

Phil Norrey  
Chief Executive

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To: The Chairman and Members of  
the Devon Authorities Strategic  
Waste Committee

County Hall  
Topsham Road  
Exeter  
Devon  
EX2 4QD

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(See below)

Your ref :  
Our ref :

Date : 21 June 2016  
Please ask for : Gerry Rufolo 01392 382299

Email: gerry.rufolo@devon.gov.uk

## **DEVON AUTHORITIES STRATEGIC WASTE COMMITTEE**

Wednesday, 29th June, 2016

A meeting of the Devon Authorities Strategic Waste Committee is to be held on the above date at 2.00 pm in the Committee Suite - County Hall to consider the following matters.

P NORREY  
Chief Executive

## **AGENDA**

### **PART 1 - OPEN COMMITTEE**

- 1 Apologies for Absence
- 2 Election of Chairman and Vice Chairman

NB: in accordance with the agreed protocol the Chairman shall be a County Council or Torbay Council appointee with the Vice Chairman being a District Council appointee.

- 3 Items Requiring Urgent Attention

Items which in the opinion of the Chairman should be considered at the meeting as matters of urgency.

4 Constitution, Terms of Reference and Scrutiny Arrangements (Pages 1 - 4)

The operating rules and terms of reference for the Devon Authorities Strategic Waste Committee are attached, for information.

For the sake of clarity and as agreed by the Officer Working Group the Committee is recommended to adopt the following protocol in respect of any scrutiny activities, if necessary:

*“The Joint Committee acknowledges that the process for scrutiny of DASWCs activity would be in line with the County Council’s Scrutiny Procedure Rules with any such activity being undertaken on an ad hoc basis by a Task Group established for that purpose which would include one or more representatives of the constituent Councils of DASWC and Torbay Council: provided also that any constituent Council shall have the right to ask the County Council’s Scrutiny Committee to examine an issue and any findings of any scrutiny activity should be made available to all constituent Councils”.*

5 Proposal for the Committee Work Plan (Pages 5 - 10)

Report of the Head of Highways, Capital Development and Waste (HCW/16/46) attached

**MATTERS FOR INFORMATION**

6 Sharing of Financial Savings through Collaborative Working with District Councils to reduce Treatment and Disposal Costs (Pages 11 - 16)

The Head of Highways, Capital Development and Waste to report on development of the new shared savings mechanism to reduce treatment and disposal costs.

Report considered and endorsed by the County Council’s Cabinet (HCW/16/33) is attached for information.

7 Dates of Future Meetings

Tuesday, 18 October 2016 and Tuesday, 7 February 2017 at 2 pm at County Hall, Exeter

**PART II - ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PRESS AND PUBLIC**  
Nil.

**MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER**

<b>Membership</b>
Devon County Council Councillor Croad
District Membership Councillor Cann (North Devon District Council) Councillor Chubb (East Devon District Council) Councillor Davey (Mid Devon District Council) Councillor Gilbert (South Hams District Council) Councillor Hannaford (Exeter City Council) Councillor King (Torbay Council) Councillor Lake (Teignbridge District Council) Councillor Morrish (Torridge District Council) Councillor Sampson (West Devon Borough Council)
<b>Declaration of Interests</b>
Members are reminded that they must declare any interest they may have in any item to be considered at this meeting, prior to any discussion taking place on that item.
<b>Access to Information</b>

Any person wishing to inspect any minutes, reports or lists of background papers relating to any item on this agenda should contact Gerry Rufolo 01392 382299.

Agenda and minutes of the Committee are published on the Council's Website.

#### **Webcasting, Recording or Reporting of Meetings and Proceedings**

The proceedings of this meeting may be recorded for broadcasting live on the internet via the 'Democracy Centre' on the County Council's website. The whole of the meeting may be broadcast apart from any confidential items which may need to be considered in the absence of the press and public. For more information go to: <http://www.devoncc.public-i.tv/core/>

In addition, anyone wishing to film part or all of the proceedings may do so unless the press and public are excluded for that part of the meeting or there is good reason not to do so, as directed by the Chairman. Any filming must be done as unobtrusively as possible from a single fixed position without the use of any additional lighting; focusing only on those actively participating in the meeting and having regard also to the wishes of any member of the public present who may not wish to be filmed. As a matter of courtesy, anyone wishing to film proceedings is asked to advise the Chairman or the Democratic Services Officer in attendance so that all those present may be made aware that is happening.

Members of the public may also use Facebook and Twitter or other forms of social media to report on proceedings at this meeting. An open, publicly available Wi-Fi network (i.e. DCC) is normally available for meetings held in the Committee Suite at County Hall. For information on Wi-Fi availability at other locations, please contact the Officer identified above.

