, at manufacture and retail levels
- Make recycling easier, particularly providing good lids
- Reduced collections could result in fly tipping
- Focus on holiday accommodation and tourists

### 9. If you agree with the target for reducing the waste collected per head to 416kg per year by 2030 (from 444kg/head in 2019/20 for Devon and 433kg/head for Torbay), do you agree that this should be achieved through the following means?

	Yes	No	Don't know
Community engagement	89.5%	2.1%	8.4 %
Operational service policies e.g. reducing residual waste collection capacity?	52.2%	34.1%	13.7%
Other (please specify)	62.7%	4.5%	32.8 %

10. Please make any comments you have on Q9 in the box provided;

- The 95 comments focussed on:
- Reducing packaging throughout the supply chain, working with businesses and government
  - The potential for reduced collections resulting in fly tipping and vermin issues
  - Education and community engagement are essential, including working in schools
  - Enforcement and penalties are important measures to reduce waste
  - A small number didn't understand what operational service policies means

11. Do you agree with the target to achieve a 20% reduction in food waste by 2025 from a 2015 baseline?

Food waste currently makes up 30% (Devon) and 23% (Torbay) of the residual (black bag/bin) rubbish, even with the majority of councils offering a food waste collection service. The councils will continue to work with residents to help them to reduce their food waste. See Strategy section 7.2.1 (Food Waste).

Yes	85%
No	10%
Don't know	4%

12. Please make any comments you have on Q11 in the box provided.

- The 95 comments focussed on:
- The target needing to be higher
  - Working with supermarkets, retailers and the whole supply chain to reduce promotions such as Bogofs which increase food waste
  - Work with householders to educate on reducing food waste
  - Promote composting and offer subsidised bins
  - Encourage food redistribution

13. Do you agree with the target to increase the amount of waste reused (from 0.75% in 2019/20) to 2% by 2025 and 5% by 2030?

Reuse happens in many ways, for example via charity shops, on-line and between friends and family. Preventing items from becoming waste by reusing them reduces carbon impact, reduces the use of finite resources, and offers job and skills sharing opportunities in upcycling and repair, not to mention encouraging community cohesion. The councils have no measure of the majority of reuse that happens in communities but can influence reuse through the Household Waste Recycling Centre shops, community engagement and by offering support to repair cafes and other reuse activities. See Strategy section 8.0 (Reuse).

	Yes	No	Don't know
(a) 2% by 2025	85.4%	7%	7.5%

(b) 5% by 2030

88%

6%

6%

## Resource and Waste Management Strategy for Devon and Torbay - Consultation

...

### 14. Please make any comments you have on Q13 in the box provided.

The 74 comments focussed on:

- The need for higher targets
- The need to promote reuse services, repair shops, community hubs
- More reuse at HWRCs and more accessible centres

### 15. Do you agree with the target to recycle at least 60% of household waste by 2025 and 65% by 2035?

Devon has a high recycling rate of 56.6% which includes the district councils. Torbay's is lower at 40.4%. The average recycling rate across England is 44.4% with the highest being 58.5% in Oxfordshire. Recycling rates have been relatively stagnant for some time despite the best efforts of local authorities. The EU Circular Economy Package target of 65% by 2035 is supported by the Government hence the proposed target at Q8 and the interim target at Q7. A key to higher recycling rates is consistency across authorities and expanding the range of materials collected where economically and operationally viable. See Strategy section 9.0 (Recycling).

	Yes	No	Don't know
60% by 2025	88.4%	6.3%	5.3%
65% by 2035	84.8%	8.2%	7.0%

### 16. Please make any comments you have on Q15 in the box provided.

The 82 comments focussed on:

- The need for the targets to be higher – up to 90%
- The need to reduce waste first
- To reduce the amount of plastic and recycle plastic film

### 17. Do you agree with the proposal to collect a consistent range of recyclable materials by 2023 in line with Government policy with the addition of a broader range by 2030?

The Government is proposing to make it mandatory for local councils to collect paper, card, food, metal, glass, and mixed plastics by 2023. The more consistent collections are the better the quality and quantity of recycle and the more effective

Yes 96%

No 2%

Don't know 2%

an effect, and how else they could be more consistent across the county. See strategy section 3.6 (recycling).

**18. Please make any comments you have on Q17 in the box provided.**

The 69 comments focussed on:

- Aiming to achieve these targets sooner
- Including cardboard, textiles, cartons metals, plastic film
- Only if economic, markets are available and capacity allows
- More education and incentives

**19. Do you have any further comments on any aspect of the Strategy?**

The 73 comments were wide ranging but included:

- Good to have a strategy but doesn't go far enough
- Need to be bold, assertive
- More community engagement, schools work and education
- More working with supermarkets and reducing packaging at source
- Make things easy
- More on the go recycling
- Don't charge at HWRCs



# Resource and Waste Management Strategy for Devon and Torbay

2020 - 2030





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## 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*

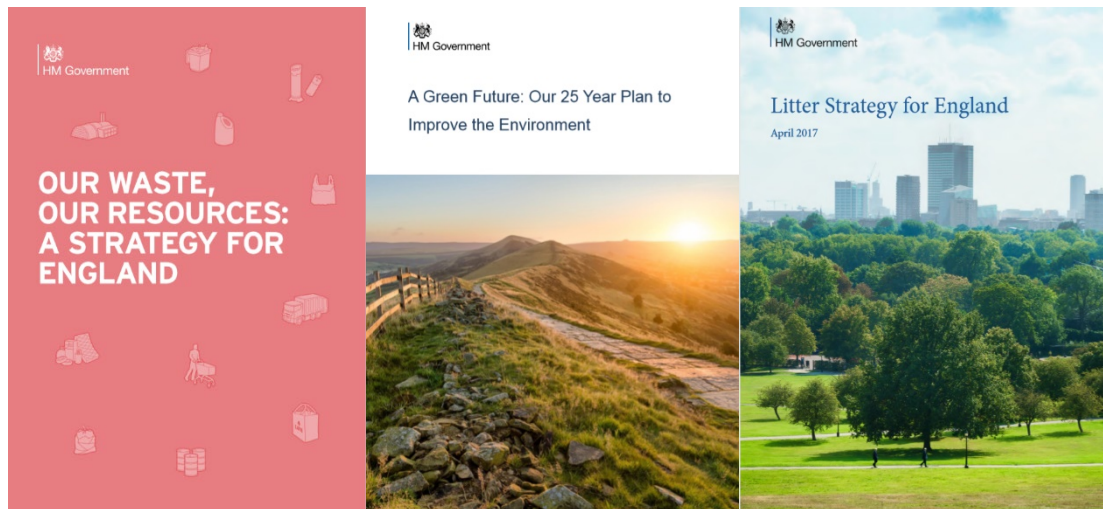


### 3.2 National

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:

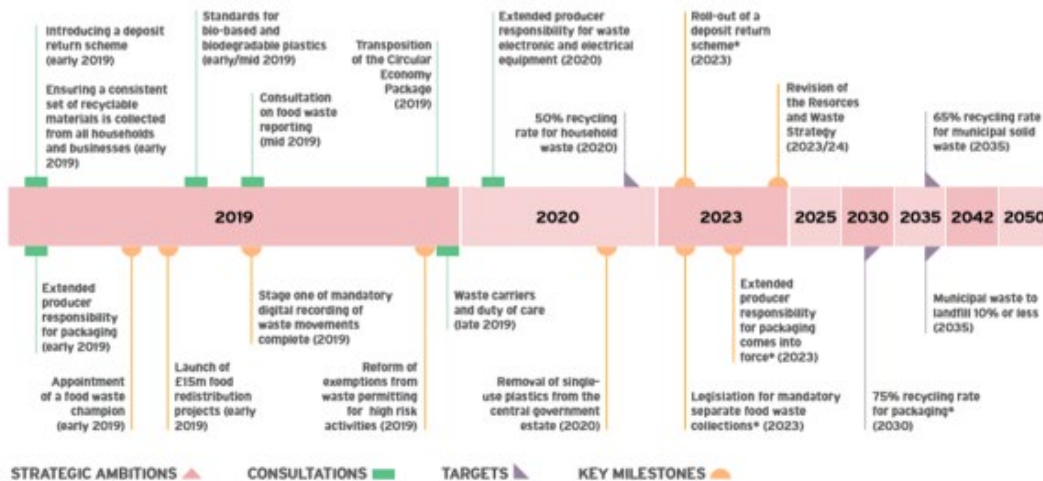
- Eliminate avoidable waste of all kinds by 2050
- 65% recycling rate by 2035
- No food waste to landfill from 2030
- To work towards all plastic packaging to be recyclable, reusable or compostable by 2025
- Eliminate avoidable plastic waste over the lifetime of the 25 year plan
- Double resource productivity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

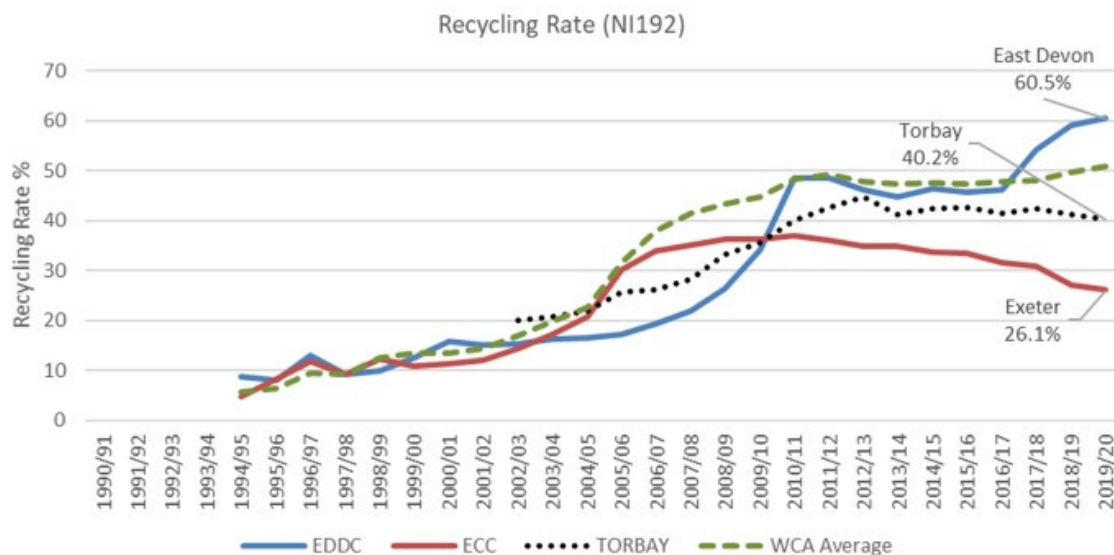


Figure 3: Highest, lowest and average WCA (district) recycling rates for Devon and Torbay 2019/20

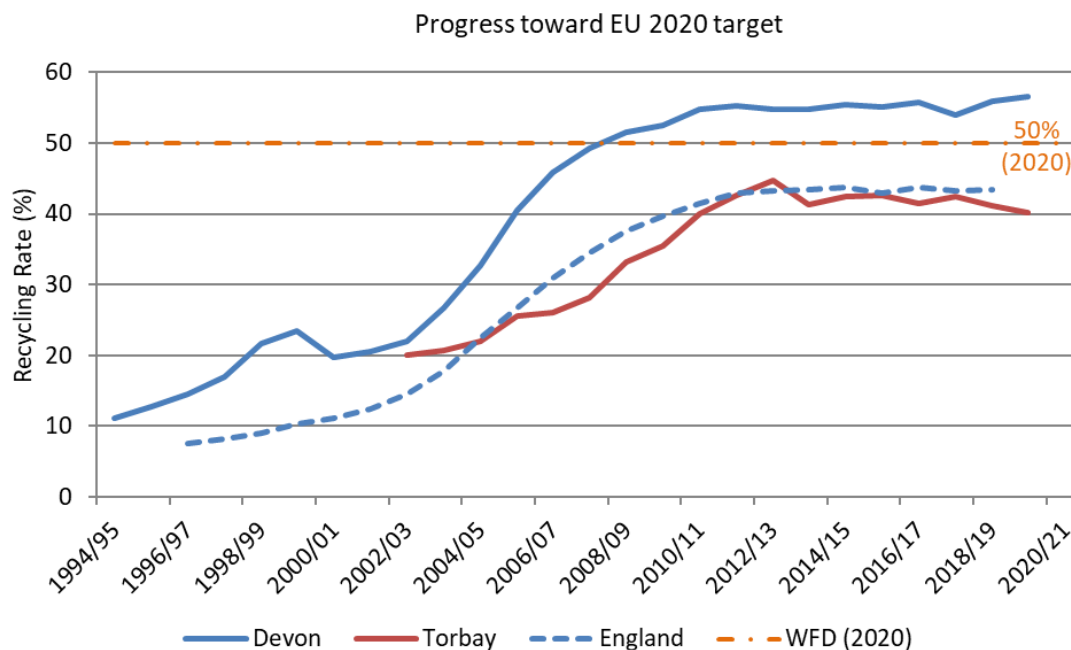


Figure 4: Progress towards EU 2020 recycling target

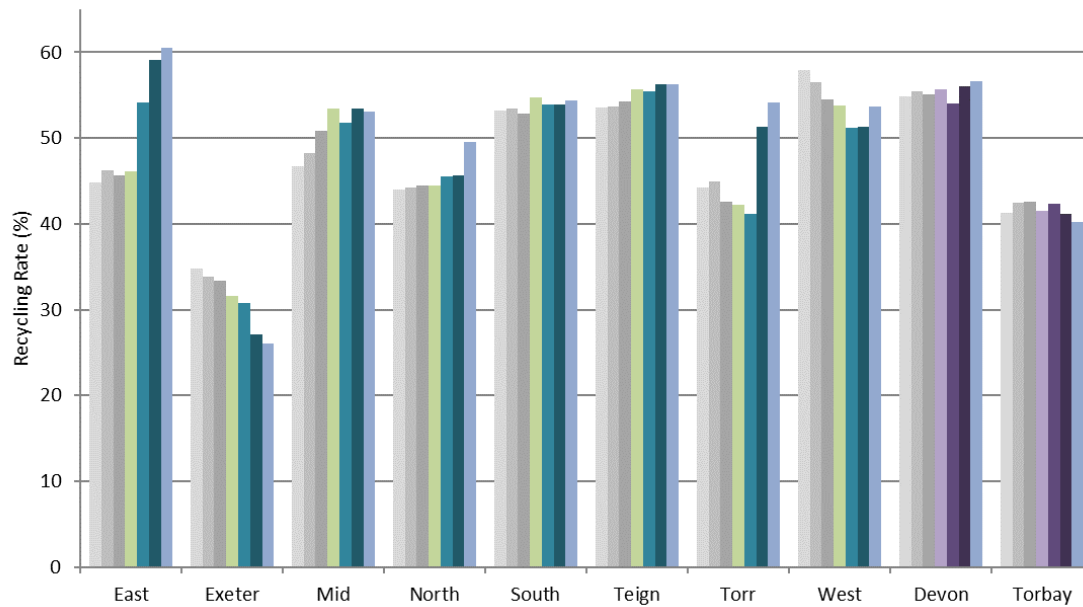


Figure 5: Authority recycling rates from 2013/14 – 2019/20

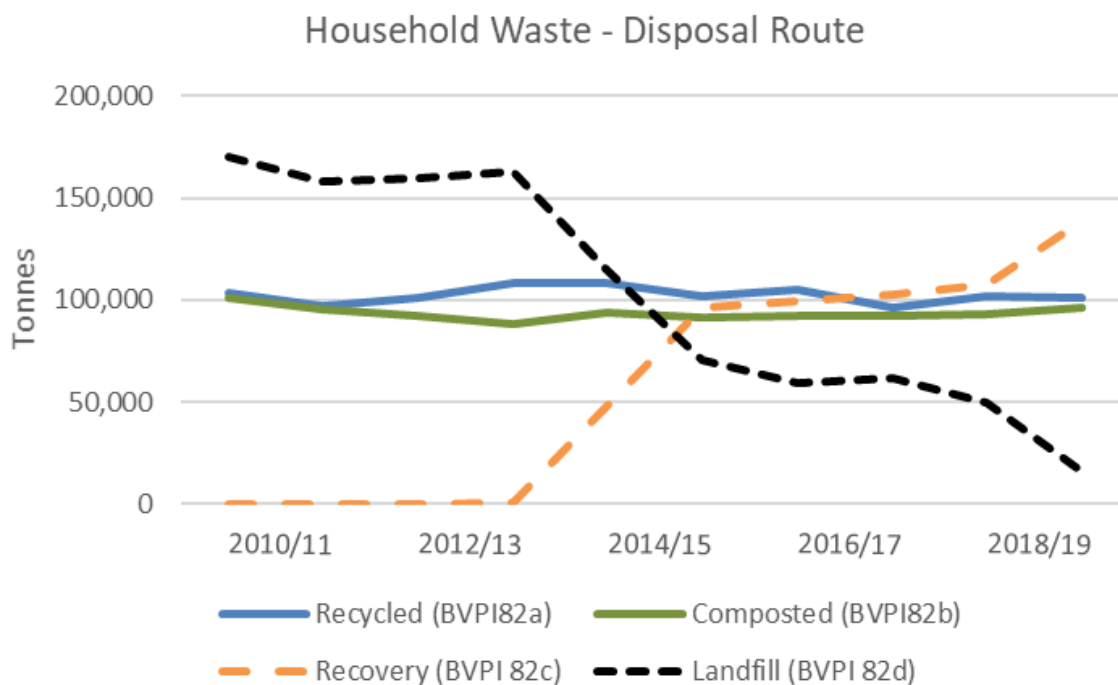


Figure 6a: Changing waste treatment methods in Devon since 2010/11

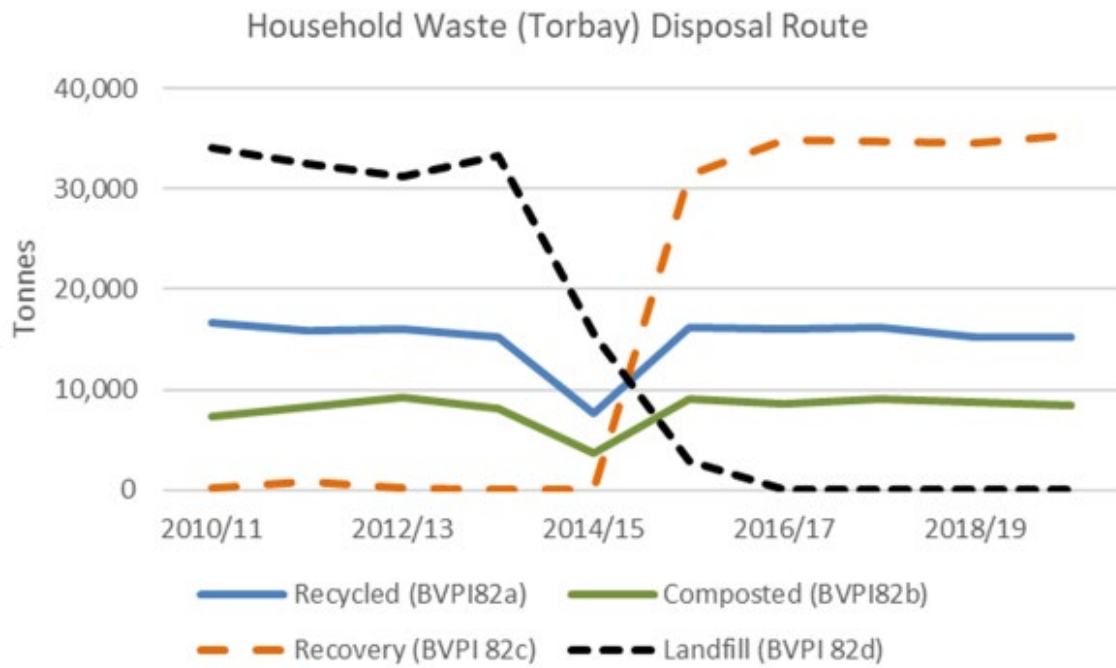


Figure 6b: Changing waste treatment methods in Torbay since 2010/11

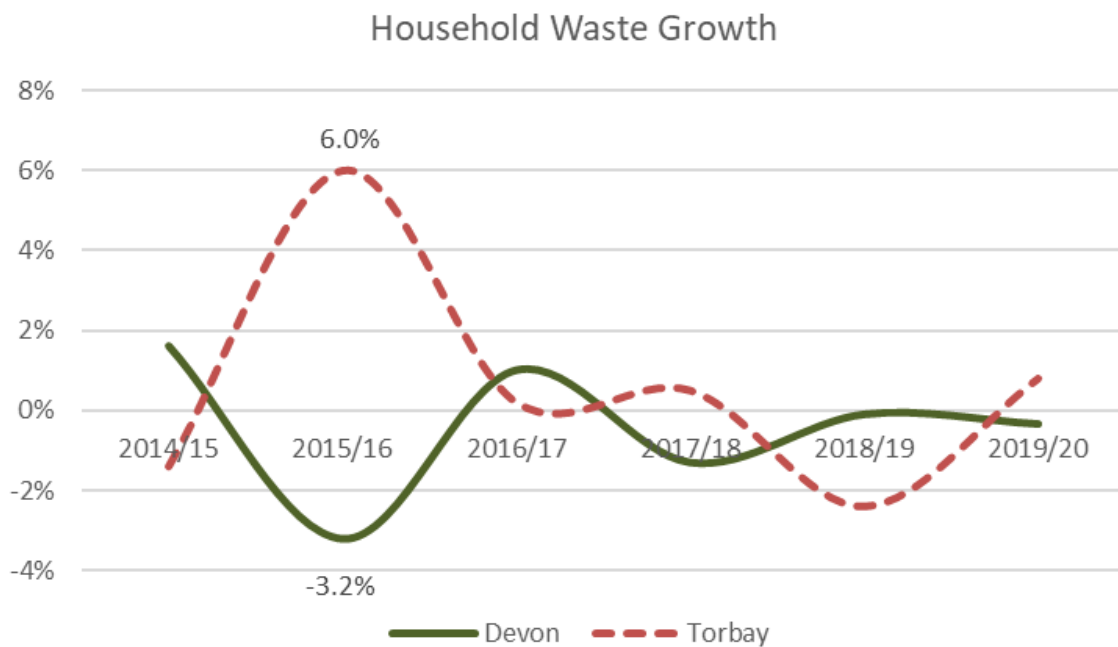


Figure 7: Waste Growth to 2019/20 (Devon and Torbay)