#### **Public Participation**

Any member of the public resident in the administrative area of the County of Devon may make a presentation to the Committee on a planning application being considered by the Committee, or any consultation on a proposal by a Government Department (but not when the County Council is consulted on a proposal by a District Council) or a Review of Old Minerals Permissions applications.

Any request to make a presentation must be given to the Office of the Chief Executive's Directorate by 12 noon on the third working day before the date of the meeting. For further information please contact Exeter 01392 382299.

#### **Emergencies**

In the event of the fire alarm sounding leave the building immediately by the nearest available exit, following the fire exit signs. If doors fail to unlock press the Green break glass next to the door. Do not stop to collect personal belongings, do not use the lifts, do not re-enter the building until told to do so.

#### **Mobile Phones**

Please switch off all mobile phones before entering the Committee Room or Council Chamber

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Induction loop system available

(a)

(b)



## OPERATING RULES AND TERMS OF REFERENCE FOR THE DEVON AUTHORITIES STRATEGIC WASTE COMMITTEE

### 1. Working Practices

1. The Committee is established under the provisions of Section 101 of the Local Government Act 1972. The area in which the Committee is to exercise its authority is within the administrative areas of Devon County Council and Torbay Council.
2. The Committee shall comprise of one elected Member with Cabinet/Executive or 'portfolio' responsibility for waste management from each of the respective Authorities, appointed by each Authority. Each Authority will ensure that its appointed Committee Member is a member of its Cabinet or Executive. Each Authority will elect a named substitute with full voting rights to attend if the appointed Member of the committee is unable to attend.  
Each Authority should notify the Administering Authority in writing of any appointment of a Deputy Committee Member. Authorities may change their appointee (in line with that Council's own procedures) at any time and notify the Administering Authority in writing.
3. Each Member of the Joint Committee appointed by a constituent Council shall be entitled to one vote on all matters before the Joint Committee.

Voting rights shall be restricted to those local authorities which make a financial contribution to the Committee's budget.

4. The role of each Committee Member will be to attend meetings of the Committee, to vote on items of business, to commit to and make a positive contribution to the Joint Committee, and to act as a champion and ambassador for the Committee, seeking any necessary approvals from their Authority.
5. The Committee shall normally meet 3 times per year, with an annual presentation of statistical performance.

The quorum for a meeting of the joint committee is one quarter of the whole number of the committee

6. The Chairman and Vice-Chairman shall be elected annually by the Committee; the offices of Chairman and Vice-Chairman shall rotate annually between the County Council and Torbay [as a group] and the District Councils [as a group], provided the relevant Committee Member represents a local authority with voting rights. Nominations for these posts may be stipulated by the constituent council or made and seconded by any Member of the Committee with all Members present holding voting rights being able to vote. The inaugural Chairman will be the County Council or Torbay Council appointee with the Vice Chairman being a District Council Member. This would then alternate, with a District Council Member as Chairman with a County Council or Torbay Member as Vice-Chairman and rotate annually.  
The County Council shall be the Administering Authority for the Committee. The County Council's Procedure Rules (Standing Orders) and Financial Regulations shall apply to the Committee's procedures and activities.

# Agenda Item 4

7. The Committee shall have the power to co-opt other representatives to serve in a non-voting capacity. These would be Associate Members without voting rights but the ability to speak.
8. The County Treasurer shall hold a separate account for the Committee.

## 2. Terms of Reference

### **The purpose of the Committee is:-**

1. To promote sustainable, cost effective and efficient service delivery through a shared approach to resource and waste management in Devon.
2. To take ownership of and be responsible for the development, implementation and review of the Resource and Waste Management Strategy for Devon Action Plan.
3. To exercise those responsibilities delegated to the Committee and to make recommendations to the respective Authorities including through the Chief Executives and Leaders group on matters of strategic importance including future strategy, collection, treatment and disposal of wastes; and to implement and further develop initiatives as requested by this group and joint consultative committees.
4. To share resources wherever practicable, having due regard to the opportunities for economies of scale to ensure effective use of resources including joint procurement opportunities to deliver savings to the public purse.
5. To continue to develop and implement behavioural change & education initiatives to ensure that communities are well informed and are actively encouraged to maximise their opportunities for waste minimisation, reuse and recycling & composting.
6. To consider and adopt funding policies for the Committee's Budget.
7. To administer payments from the Committee's Budget in accordance with the County Council's Financial Regulations to finance waste management activities; to receive accounts relating to Joint Schemes; and to consider the annual budget for the Committee.

## 3. Working Arrangements

1. Funding the Committee
  - (a) The County Council will withhold an agreed percentage of the recycling credit payment due to the District Councils (credits paid to voluntary groups are excluded from this calculation), with additional contributions from Devon County Council and Torbay Council. This amount will be accounted for separately and held by the County Treasurer on behalf of the Committee. The amount withheld will be agreed by the Committee annually, and will be calculated to produce an agreed budget for supporting waste management projects in Devon. The contribution will be calculated by applying the agreed percentage of the applicable recycling

credit rate for the area. In the event that the amount withheld is insufficient to fund agreed countywide projects, the shortfall will be made up by an adjustment in the following financial year.