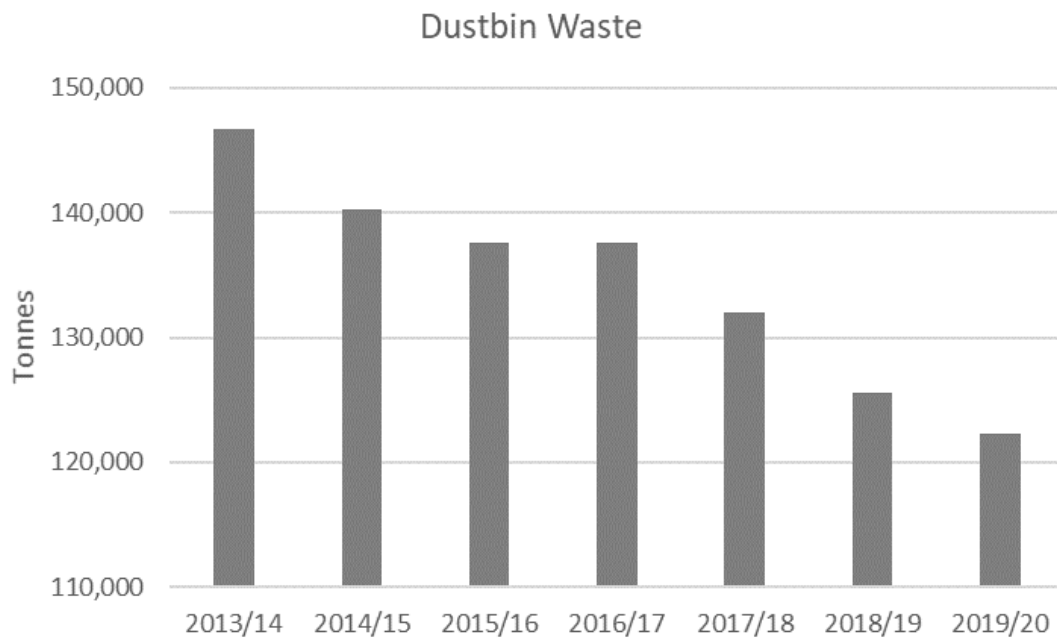


Figure 8a: Devon districts' dustbin waste to 2019/20

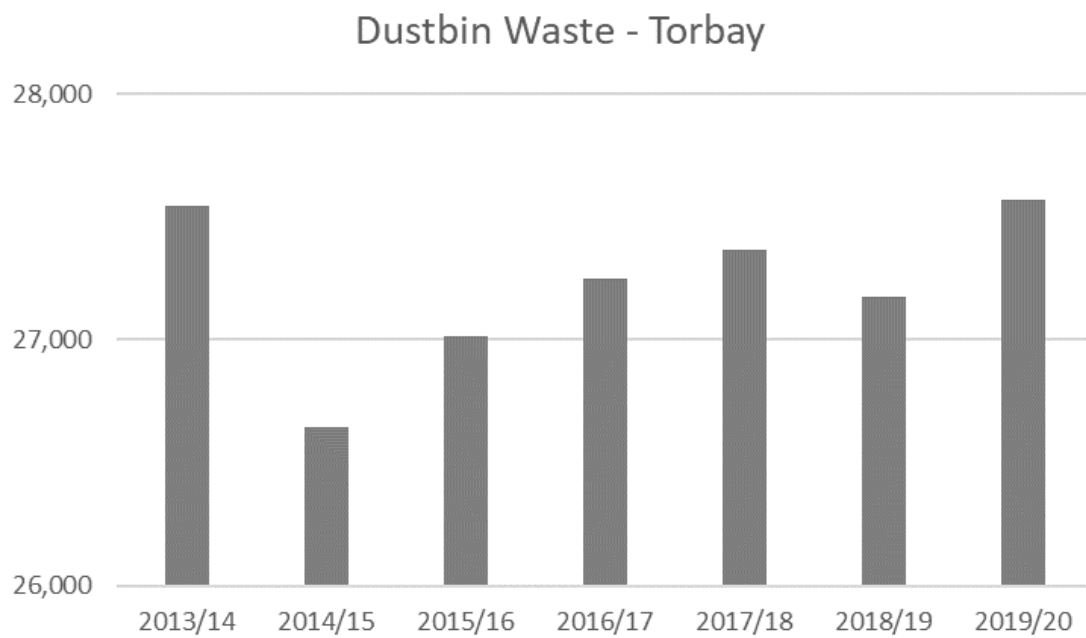


Figure 8b: Torbay dustbin waste to 2019/20

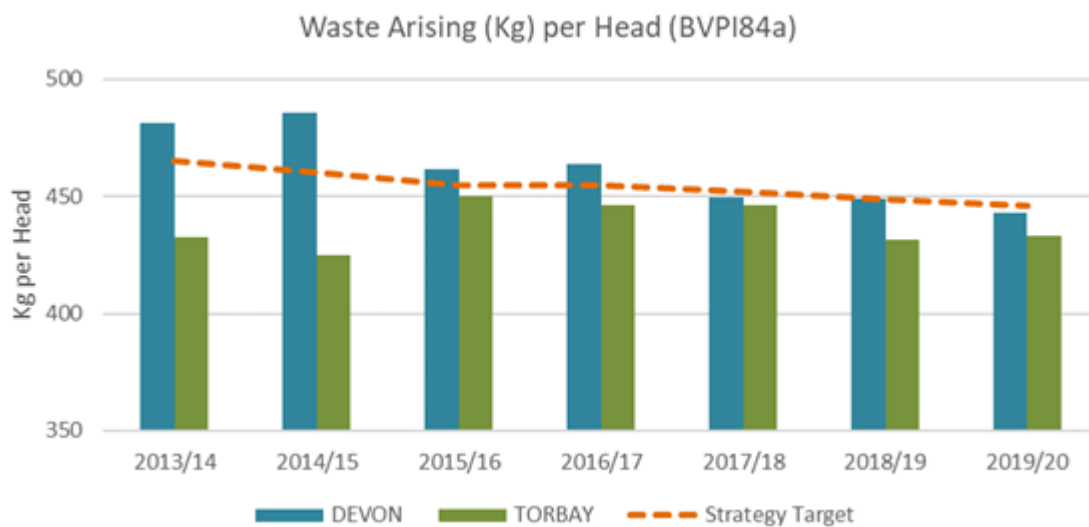


Figure 9: Waste arising per head to 2019/20, Devon and Torbay

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

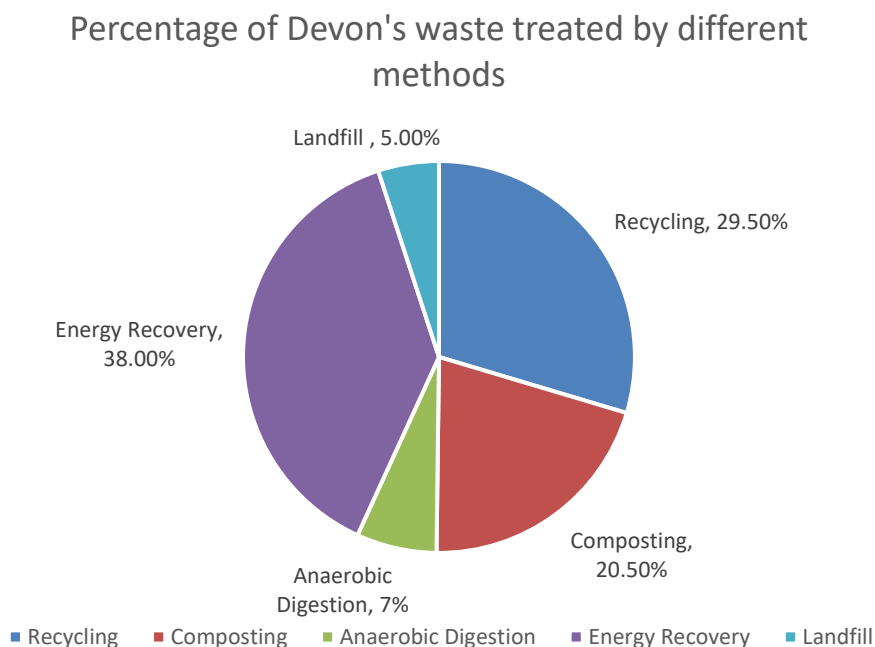


Figure 10a: The percentage of Devon's waste treated by different methods

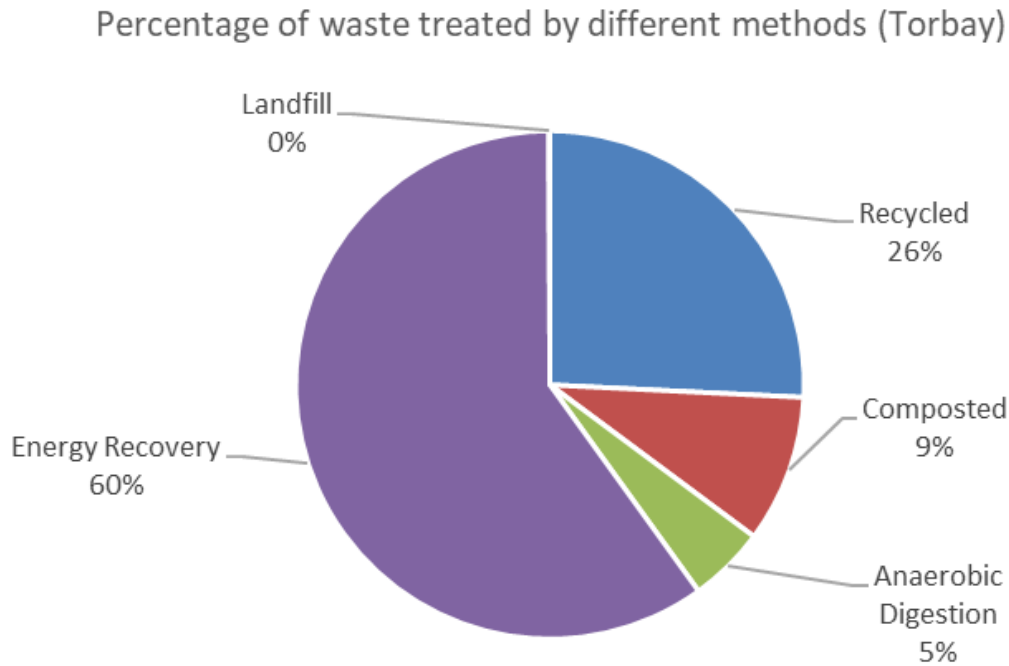


Figure 10b: The percentage of Torbay's waste treated by different methods

## 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.

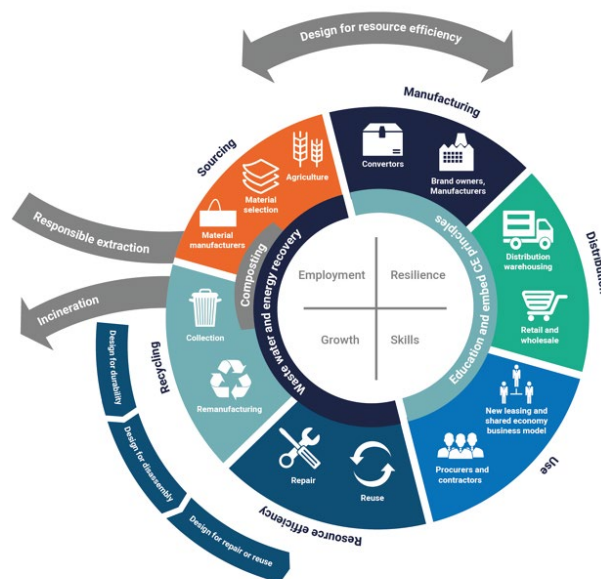


Figure 11: The Circular Economy

### 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.

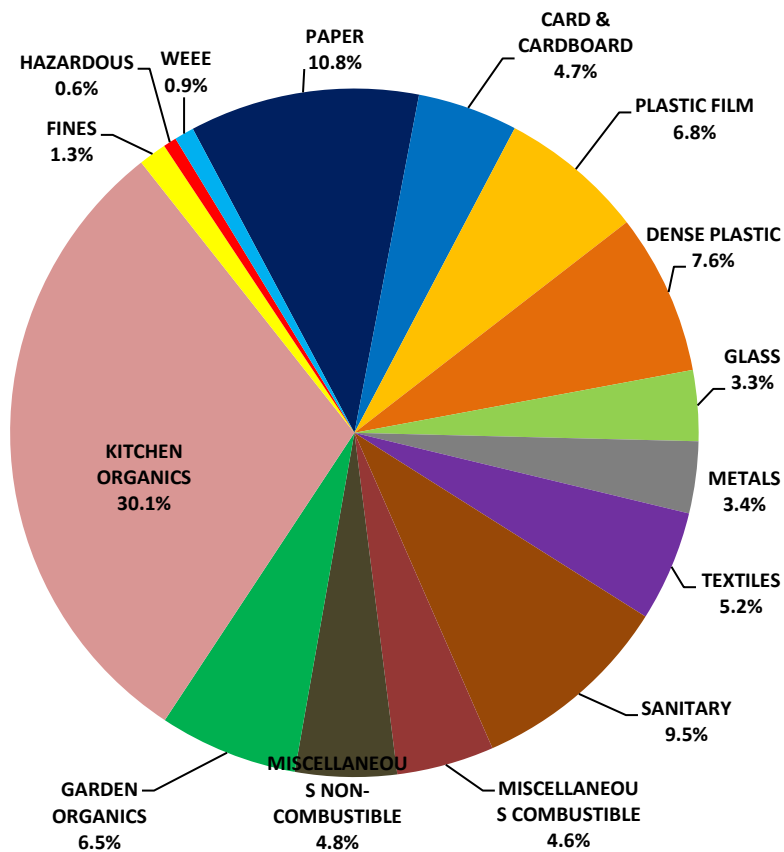