- (b) The Committee's budget will comprise the payments described in 1(a), plus existing balances held.

## 2. **Membership of the Committee**

If any of the parties wishes to cease making a financial contribution [as specified in paragraph 1(a) above], it shall be able to do so at the end of the financial year, on giving at least 6 months' prior written notice to that effect to each of the other parties and on such cessation and shall automatically cease to be (voting members) of the Committee from that date;

it shall be released from further contributions on condition that it accepts liability whether financial or otherwise for the effect of its action upon any commitments or other arrangements entered into in good faith by member authorities [on behalf of the Committee] with third parties prior to such cessation and shall automatically cease to be (voting members) of the Committee from any such agreed date.

- 3. Each party shall take out and maintain a public liability policy of insurance in respect of its activities as a member of the Committee in such sum and upon such terms as it shall see fit.
- 4. Reports for the Committee are to be considered by a Senior Waste Officer Group comprising of waste service managers from each of the respective Authorities which shall meet as required by the programme of Committee meetings. The Senior Waste Officer Group shall set up Working Parties as necessary to consider specific project areas, which will report back to the Senior Waste Officer Group and subsequently to Committee. A Recycling Officers' Forum, made up similarly, will report to the Senior Waste Officer Group on waste minimisation, re-use, recycling & composting initiatives and performance, and attend the Committee on an annual basis.
- 5. Minutes of the Committee shall be submitted to the relevant Cabinet/Executive or Committee of each constituent Council.
- 6. The County Council's Head of Service responsible for Waste shall collate annual recycling statistics for the Committee's consideration





HCW/16/46

Devon Authorities Strategic Waste Committee  
29 June 2016

## **Devon Authorities Strategic Waste Committee Proposed Work Plan**

Report of the Head of Highways, Capital Development and Waste

***Please note that the following recommendation is subject to consideration and determination by the Committee before taking effect.***

**Recommendation: That the Committee considers and adopts the proposed Work Plan as outlined in this report initially to 2020.**

### **1. Summary**

This report identifies the key areas of work identified from the Terms of Reference, which it is recommended will form the basis of the Committee's Work Plan initially to 2020.

### **2. Introduction**

The terms of reference identified below have been developed to shape the direction of travel of the Committee's work with a view to focussing on strategic waste management issues within Devon and Torbay

1. To promote sustainable, cost effective and efficient service delivery through a shared approach to resource and waste management in Devon (and Torbay?).
2. To take ownership of and be responsible for the development, implementation and review of the Resource and Waste Management Strategy for Devon Action Plan.
3. To exercise those responsibilities delegated to the Committee and to make recommendations to the respective Authorities including through the Chief Executives and Leaders group on matters of strategic importance including future strategy, collection, treatment and disposal of wastes; and to implement and further develop initiatives as requested by this group and joint consultative committees.
4. To share resources wherever practicable, having due regard to the opportunities for economies of scale to ensure effective use of resources including joint procurement opportunities to deliver savings to the public purse.
5. To continue to develop and implement behavioural change & education initiatives to ensure that communities are well informed and are actively encouraged to maximise their opportunities for waste minimisation, reuse and recycling & composting.
6. To consider and adopt funding policies for the Committee's Budget.
7. To administer payments from the Committee's Budget in accordance with the County Council's Financial Regulations to finance waste management activities; to receive accounts relating to Joint Schemes; and to consider the annual budget for the Committee.

Appendix 1 shows how each council has made progress against these terms to date and the plans they are proposing to put in place in the future.

# Agenda Item 5

## 3. Work Plan

The table at Appendix 2 shows a draft Work Plan which identifies some proposed areas of work to be progressed over the next 3 years.

At each October committee meeting the budget for the following year will need to be set. It is proposed that overall performance from the previous year be also reported to this autumn meeting. This will include waste arisings, reuse and recycling rates and the effectiveness of the behavioural change, communications, schools education and community engagement initiatives that have been carried out that year, as well as previous budget out-turn.

At the future February and June meetings the agenda has the potential to be more flexible to consider any new strategic issues that arise e.g. changes to legislation, government policy, fiscal interventions. Suggestions for the next year are included within this report.