Figure 13: Average content of residual bins October 2017 (Devon)

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.

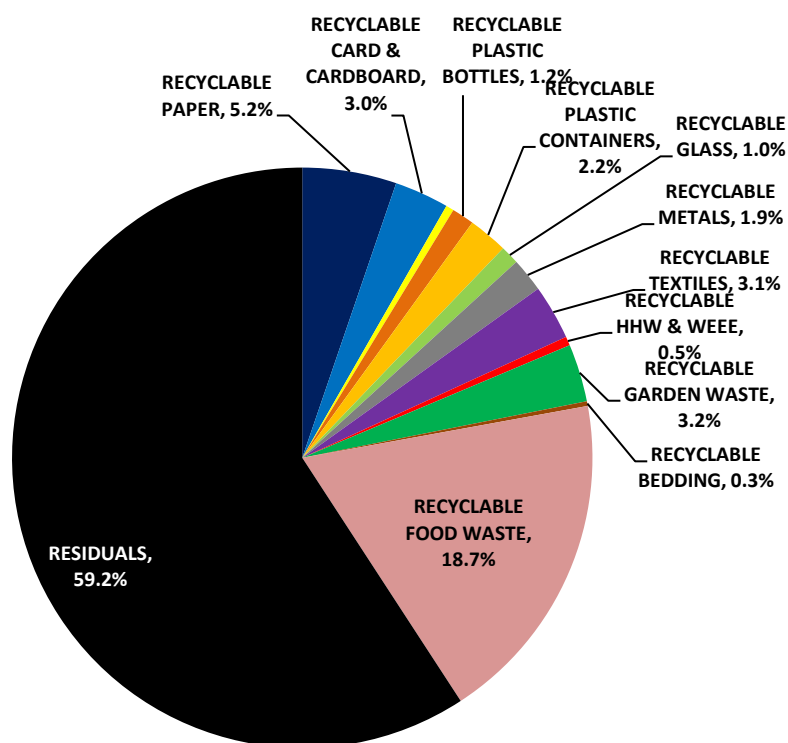


Figure 14: Percentage of residual bin contents that are potentially recyclable with current collection services (Devon)

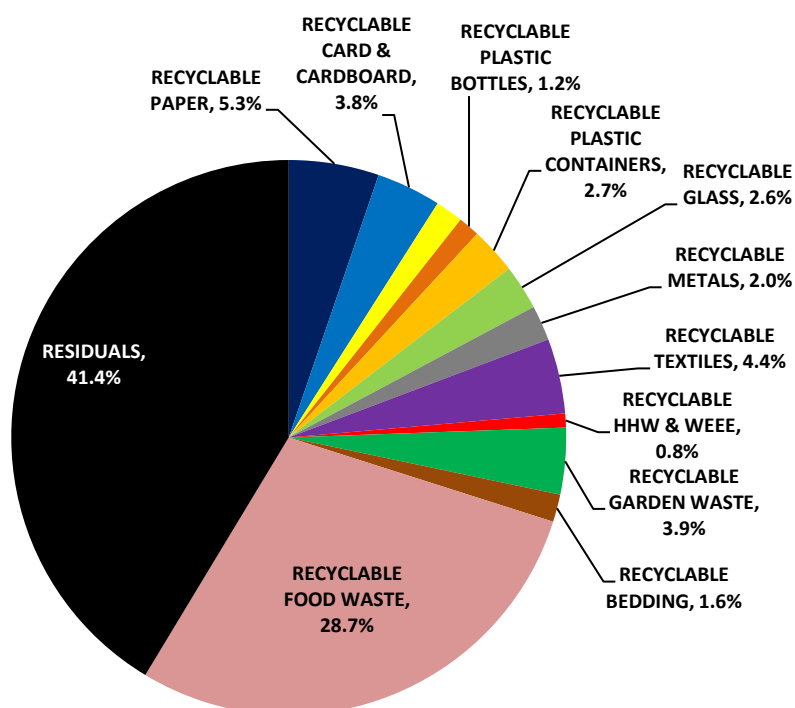


Figure 15: Percentage of residual bin contents that are potentially recyclable if all districts adopted a full range of recycling (Devon)

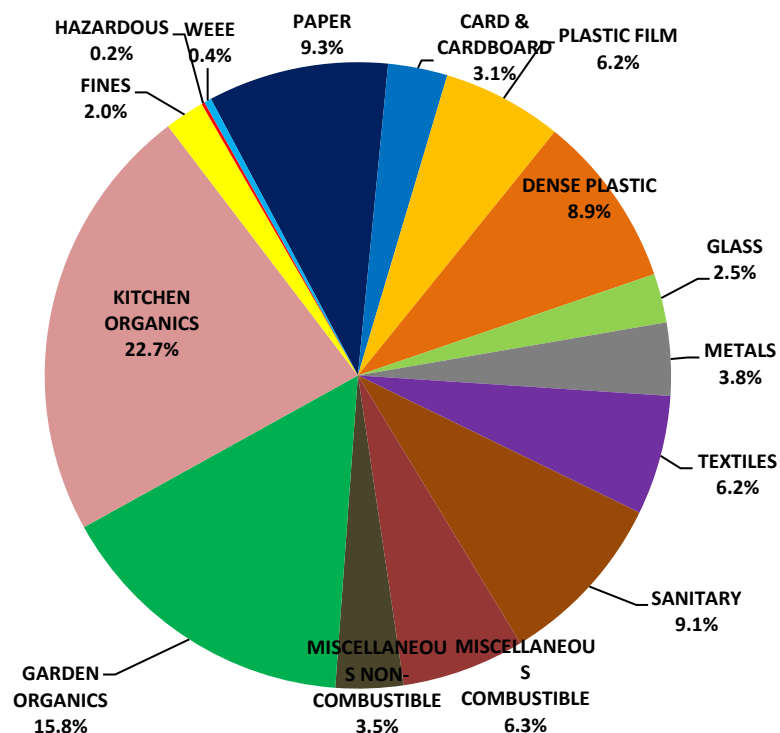


Figure 16: Average content of residual bins October 2017 (Torbay)

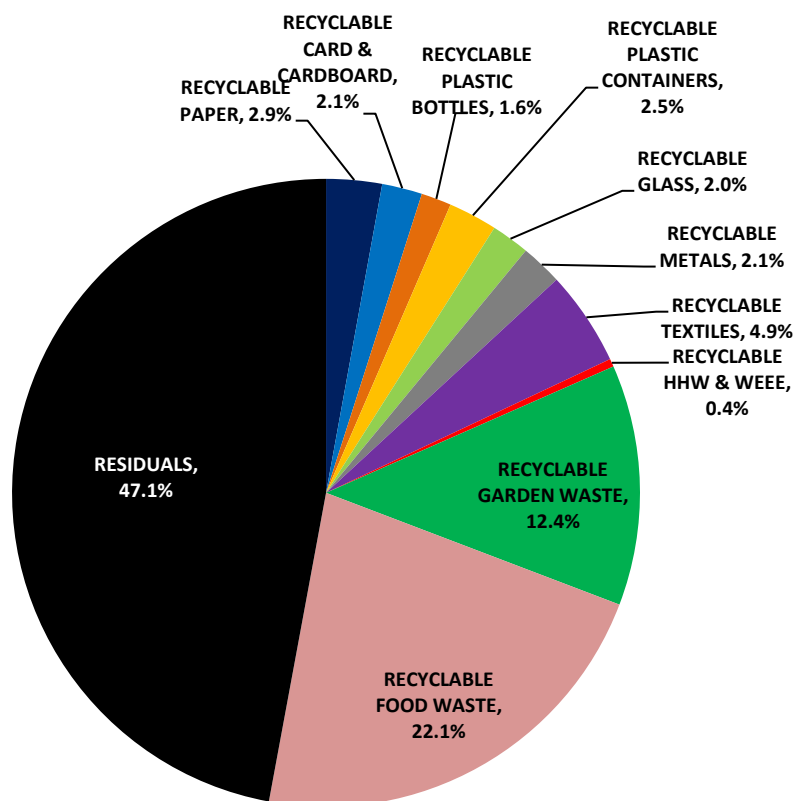


Figure 17: Percentage of residual bin contents that are potentially recyclable with current collection services (Torbay)

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.recycleddevon.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.