## 4. Resource and Waste Management Strategies

### Areas for Action

Term of reference 2 identifies the need to take ownership of and be responsible for the development, implementation and review of the Resource and Waste Management Strategy for Devon Action Plan. The Strategy is due to be reviewed in 2018 but in the meantime the key areas below need to be developed to progress implementation of the policies:-

- **The waste hierarchy** – decisions need to be in line with the waste hierarchy, increasing the percentage of waste that is dealt with towards the top of the hierarchy. A hierarchy test needs to be applied to all proposed policies, schemes and systems
- **Targets** - Strategy waste growth, recycling and waste reduction targets have not been met in the last 3 years and need reviewing.
- **Harmonisation of waste collection regimes** - The Strategy policies state that the authorities need to maximise the potential to work together. Hence consideration of a date A needs to be discussed for the harmonisation of collection methods and material types. i.e. working towards the aligned option. There is further scope for joint contracts and procurement to maximise income and market share. The bulky household waste policies need to be discussed further to try to agree to a consistent approach.
- **Waste reduction** - The Policy defines that Local Authorities will work in partnership to produce the minimum amount of waste and promote and support high profile waste minimisation behavioural change and education campaigns. A new Community Engagement Project has begun this year and a waste arisings working group will be presenting its findings. Good progress has been made under the Don't let Devon go to waste banner, however, a specific strategy for waste prevention and reuse needs to be developed and agreed across the Authorities.
- **Reuse** - Reuse is an exciting area for progress and recent developments include the joint funding through WRAP and then DAWRRC of a Reuse officer who has stimulated Re-use by implementing a Reuse Directory, Reuse kits, Repair workshops, a Reuse Forum. However there is much more to do in this important area.
- **Recycling** - The shared savings mechanism is designed to reduce overall waste arisings and stimulate an increase in the recycling rate and the nearer all authorities get to an aligned service, with consistent policies on types of bins, frequencies, side waste and enforcement policies, the easier it will be to provide communications that apply to all Devon and Torbay residents.
- **Organic Strategy** - New contracts have been tendered for composting of garden waste, leaf sweepings and anaerobic digestion of food waste. There is a gradual trend towards weekly

food waste collection and charged for garden waste. Further support needs to be considered for home composting given its positive impact on lowering waste arisings.

- **Residual waste** - Most residual waste now goes to one of the Energy Recovery Plants in Exeter and Plymouth. Only waste from North Devon, Torridge and part of Mid Devon continues to go to landfill. It is envisaged that all of Devon's residual waste will be treated through non landfill solutions within the next year or so.

## 5. Conclusion

It is recommended that the draft Work Plan as set out in Appendix 2 is approved and the progress against each recommendation is reviewed and reported on an annual basis.

## 6. Financial Considerations

The Committee will:

- Consider and adopt funding policies for the Committee's Budget;
- Administer payments from the Committee's Budget in accordance with the County Council's Financial Regulations to finance waste management activities;
- Receive accounts relating to Joint Schemes and;
- Consider the annual budget for the Committee.

## 7. Sustainability Considerations

The Committee's work will be central to sustainable waste management practice and will ensure that as much waste as possible is managed at the higher end of the waste hierarchy

## 8. Equality Considerations

There are no equality issues arising from this report.

## 9. Legal Considerations

The implications/consequences of the recommendation have been taken into account in preparing the report.

## 10. Risk Management Considerations

Risks associated with Work Plan initiatives will be considered once the Work Plan is approved.

## 11. Public Health Impact

There are no immediate Public health impacts related to this committee report.

David Whitton  
Head of Highways, Capital Development and Waste

## Electoral Divisions: All

ad100616 Devon Authorities Strategic Waste Committee Proposed Work Programme  
hk 01 100616