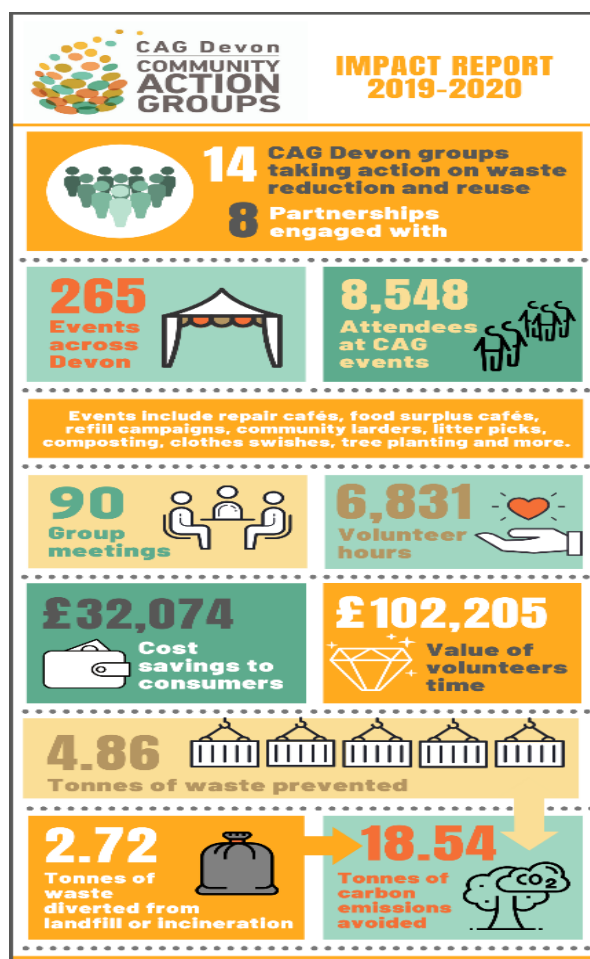


The CAG Devon Project initially only worked in Tiverton and the surrounding area to provide support to community groups, schools and individuals to organise community projects and events. The CAG Devon project enabled groups to achieve more by providing them support with fundraising, insurance, media & 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.

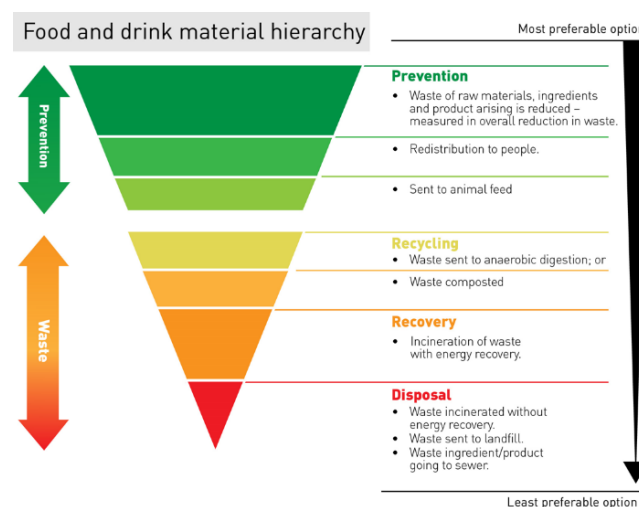


Figure 18: Food and drink hierarchy

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

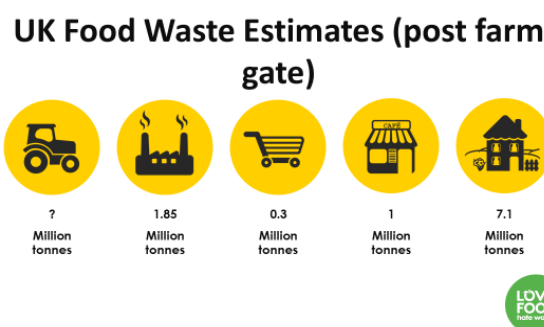


Figure 19: UK Food waste estimates

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			400

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 Cafés 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 adopters
- 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.

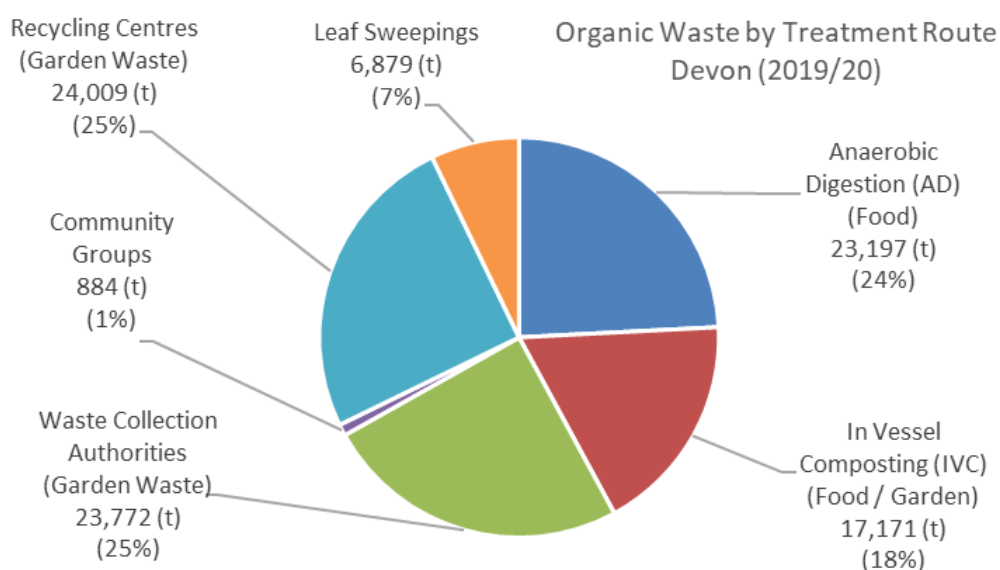
In response to the Covid 19 pandemic, a booking system has been introduced at the site, allowing greater control of who visits the site and the waste that they bring. This has helped to reduce congestion at the site, making the household collection service (which also uses the same site for waste transfer)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

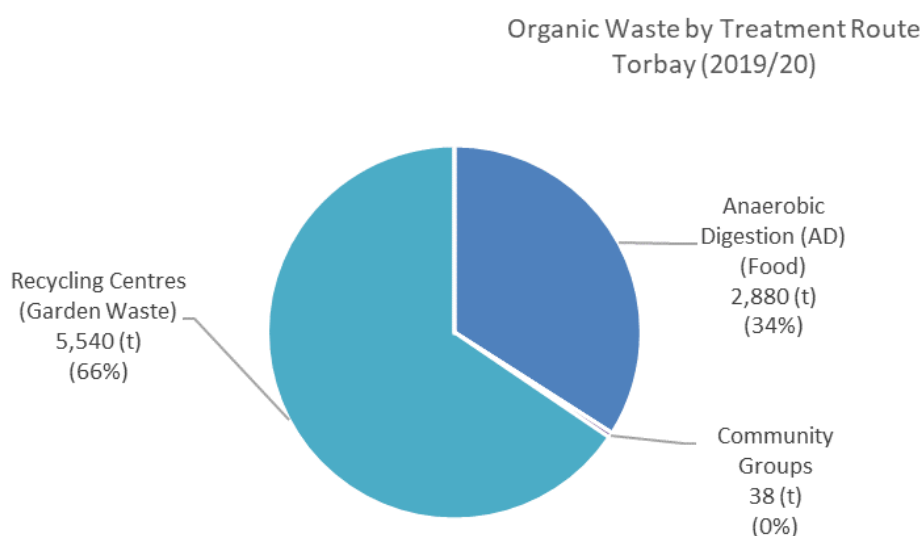
## 10. Organic waste

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
- 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>Reuse 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
kgCO2eq/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 kgCO2e/t	28.5	77.0	1.9	16.9	62.4	61.8	61.8

Table 2: CO2e 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 CO<sub>2</sub>e. 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 CO2e. 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 CO2e

	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

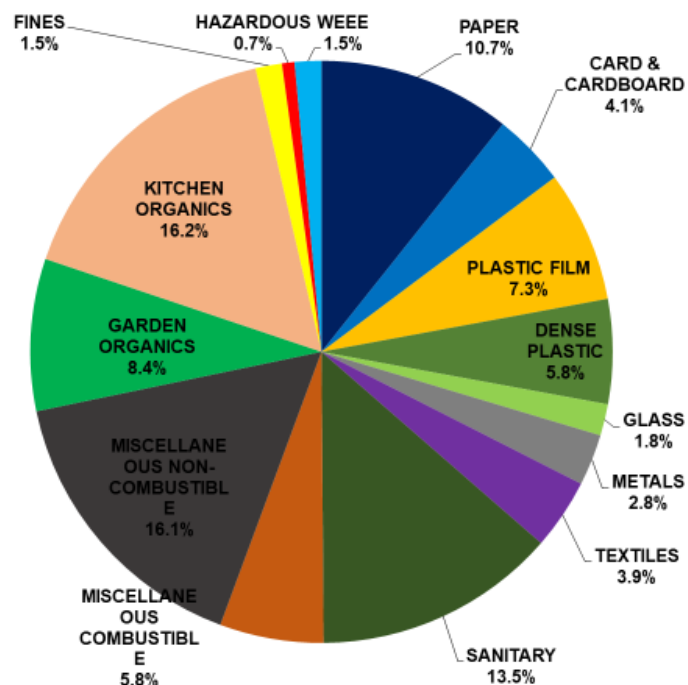


Figure 1: Contents of the residual bins October 2017: East Devon

## Exeter Residual bin contents

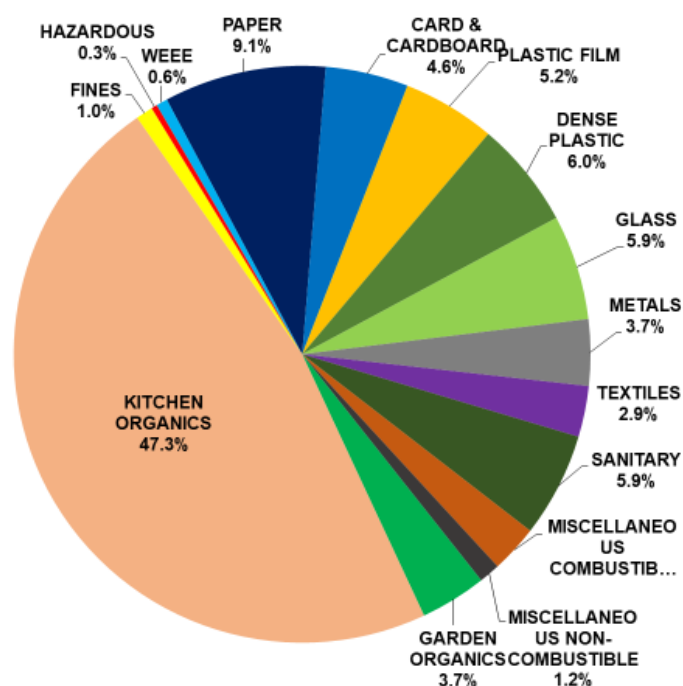


Figure 2: Contents of the residual bins October 2017: Exeter

## Mid Devon Residual bin contents

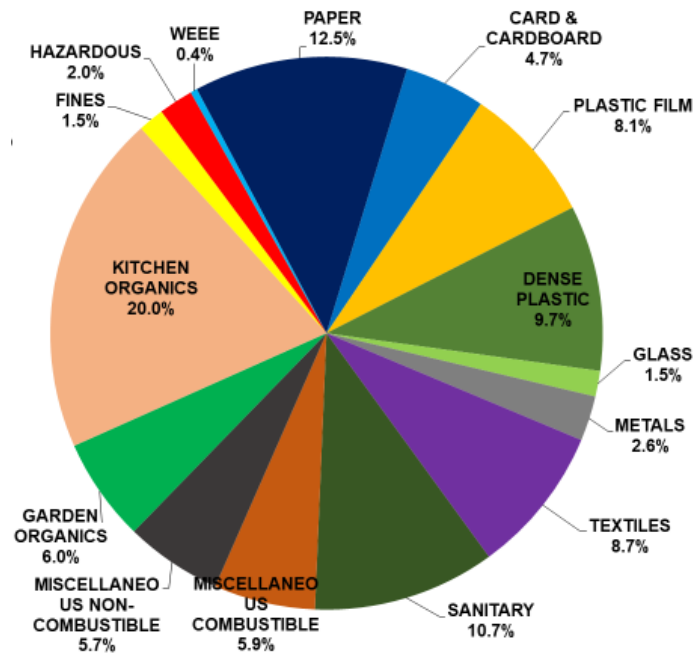


Figure 3: Contents of the residual bins October 2017: Mid Devon

## North Devon Residual bin contents

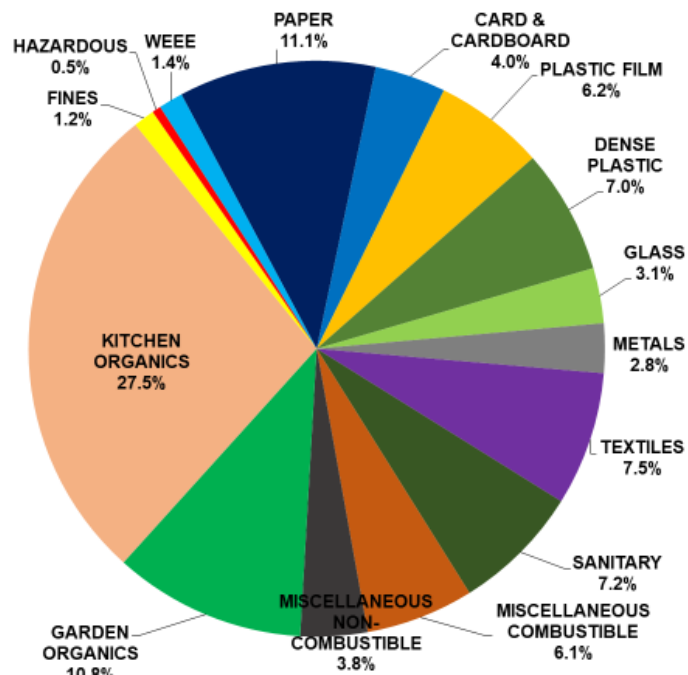


Figure 4: Contents of the residual bins October 2017: North Devon

## South Hams Residual bin contents

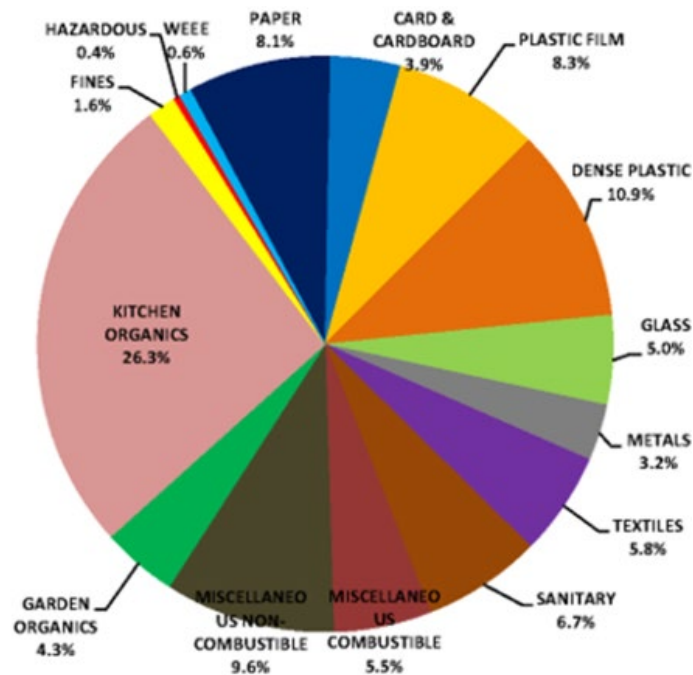


Figure 5: Contents of the residual bins October 2017: South Hams

## Teignbridge Residual bin contents

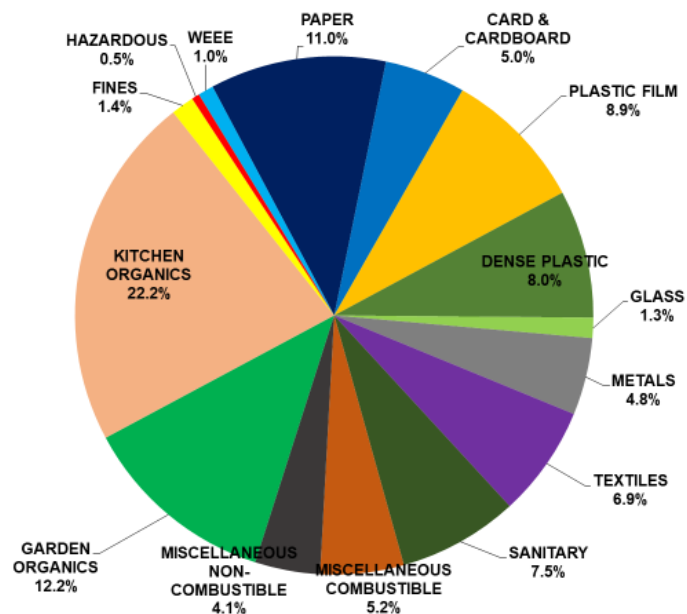


Figure 6: Contents of the residual bins October 2017: Teignbridge



### Torridge Residual bin contents

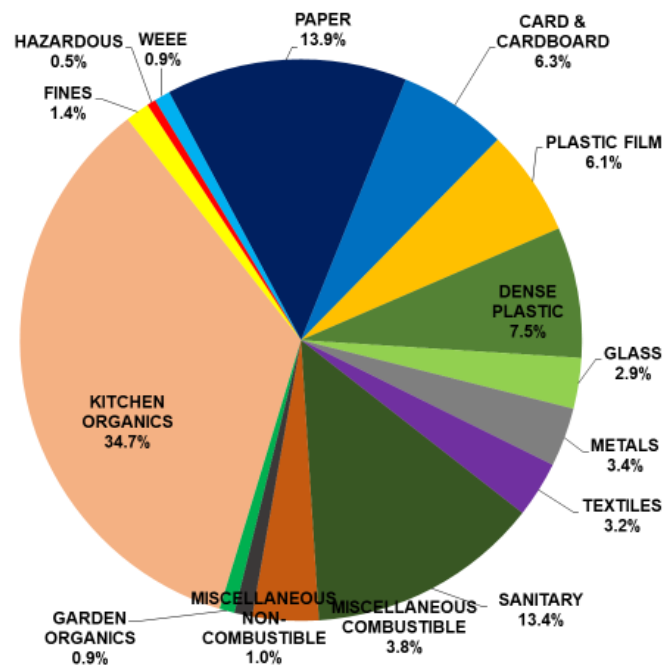


Figure 7: Contents of the residual bins October 2017: Torridge

### West Devon Residual bin contents

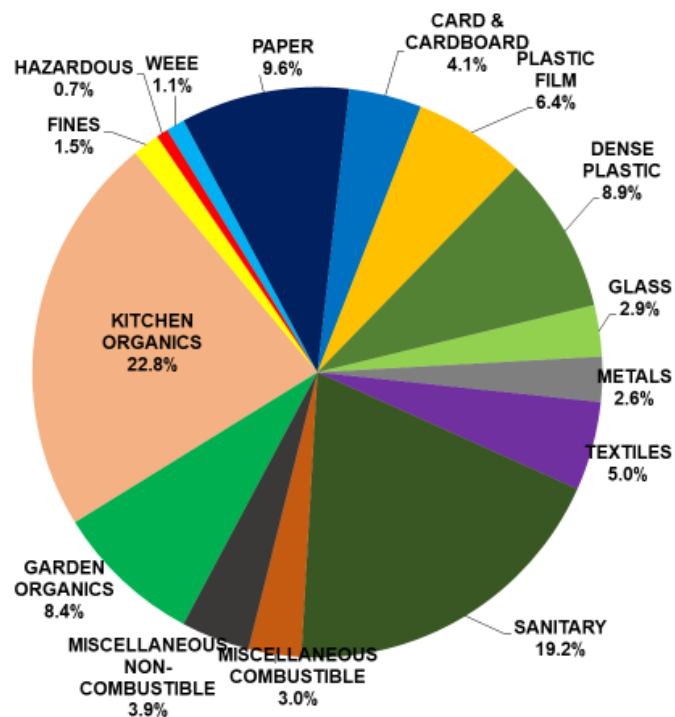


Figure 8: Contents of the residual bins October 2017: West Devon

## 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.

## ENVIRONMENT PDG 07 SEPTEMBER 2021

### MDDC DRAFT LITTER STRATEGY

**Cabinet Member(s):** Cllr Colin Slade, Cabinet Member for the Environment and Climate Change  
**Responsible Officer:** Darren Beer, Operations Manager for Street Scene

**Reason for Report:** To provide Members of the Environment PDG with an opportunity to review the proposed draft of the Litter Strategy.

**Recommendation:** The PDG considers the contents of this report and the attached draft Litter Strategy – Appendix 1 and recommends it to Cabinet for adoption.

**Financial Implications:** There are no financial implications as a result of this report. Funding will be dealt with via separate business cases and within council budget setting processes.

**Budget and Policy Framework:** This report sits within the current budget and policy framework.

**Legal Implications:** The Council as the litter authority for the district must comply with its legal duties as set out in the Environmental Protection Act 1990.

**Risk Assessment:** Failure to comply with the said legal duties will damage the Council's reputation as well as expose it to potential legal action in the courts.

**Equality Impact Assessment:** It is considered that there are no equality issues raised.

**Relationship to Corporate Plan:** Priorities within the Corporate Plan are economy, homes, community and environment. The litter strategy through current operations and future plans will assist in upholding these priorities.

**Impact on Climate Change:** There are no climate change implications associated with this strategy, although an increase in recycling from the utilisation of recycling bins may reduce the carbon impact. There is also the potential to use bin sensors that could reduce bin emptying and thus reduce the mileage of our fleet.

#### 1.0 Introduction/Background

- 1.1 The Environmental Protection Act 1990 ("the Act") extends the powers and duties of local authorities in respect of litter. Mid Devon District Council is a principal litter authority for the purposes of the Act. Section 89(1) of the Environmental Protection Act 1990 places a duty on principal litter authorities to ensure that their land (or land for which they are responsible) is, so far as is practicable, kept clear of litter.

- 1.2 The council does not currently have a Litter Strategy in place that draws together the actions in place to reduce litter in our district.
- 1.3 It is now commonplace for grants in respect of street cleansing and environmental initiatives to require a Litter Strategy to be supplied as part of the grant application process. In a recent grant application the council has been successful in obtaining funds in updating our bins including the installation of 'recycling on the go' recycling bins. The publication of a strategy in relation to litter and bin infrastructure will assist and support any future funding bids.
- 1.4 Mid Devon District Council clearly has a significant role to play and currently dedicates a large resource to providing and emptying bins and picking up litter in general. There is lot more however, that could be done and this will be the basis for this report and strategy.