**Appendix 1  
To HCW/16/46**

Term of reference	Exeter CC	Mid Devon DC	North Devon DC	Teignbridge DC	Torbay Council	Devon CC	West Devon	South Hams	Torridge DC	East Devon DC
1. To promote sustainable, cost effective and efficient service delivery through a shared approach to resource and waste management in Devon.	<ul style="list-style-type: none"> <li>i) Agree joint saving mechanism from changes in collection schemes</li> <li>ii) Reduced the fuel used by the Waste Operations fleet by 7% (14,000 litres of diesel) in 12 months through round optimisation and fitting of Econospeed engine management devices</li> </ul>	<ul style="list-style-type: none"> <li>i) Agree joint saving mechanism from changes in collection schemes</li> <li>ii) Composting of mechanical street sweeping material (2015)</li> <li>iii) Proposed new waste transfer station at new depot</li> <li>iv) Review of Clinical collection round criteria to reduce collection and disposal costs</li> </ul>	<ul style="list-style-type: none"> <li>i) Review of clinical collection round criteria to reduce collection and disposal costs</li> <li>ii) Future service delivery being aligned to that of other Devon authorities</li> <li>iii) Continuation to support and be part of current and future Devon wide contracts</li> </ul>	<ul style="list-style-type: none"> <li>i) Agree joint saving mechanism from changes in collection schemes</li> <li>ii) Introduced the 'aligned' waste collection service model across district (2015)</li> <li>iii) Delivery of bulky waste service through community sector reuse group – mutually beneficial and increases bulky items into reuse stream.</li> <li>iv) Review of Clinical collection round criteria to reduce collection and disposal costs</li> </ul>	<ul style="list-style-type: none"> <li>i) Joint Venture Company with Kier (previously May Gurney) (2009)</li> <li>ii) Review of Clinical collection round criteria reducing collection and disposal costs (2015)</li> <li>iii) Introduction of kerbside WEEE via joint funding with DCC &amp; NDDC</li> </ul>	<ul style="list-style-type: none"> <li>i) Agree joint saving mechanism from changes in collection schemes</li> <li>ii) Need to revisit developing a Strategic Waste Partnership</li> </ul>	<ul style="list-style-type: none"> <li>i) Future service delivery from 2017 following 'aligned' Devon waste collection service, subject to final Member agreement on charged garden service.</li> <li>ii) Review of Clinical collection round criteria to reduce collection and disposal costs.</li> <li>iii) Delivery of future bulky waste service through partnership work with community sector reuse group.</li> <li>iv) Potential to trial 3 weekly residual collections.</li> <li>v) Review policies with the potential to align with South Hams</li> </ul>	<ul style="list-style-type: none"> <li>1) Review of Clinical collection round criteria to reduce collection and disposal costs</li> <li>2) Delivery of future bulky waste service through partnership work with community sector reuse group.</li> <li>3) Review policies with the potential to align with West Devon.</li> </ul>	<ul style="list-style-type: none"> <li>i) Completion of a service review which will help inform future changes to service Review to be completed in 2016, implemented by 2017 – 2018</li> <li>ii) Develop a new depot consolidating 3 separate sites.</li> <li>iii) Collection of kerbside WEEE and Batteries(2012)</li> <li>iv) Review of Clinical collection round criteria to reduce collection and disposal costs. (2016)</li> </ul>	<ul style="list-style-type: none"> <li>i) Agree joint saving mechanism from changes in collection schemes</li> <li>ii) Promotion of the Otter Rotters Green Garden waste collection scheme to increase overall recycling performance and reduce waste to landfill</li> <li>iii) Investigate savings from joint collection contracts once neighbouring authorities are collecting the same materials at the same frequencies</li> </ul>
2. To take ownership of and be responsible for the development, implementation and review of the Resource and Waste Management Strategy for Devon Action Plan.	<p>Complete the business case for a kerbside food waste collection and introduce this as soon as possible (business case 2016; implementation 2017/18)</p>	<ul style="list-style-type: none"> <li>i) Introduction of weekly food waste collections (2015)</li> <li>ii) Introduction of chargeable garden waste collections (2015)</li> <li>iii) Introduction of kerbside recycling of cardboard and mixed plastics (2015)</li> </ul>	<ul style="list-style-type: none"> <li>i) Introduction of weekly food waste collections (2017)</li> <li>ii) Introduction of chargeable green waste service (2017)</li> <li>iii) Introduction off WEEE and battery recycling (2016)</li> </ul>	<ul style="list-style-type: none"> <li>i) Ensure suitable Member and Officer resource is assigned to committee and working groups relating to strategy and action plan development and review (ongoing)</li> <li>ii) Delivery of aligned collection service including weekly food and recycling collections, charged garden waste service and restrictions on side waste</li> </ul>	<ul style="list-style-type: none"> <li>i) Introduction of weekly food waste collections (2009)</li> <li>ii) Introduction of kerbside recycling of plastic tubs and trays, cooking and engine oil, batteries, mobile phones and spectacles (2015)</li> </ul>	<ul style="list-style-type: none"> <li>i) Good progress made but need to review in particular - hierarchy, targets, aligned service option, waste prevention and reuse strategy</li> </ul>	<ul style="list-style-type: none"> <li>i) Introduction of chargeable garden waste service (subject to final Member agreement)</li> <li>ii) Potential introduction of kerbside recycling of mixed rigid plastics and tetrapaks.</li> <li>iii) Introduction of bulky cardboard collections on the kerbside</li> </ul>	<ul style="list-style-type: none"> <li>1) Consideration of an annual delivery of recycling sacks with a targeted publicity campaign.</li> <li>2) Review of waste rounds for collection efficiency and to boost recycling. Phase 1 complete, phase 2 to be completed in Autumn 2016. Includes consideration of 4 day week.</li> <li>3) Change of policy on organic waste including removal of free second organic bin and introduction of second chargeable organic bin.</li> </ul>	<ul style="list-style-type: none"> <li>i) <u>Collection options being modelled include:</u></li> <li>ii) Introduction of chargeable green waste collection scheme</li> <li>iii) Introduction of alternate weekly refuse collection across the district</li> <li>iv) Weekly food waste collections.</li> <li>v) Collection of mixed plastics.</li> </ul>	<ul style="list-style-type: none"> <li>i) Introduction of collection of mixed plastics, cardboard and tetrapak (2017)</li> <li>ii) Review of the provision of clinical waste collection service with possible transfer to originator of waste (NHS/PCT etc)</li> <li>iii) Review charging for replacement and new containers</li> </ul>