## **2.0 Implications for Mid Devon**

- 2.1 Litter is a big drain on Council resources, it looks unsightly and can impact on investment and tourism and is a potential hazard for wildlife. Clearly there is a need to do more. Finance, will always be an issue but we need to be creative within existing budgets. There are aspects of litter prevention that are best left to Government including running high profile anti-litter campaigns.
- 2.2 When looking at our response to littering it is useful to look at the context of National strategy, which is predominantly around changing behaviours.
- 2.3 It is also useful to look at County strategies along with guidance and initiatives from national charities along with partnership working to share; expertise, intelligence and ideas.
- 2.4 The Litter Strategy in line with the National strategy covers:
- Education and awareness
  - Better cleaning and litter infrastructure
  - Improving enforcement
- 2.5 Once adopted, the Litter Strategy will be reviewed periodically to ensure:
- It is in step with the changes to the environment which may increase levels and types of litter
  - Changes to relevant legislation are brought into the strategy
  - Actively review new technology and innovation
  - We involve and empower the community to do their bit

## **3.0 Use of Surveillance cameras**

- 3.1 It is noted that there have been calls for the use of covert surveillance cameras to catch those creating litter. Covert surveillance for the purposes of investigation is strictly controlled by the Regulation of Investigatory Powers Act 2000 (RIPA). The use of covert surveillance cameras requires RIPA authorisation and judicial approval. It should be noted that the statutory tests

to obtain such authorisation and judicial approval cannot be satisfied for littering offences. RIPA authorisation and judicial approval cannot be obtained for surveillance for criminal offence which are not punishable by at least 6 months imprisonment. The littering offence under Section 87 of the Environmental Protection Act 1990 is only punishable by a fine.

- 3.2 There have been calls for use of body cameras to be worn by council officers. Different legislation than RIPA applies if such cameras are overt (i.e. highly visible to the public). The Protection of Freedoms Act 2012 & the Surveillance Camera Code of Practice deal with the regulation of such overt CCTV. There are 12 guiding principles within the Code of Practice which would need to be complied with. The use by council staff of such CCTV must also be shown to be proportionate, legitimate, necessary and justifiable in relation to the Human Rights Act 1998. In addition, use of the equipment should address a 'pressing social need'. It is considered that the Council should not use body cameras until it has adopted a detailed policy addressing these issues.

#### **4.0 Outcomes and Recommendations**

- 4.1 The lack of clear strategy could lead to inconsistencies in the Council's approach to provision of litter infrastructure, enforcement and education/awareness.
- 4.2 The Environment PDG considers the contents of this report and the attached draft Litter Strategy and recommends it to Cabinet for adoption.

**Contact for more Information:** Darren Beer, Operations Manager for Street Scene

[dbeer@middevon.gov.uk](mailto:dbeer@middevon.gov.uk)

**Circulation of the Report:** Cllr Colin Slade, Leadership team

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

Litter strategy for England:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/630999/litter-strategy-for-england-2017-v2.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/630999/litter-strategy-for-england-2017-v2.pdf)

Litter strategy for England: Annual Report (2017-2018)

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/727987/litter-strategy-annual-report-2017-2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/727987/litter-strategy-annual-report-2017-2018.pdf)

Litter strategy for England: Annual Report (2018-2019)

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/836953/litter-strategy-annual-report-2018-2019a.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/836953/litter-strategy-annual-report-2018-2019a.pdf)

Code of Practice of Litter and Refuse:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/834331/pb11577b-cop-litter1.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/834331/pb11577b-cop-litter1.pdf)

Resource and Waste Strategy:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/765914/resources-waste-strategy-dec-2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765914/resources-waste-strategy-dec-2018.pdf)

Environmental Protection Act 1990:

<https://www.legislation.gov.uk/ukpga/1990/43/contents>

Draft Resource and Waste Management Strategy for Devon and Torbay 2020 – 2030:

[Draft Resource and Waste Management Strategy for Devon and Torbay 2020 - 2030 - Waste and Recycling](#)

A Green Future: Our 25 Year Plan to Improve the Environment:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/693158/25-year-environment-plan.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/693158/25-year-environment-plan.pdf)

Clean Devon

<https://cleandevon.org/>



## **Mid Devon District Council draft Litter Strategy**

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## 1.0 Introduction

Litter blights the local environment, reduces overall quality of life, influences people's choice of where to live, discourages investment and visitors to our area and can be damaging to wildlife and habitats. We want Mid Devon to be a place that people want to live and visit to enjoy our towns, villages and beautiful countryside.

We all need to look ahead to protect our future. Our nation's future prosperity will greatly depend on how well we manage our environment and therefore it is important that we all play our part in reducing litter and stop people from dropping litter in the first place. This is about everyone owning litter issues and changing their behaviours.

This Litter Strategy focuses on community change and sits within our waste and recycling strategic targets of reducing and reusing waste, increasing recycling, which in turn are key to reducing our carbon footprint. It also focusses on raising the awareness of the public and providing the education and enforcement for behaviour change to reduce litter in our community.

## 2.0 Strategy and Sustainability

The MDDC Corporate Plan is a document which sets out what we want to achieve in the district to support and enrich our communities and businesses and the environment we are in. Our Corporate Plan for 2020-2024 retains the four key priority areas that were identified in 2016 and for the next four years our elected members and officers will work together to ensure these areas continue to be the focus of our work, these priorities are:

- Homes
- Environment
- Community
- Economy

Within the Corporate Plan you will see the key areas of work the Council aspires to deliver over the next three years, but also how each of these priorities can be delivered in a way that supports our focus on sustainability, be it through creating sustainable and prosperous communities, a sustainable planet or by encouraging sustainable participation.



The Litter Strategy aims to support the council pledge to tackle climate change and cut carbon emissions and facilitate the achievement of the four priorities, which includes:

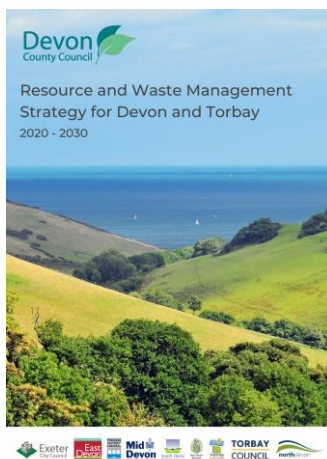
- Homes - Use new development as opportunities to help communities to become increasingly sustainable and self-sustaining at neighbourhood level (district heating, energy use, recycling/re-use systems etc.)
- Environment - Increase recycling rates and reduce the amounts of residual waste generated
- Environment - Support community activities that improve the environment such as litter-picks, guerrilla gardening, or community adoption of assets

- Community - Promote community involvement in Council activity
- Economy - Develop and deliver regeneration plans for all three main towns in partnership with town and parish councils, private and third sector and communities

### 3.0 Context

When looking at our response to litter it is useful to look at; the Litter Strategy for England, the WRAP guidance – The Right Bin in the Right Place, the Waste and Resource Strategy for Devon and Torbay and the collaboration of the Clean Devon Partnership. This strategy aims to tie in with the wider strategies and guidance to provide a broad framework for managing litter over the coming months and years.

In April 2017 the Government published its litter strategy. This was part of an overall commitment to “make ours the first generation to leave the natural environment of England in a better state than we found it”. Nationally it is estimated that street cleansing costs local government almost £1 billion a year.



The Waste and Resource Strategy for Devon and Torbay describes 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. It includes measures that will help to change attitudes about resources and help to reduce litter along the way. It is estimated that waste collection authorities in Devon (including Torbay) spend more than £9 million per year on street cleansing activities.

The Devon authorities are acutely aware of the negative impact of litter on citizens, businesses, tourism and agriculture. Each council has their own responsibility under the law for dealing with litter, however, in the last year the benefits of having an umbrella group (the Clean Devon Partnership) collaborating to combat issues such as litter 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. Clean Devon is a partnership of organisations working together to tackle issues such as litter 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. Its purpose is as follows; to significantly improve our environment for wildlife, residents, businesses and visitors through a coordinated partnership to prevent, detect and deter issues such as litter in Devon, leading to a reduction in costs, crime, and environmental, social and economic impacts. Litter is 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 which impacts seriously on these areas is tackled with an innovative, enterprising and collaborative approach.

This strategy has also been influenced by and supports guidance issued by WRAP "Binrastructure – The right bin in the right place". We intend to apply best practice in education, enforcement, and infrastructure to deliver a substantial reduction in litter and littering behaviour. Good infrastructure and clear expectations, supported by proportionate enforcement, helps reinforce social pressure to do the right thing. This suggests that in order to change, litterers need to both understand what they ought to be doing, be motivated to do the right thing and must have the opportunity to do so.

## **4.0 Current Provisions**

### **4.1 Street Cleansing currently provides services across the district, including:**

- Bin provision and emptying - There are around 850 bins in the District split into three zones that are audited and emptied at frequencies dependant on location and use. Within Mid Devon dog waste can be bagged and deposited in dog bins or in litter bins as there is an existing 'Any Bin Will Do' Policy. An audit of litter and dog bin provision has been completed with photographs of all bins and locations entered onto a GIS mapping system. This audit also includes a condition survey and fill levels.
- Street cleaning in the three town centres of; Tiverton, Cullompton and Crediton
- Litter picking of parks, open spaces and road side verges – This also includes clearing of litter blown or dropped from council waste and recycling vehicles
- Street sweeping of the district using two mechanical sweepers
- Clearing of fly tipping
- Bulky Waste collections

We also provide organised litter picking groups with; litter picking sticks, advice and risk assessments and picking up the litter collected by these groups.

### **4.2 The Street Scene Education and Enforcement Service is a frontline service which works throughout the District ensuring cleanliness and attractiveness of our public realm through both education and enforcement. The role of the four District Officers is to protect, promote and improve the health and environment of the district and all its people through education, guidance and enforcement. Related activities include; Litter patrols for which District Officers can issue fixed penalty notices (FPNs) for littering up to £150, Dog Fouling Patrols and Cleansing Inspections.**

## 5.0 Strategic Objectives

In order to help deliver our pledge to tackle climate change and cut carbon emissions and facilitate the achievement of the four priorities it will be useful to look at the strategy under the following headings:

- **Education and awareness** – By supporting positive behaviour and ownership and changing the behaviours of people who feel it is acceptable to drop litter by sending clear messages
- **Better cleaning and litter infrastructure** – By making it easier to dispose of litter, provide the appropriate facilities in the right places, and collect litter in a timely fashion
- **Improve enforcement** - By exercising council powers to deal with anyone who drops litter. Current Legislation can be found in Appendix A

### 5.1 Education and awareness

Dealing with litter places a significant burden on the District Council, with an annual cost to the local tax-payer which would be better spent improving other local services. Living in a littered environment makes people feel less safe in their communities, and less likely to venture out which in turn affects mental and physical health. It is in all our interests to tackle this problem, to make littering socially unacceptable, to make it easy for people to do the right thing, and remove any possible excuse for anti-social behaviour.



5.1.1 We want to create a culture where it is totally unacceptable to drop litter. This means generating strong and lasting social pressure against littering, making it socially unacceptable to drop litter. A compelling communications plan is a common feature of almost all successful approaches to tackling litter. The Government's Litter Strategy believe that there is now a need for a more joined up approach led by Government to develop a national anti-litter campaign to help deliver sustained behavioural change for this generation. Mid Devon will promote these national campaigns including the Great British Spring Clean as well as more local campaigns through Clean Devon.

We need to support, encourage and look at innovative ways to engage the community to share their experiences of what works to reduce littering to assist in the future direction and thinking for tackling littering in our District. We need to understand the cause of littering and focus on what works. Nudge-type interventions are often small changes that are relatively cheap to implement, compared to traditional behaviour-change tools like large-scale campaigns or enforcement. For example, there is no difference in cost between using positive social norm messages (e.g. "be part of a clean

community”) rather than negative instructions (e.g. “don’t drop litter”), yet nudge theory suggests that positive messages should be more effective.