3. Report to CEOs and leaders	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Term of reference	Exeter CC	Mid Devon DC	North Devon DC	Teignbridge DC	Torbay Council	Devon CC	West Devon	South Hams	Torrige DC	East Devon DC
4. To share resources wherever practicable, having due regard to the opportunities for economies of scale to ensure effective use of resources including joint procurement opportunities to deliver savings to the public purse.	<ul style="list-style-type: none"> <li>i) Joint working with Mid Devon to sell non contracted material together. (2016)</li> <li>ii) Processing commingled trade recycling materials from Mid Devon (already happening)</li> <li>iii) County Wide Contracts for sale of paper, textiles, glass</li> </ul>	<ul style="list-style-type: none"> <li>i) Joint working with Exeter to sell non contracted material together. (2016)</li> <li>ii) Joint procurement of new containers with Teignbridge (2015)</li> <li>iii) County Wide Contracts for sale of paper, textiles, glass</li> <li>iv) Joint clinical collection contract with North Devon and Torrige</li> </ul>	<ul style="list-style-type: none"> <li>i) County wide contracts for the sale of paper, glass and textiles</li> <li>ii) Joint clinical waste contract with Mid Devon and Torrige</li> </ul>	<ul style="list-style-type: none"> <li>i) Joint procurement of new containers with Mid Devon (2015)</li> <li>ii) County Wide Contracts for sale of paper, textiles, glass and haulage</li> <li>iii) Development of incab/back office system (Bartec/Collective) in conjunction with Exeter CC via STRATA.</li> </ul>	n/a due to JVC contract	<ul style="list-style-type: none"> <li>i) Manage county wide contracts for textiles, glass, haulage, paper</li> <li>ii) Look at Countywide contracts for card and plastic</li> </ul>	<ul style="list-style-type: none"> <li>i) Joint management, administration and enforcement of waste services with South Hams.</li> <li>ii) Considering joint clinical collections with South Hams.</li> <li>iii) Working towards joining County Wide Contracts for sale of paper and glass</li> <li>iv) County wide contract for textiles.</li> </ul>	<ul style="list-style-type: none"> <li>1) Joint management, administration and enforcement of waste services with West Devon.</li> <li>2) Considering joint clinical collections with West Devon.</li> <li>3) Working towards joining County Wide Contracts for sale of glass.</li> <li>4) County wide contract for textiles</li> </ul>	<ul style="list-style-type: none"> <li>i) Joint clinical waste collection contract with North Devon and Mid Devon.</li> <li>ii) Post service review work towards joining County Wide contracts for recyclable material.</li> </ul>	<ul style="list-style-type: none"> <li>i) Manage county wide contracts for textiles, glass, haulage, paper</li> </ul>
5. To continue to develop and implement behavioural change & education initiatives to ensure that communities are well informed and are actively encouraged to maximise their opportunities for waste minimisation, reuse and recycling & composting.	<ul style="list-style-type: none"> <li>i) Addition of 0.6 FTE additional Recycling Officer, concentrating on social media, university liaison and improving written communications</li> <li>ii) Recycling Officer work-shadowing Community Development consultant to improve engage with communities in low-recycling areas</li> </ul>	<ul style="list-style-type: none"> <li>i) Introduction of Compulsory recycling policy (2015)</li> <li>ii) Employment of 1 full time enforcement officer for recycling (2015)</li> </ul>	<ul style="list-style-type: none"> <li>i) Proposed service changes will require an enforcement team of 5 posts</li> <li>ii) Introduction of a zero side waste policy</li> </ul>	<ul style="list-style-type: none"> <li>i) Support for Waste Education work through visits to TDC bulking and transfer station</li> <li>ii) Employment of 1 full time compliance officer for recycling (ongoing)</li> <li>iv) Provision of annual 'Recycling Guide' to all households in district including specific day and dates of collections (ongoing)</li> <li>v) Provision of low cost home composters and supporting materials (book, dvd) (ongoing)</li> <li>vi) Christmas waste radio/media campaign and summer roadshows (ongoing)</li> </ul>	<ul style="list-style-type: none"> <li>i) Funding Resource futures to work with Torbay Council's recycling officer in local schools</li> <li>ii) Funding Green Points initiative (2015)</li> <li>iii) Funding Metal Matters campaign (2015)</li> </ul>	<ul style="list-style-type: none"> <li>i) Lead on DLDGTW with Communications Action Plan</li> <li>ii) Implement a Community Engagement Project in Mid Devon and potentially out to North Devon and Torrige</li> <li>iii) Retender Schools education Contract</li> <li>iv) Assess business case for all campaigns</li> <li>v) Assist districts with specific needs</li> </ul>	<ul style="list-style-type: none"> <li>iii) Waste education delivered through area-specific locality officers</li> <li>iv) Enforcement delivered through locality and enforcement officers.</li> <li>iii) Subsidised compost bins currently supplied. Structured campaign to promote home and community composting during introduction of charged garden service (subject to final Member agreement).</li> <li>iv) Continue to promote real nappies.</li> <li>v) Recycling guides delivered annually to all households.</li> </ul>	<ul style="list-style-type: none"> <li>1) Waste education delivered through area-specific locality officers</li> <li>2) Enforcement delivered through locality and enforcement officers</li> <li>3) Continue to promote real nappies.</li> <li>4) Recycling guides delivered annually to all households.</li> <li>5) Subsidised compost bins currently supplied.</li> <li>6) Recycling guides delivered annually to all households.</li> </ul>	<ul style="list-style-type: none"> <li>i) Introduction of monitoring systems to allow collection crews to report on waste and recycling presented late for collection more effectively</li> <li>ii) Strengthen working links with enhanced Environmental Protection team to more effectively target Schedule 2 waste related offences and presentation of waste early.</li> </ul>	<ul style="list-style-type: none"> <li>i) Addition of an additional R&amp;WO (2015)</li> <li>ii) Addition of a Recycling Advisor as part of the Recycling &amp; Waste Collection Contract (Part-Time SUEZ employee)</li> <li>iii) Analysis of waste collection data and R&amp;WO assigned to collection rounds by region (East / Central / West)</li> <li>iv) On-going presence at shows and events (Tour of Britain etc)</li> </ul>
6. To consider and adopt funding policies for the Committee's Budget.	n/a	n/a	n/a	n/a	n/a		n/a	n/a	n/a	n/a
7. To administer payments from the budget, and to finance waste management activities.	n/a	n/a	n/a	n/a	n/a		n/a	n/a	n/a	n/a

# Agenda Item 5

Appendix 2  
To HCW/16/46

## Work Plan Proposal

### Subjects which could be considered at Committee

- Waste arisings
- Waste collection service /consistent recycling
- Organic waste strategy
- Management of Healthcare waste
- Shared savings scheme
- Budget setting and review
- Waste data/performance
- Communication and Education Strategy
- Review Waste Management Strategy/Action Plan
- Trade waste review – review current services and consider new opportunities
- Circular Economy Package
- Waste Prevention and Reuse Strategy
- Review Joint Contract arrangements and consider new opportunities
- Invited Speakers

### Draft Work Plan for 2016 and 2017

Committee	Proposed Subjects for discussion
June 2016	1) Constitution 2) Work Plan 3) Shared savings
October 2016	1) Budget setting and review 2) Waste Data/Performance
February 2017	1) Adopt Waste Prevention and Reuse Strategy 2) Review Joint Contract arrangements and consider new opportunities
June 2017	1) Review Waste Management Strategy/Action Plan 2) Trade waste review – review current services and consider new opportunities
October 2017	1) Budget setting and review 2) Waste Data/Performance

HCW/16/33

Cabinet  
13 April 2016

## **Waste Management - Sharing of Financial Savings through Collaborative Working with District Councils to reduce Treatment and Disposal Costs**

Report of Head of Highways, Capital Development and Waste

***Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.***

### **Recommendations:**

- (a) that support is given in principle to develop a sharing of savings mechanism whereby a District Council (Waste Collection Authority), working in collaboration with the County Council (Waste Disposal Authority) to deliver a significant waste collection service change which leads to a reduction in overall costs for the County Council, benefits from the net savings generated;**
- (b) that an Agreement setting out the obligations of both parties be drafted and will be legally binding;**
- (c) that delegated powers be given to the Head of Service (Highways, Capital Development and Waste) to agree the details of both the sharing of savings mechanism and Agreement, acting in consultation with the Cabinet Member for Community & Environmental Services, the County Treasurer and the County Solicitor.**

### **1. Summary**

Approval is sought in principle to develop a sharing of savings mechanism between the County Council as Waste Disposal Authority (WDA) and a District Council as a Waste Collection Authority (WCA) such that where a WCA introduces a significant waste collection service change that results in net savings to the WDA, these net savings are shared with the WCA.

### **2. Background/Introduction**

It is widely acknowledged that working in partnership in waste management in two tier authorities can bring significant benefits including reduced treatment and disposal costs for the WDA. Both Somerset and Dorset have formed very successful waste partnerships which have delivered an improved single waste service across their areas. Efforts have been made over the previous three years to develop a similar single waste authority for Devon. This was supported by consultancy work to develop a sound business case but unfortunately this did not receive the necessary political support from enough authorities to enable a viable proposition to be progressed. However, the work did identify that significant savings could still be delivered by the WDA and WCAs working together without a formal partnership being in place.