- 5.1.2 Facilitate strong and consistent anti-litter education and make sure that we support schools in teaching about litter, working with Partnership Directors and Ambassadors. Education and work with young people will be a consistent theme to our approaches in reducing littering and bring about long lasting behavioural changes so that good habits learned in school are followed through into homes and the community. We will work with the Devon Waste Education Programme to look at how we engage school children with anti-littering campaigns.
- 5.1.3 Understand why littering is more common in certain age groups than others. [Zero Waste Scotland](#) identifies four different kinds of influence; personal, social, material and habits. We need to look at the motivations and barriers that influence littering behaviour and proper disposal behaviour. We need to understand how individual’s feelings about and relationship to their community can also affect their behaviour. We will need to work with youth groups and the National Citizen Service to understand and develop interventions that engages youth to take personal responsibility and ownership and pride in their local area. This could be conveyed through; social media, peers and even the cinema.
- 5.1.4 Support and recognise community action groups including; CAG Devon, Sustainability groups, and litter picking groups to build a strong sense of community where people care about the locations they regularly use or visit through shared messaging and local initiatives.
- 5.1.5 Promote the development of litter-prevention partnerships among local businesses to deal with local litter problems and to encourage businesses especially “food on the go” producers and retailers to tackle fast-food litter and work in partnership with their local communities to help tackle littering near their premises and create clean, welcoming public spaces which are attractive to customers and staff. We will look at how we can work with businesses regarding best practice and the waste hierarchy.
- 5.1.6 Advice and support - Use our position as the local authority to spread the message about the financial and environmental cost of litter through the use of social media and the Council website. Advise residents on the correct disposal of household waste and appropriate methods for disposing of household items using; reuse services, bulky waste collections or waste disposal contractors with the correct waste carrier licence. We will periodically review systems used for the public to report instances of littering.

## **5.2 Better cleaning and litter infrastructure**

Our priorities include ensuring a sustainable environment. Litter can deter visitors and residents from spending time in an area and businesses may be put off moving to areas affected by litter. This Litter Strategy will support future 'binrastructure' funding initiatives.

- 5.2.1 We will review schedules for emptying bins and ensure means of adapting where extra or fewer collections are needed - The emptying of litter and recycling bins must be sufficiently frequent to ensure that no litter bin or its contents becomes a nuisance or gives reasonable grounds for complaint. Ensure bins are clean and easy to find while ensuring that the area around the bin is tidy and will help promote positive behaviours in the use of bins. Ensure bins are only installed in areas where there is a genuine need through survey and inspection of the vicinity, along with the current provision in the surrounding area. Work with communities, Towns and Parishes to understand patterns and changes in littering.
- 5.2.2 It is clear that Government have plans to reduce litter in our environment through emerging strategies and changes to legislation. We will respond to these consultations and act upon new legislation. Such measures include ensuring producers pay the full costs for disposal or recycling of packaging they place on the market and by extending producer responsibility – including items that can be harder or costly to recycle. Finally, Government are reviewing a deposit return scheme to increase the recycling of single-use drinks containers.
- 5.2.3 We will look at new technologies and equipment as it becomes available and review its viability to ensure we continue to make efficiencies and remain cost effective. We will review the types of bins available to maximise usage including reducing smoking related litter and the potential to use bin sensors in hard to reach areas. This will help ensure bins are only emptied when full thus reducing distance travelled and therefore reducing carbon emissions.
- 5.2.4 Explore initiatives and future funding to assist with the collection of waste and recycling from our town centres, villages and countryside. Utilise the funding available for provision of recycling on the go (RotG) by placing dedicated recycle bins in areas of high footfall. This could be town centres and high profile areas such as bus stations and where people may sit or congregate. These bins encourage and provide the opportunity for people to separate their waste for recycling. Much of what is placed in these litter bins can be recycled including drinks bottles and cans. This in turn will reduce the carbon footprint. We will review signage located on or near bins, which could include education around chewing gum littering and impact.
- 5.2.5 We will work with Devon County Council and Highways England on joint partnerships to ensure our roadside verges are kept clean and tidy.



### 5.3 Improving enforcement

Education and awareness measures will embed a culture which views littering as socially unacceptable and we recognise that prevention is more effective than cleaning up after the event - the clean-up costs are a huge drain on our resources. Positive enforcement can work alongside education and awareness to back up good practice. It can be a necessary tool to stop the behavioural pattern of habitual litterers and we will use existing prosecution powers where appropriate.

- 5.3.1 We will promote transparency and accurate reporting of enforcement action against littering, so that offenders know they will be punished if they are caught.
- 5.3.2 Promote and affirm the achievements of enforcement officers and increase their profile, visibility and presence, alongside the accountability of perpetrators.
- 5.3.3 We will promote and encourage the reporting of littering from members of the public, using the evidence they have provided to take the necessary level of action.
- 5.3.4 Work with stakeholders to tackle litter hotspots.
- 5.3.5 Review developing technologies, along with local authority interventions.

### 6.0 Measuring and Monitoring

We need to look at ways to monitor and evaluate progress through collection of data on littering hotspots, along with inspection routines and street cleansing reports/complaints. Part of this strategy is to construct a system of monitoring and recording that can inform future planning and direct current activity and operations.

The Litter Strategy for England ([Research and Analysis – Litter and littering in England 2017-2018](#)) have looked at ways in their report and say 'robust measurement of litter presents interesting challenges' and have completed a dashboard that only gives an overall picture nationally. They have said that they will advise on evaluating anti-litter interventions from the strategy. They have published a group or 'dashboard' of indicators. The 'dashboard' covers litter from 5 angles:

- litter on the ground (including beach litter)
- public perception of litter
- cleanliness of public places
- involvement of the public in doing something about litter
- the cost (£) to the public of keeping the streets clean

There are no current national metrics in place although locally District Officer hours are used to grade roads/streets etc. in our district. Sites are assessed using a grading system based on the same principles previously used in Defra's Code of Practice on Litter and Refuse (NI 195). These are graded A-D:

- grade A meaning no litter is present



- grade B meaning - the area is predominantly free with some minor instances of litter
- grade C meaning widespread distribution of litter and refuse, with minor accumulations
- grade D meaning heavily affected with litter, with significant accumulations

Grades A and B are classed as meeting an acceptable standard.

In 2017 to 2018 the average number of sites that were graded as acceptable or higher was 86% - 96% from data supplied by Keep Britain Tidy and APSE.

Table 1 shows MDDC data from 2020-2021

	Number		Percentage	
	Litter	Detritus	Litter	Detritus
Number of Wards Surveyed	27	27		
Total Number of Transects Surveyed	820	829		
Transects Graded A	445	202	54.27	24.37
Transects Graded B	355	566	43.29	68.28
Transects Graded C	19	54	2.32	6.51
Transects Graded D	1	7	0.12	0.84
Percentage graded A or B:			97.56%	92.64%

## Appendix A - Legislation

There is no statutory definition of litter. The Environmental Protection Act 1990 provides for certain items to be included in the definition of litter (e.g. cigarette ends and chewing gum) but does not provide a full definition of the term. The Government's Statutory Code of Practice on Litter and Refuse (2013), gives a practical guide to the legislation and defines the terms litter.

"Litter is most commonly assumed to include materials, often associated with smoking, eating and drinking, that are improperly discarded and left by members of the public; or are spilt during business operations as well as waste management operations. As a guideline, a single plastic sack of rubbish should usually be considered fly-tipping rather than litter".

It can be seen the guidance makes the important distinction between litter and fly-tipping. These are separate offences and are treated quite differently in the courts.

Mid Devon District Council is a principal litter authority for the purposes of the Environmental Protection Act 1990. Section 89(1) of the Environmental Protection Act 1990 places a duty on principal litter authorities to ensure that their land (or land for which they are responsible) is, so far as is practicable, kept clear of litter.

All organisations have a duty to collect litter and are required to have regard to the Statutory Code of Practice on Litter and Refuse for England.

If a member of the public feels that a litter authority is not fulfilling its duties to keep public land clear of litter, he or she may apply to a Magistrates' Court for a litter abatement order 76. If the court is satisfied that the litter authority is in dereliction of its duty under section 89 of the Environmental Protection Act 1990, it may issue a litter abatement order requiring the body to clear the area of litter.

There is a comprehensive range of legislative enforcement measures in place the Council can take 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 (or water) that is publicly accessible (with or without payment) and open to the air. An area is open to the air if it is open on one side, even if the area is covered. It is not an offence to drop litter if it is authorised by law or if it is done with the consent of the owner or occupier of the area where the litter is dropped (except in the case of ponds, lakes or watercourses, where the owner or occupier giving permission for litter to be dropped must have control of the whole area of water for no offence to be committed.) The maximum fine for littering is £2,500.

As an alternative to prosecution the Council can issue a fixed penalty notice as permitted by section 88 of the Environmental Protection Act 1990. A fixed penalty notice sets a penalty to be paid within a set amount of time; it is not a fine or a criminal conviction. The recipient can opt for the matter to be dealt with in court instead of paying.

The Council can issue a Community Protection Notice (CPN) under the Anti-Social Behaviour Crime and Policing Act 2014 against people or organisations that are suspected of repeated littering. It does not provide an immediate response to general littering but can provide a response to littering that is continuing or persistent in nature. A CPN can include any or all of the following:

- a requirement to stop doing specified things;
- a requirement to do specified things; and/or
- requirement to take reasonable steps to achieve specified results.

It is a criminal offence to breach a Community Protection Notice. The Anti-Social Behaviour, Crime and Policing Act 2014 contains a measure (section 154) that makes littering from vehicles a civil offence and allow penalties to be imposed on the registered keepers of the vehicle (rather than needing to establish the culprit).

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## ENVIRONMENT PDG WORK PLAN 2021-2022 - 2021 TO 2022

Meeting Date	Agenda Item	Theme	Officer Responsible	Comments
<b>2nd November 2021</b>				
2.11.21	Draft Budget		Andrew Jarrett	
2.11.21 30.11.21	<b>Public Space Protection Order - Hemyock</b> To receive a draft variation of the PSPO to include the land identified by Hemyock for consideration for consultation		Matthew Page	
2.11.21	<b>Work Plan</b> To receive the current work plan for the Environment PDG.  Members to agree and discuss additional items that they would like added to the work plan		Clare Robathan	
<b>11th January 2022</b>				
11.01.22 3.02.22	<b>Bereavement Services Fees and Charges</b> To receive the annual review of Bereavement Services Fees & Charges		Andrew Busby	
11.01.22 1.02.22	<b>Contracted Out Enforcement Duties</b> Group to receive a report from the Group Manager for Street Scene and Open Spaces on the options to engage an external contractor for additional littering and dog fouling enforcement duties in the district.		Darren Beer  Darren Beer	

Meeting Date	Agenda Item	Theme	Officer Responsible	Comments
11.01.22	<b>Budget</b> To review revised draft budget changes identified and discuss any further changes required in order for the Council to move towards a balanced budget for 2022-2023		Andrew Jarrett	
11.01.22	<b>Work Plan</b> To receive the current work plan for the Environment PDG.  Members to agree and discuss additional items that they would like added to the work plan		Clare Robathan	
<b>9th March 2022</b>				
10.03.22	Chairman's Annual Report		Clare Robathan	
8.03.22	<b>Work Plan</b> To receive the current work plan for the Environment PDG.  Members to agree and discuss additional items that they would like added to the work plan		Clare Robathan	
<b>Items for further discussion</b>				
	<b>Fly Tipping by MDDC Grounds Maintenance Teams</b> PDG to investigate fly tipping instances by the Grounds Maintenance Teams		Darren Beer	