The County Council Waste Management service has delivered over £5m worth of savings over the previous five years. These have arisen through retendering of contracts, and at Recycling Centres the introduction of charging for non-household DIY type waste, further restrictions on vehicles, and reduced opening hours including closure of some sites and exclusion of non-Devon residents at the Newton Abbot Recycling Centre. However, in this

# Agenda Item 6

difficult financial climate, there is a need to deliver further savings and this can only be done by working in closer collaboration with the District Councils.

## **3. Proposal**

Changes could be made to the waste collection systems which could deliver significant benefits to the WDA by enabling waste to be either treated through a cheaper process or actually reducing the overall amount of waste collected. Currently, green waste is collected free of charge by a number of Districts and mixed with food waste. This is then treated through in-vessel composting facilities, which is relatively expensive when compared to treating separately collected food waste through an Anaerobic Digestion plant and green waste through open windrow composting. WCAs are considering changing their waste collection services to offer a charged for garden waste collection service and introduce a separate weekly food collection along with providing an improved kerbside recycling service. Teignbridge and Mid Devon District Councils have already made these service changes as well as introduce an improved recycling service collecting cardboard and mixed plastics. This has the benefit of reducing overall waste arisings but also increases the amount of waste recycled and reduces residual waste. Initial results from Mid Devon show an increase of dry recycling tonnage of 37% and a reduction in residual waste of 17%. East Devon have just let their new waste collection contract which will include the introduction of improved recycling along with a 3 weekly residual waste collection scheme as part of their new service. All of these changes can generate significant savings for the WDA through both lower treatment costs and less waste to manage.

In order to make changes to a waste collection service, significant investment is required by the WCA with potentially an increase in overall collection costs to collect waste separately, whilst the WDA will potentially derive significant savings through reduced treatment and disposal costs. The WDA recognises this and hence proposes a sharing of savings with the WCA such that both benefit from the changes made and the overall cost to the public purse is reduced. It is hoped that such a mechanism will encourage all WCAs to consider significant waste collection service changes which will deliver savings.

A shared savings formula will need to be developed such that net savings generated by the change in waste collection service delivered by the WCA can be evaluated. It is proposed that savings will only be shared where they are as a direct result of actions taken by the WCA and will need to allow for any additional costs that may have arisen for the WDA as a result of the WCA change of service. Both parties will require certainty - the WCA to invest in a new service and the WDA to let new contracts to manage the waste in a more cost effective manner. Hence, it is proposed that a sharing of savings mechanism be underpinned by a legally binding Agreement which will set out the obligations of both the WCA and WDA.

## **4. Consultations/Representations/Technical Data**

Discussions have been undertaken with representatives from each of the WCAs to establish the principles behind the scheme and a WDA/WCA Officer Working Party has been set up to take this work forward. It is envisaged that this proposal will form part of the work programme for the new Devon Authorities Strategic Waste Committee to review the proposals. Development of a sharing savings mechanism to improve collaborative working and service efficiency fully accords with the principles underpinning the Heart of the South West programme.



## 5. Financial Considerations

The fundamental principle behind the proposed scheme is that only net savings will be shared and hence there should be no increase in costs to the County Council as a result. Average gate fees for more expensive treatment and disposal options range from around £76/ tonne for in-vessel composting to around £116 / tonne for landfill (including Landfill Tax). Cheaper waste treatment options currently range from around £37/ tonne to £57 / tonne. Consequently it can be seen that significant savings can be generated by treating waste through cheaper processes or moving from disposal to recycling. Preliminary work suggests that savings in the region of between £200,000 to £400,000 per year could be generated per WCA as a result of a WCA introducing significant service change. This could yield a share of the savings for the County Council of around £1 million across Devon should all WCAs sign up to the proposed scheme.

## 6. Environmental Impact Considerations

Encouraging separate collections of food waste, introducing further recycling and reducing overall waste arisings all help to ensure that waste is managed in a sustainable way and put to good use to recover value where possible.

## 7. Equality Considerations

Where relevant to the decision, the Equality Act 2010 Public Sector Equality Duty requires decision makers to give due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/ new and breastfeeding mothers, marriage/civil partnership status in coming to a decision, a decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

This may be achieved, for example, through completing a full Equality Impact Needs Assessment/Impact Assessment or other form of options/project management appraisal that achieves the same objective.

In progressing this particular proposal, an Impact Assessment has been prepared which has been circulated separately to Cabinet Members and also is available alongside this Report on the Council's website at: <http://www.devon.gov.uk/cma.htm>, which Members will need to consider for the purposes of this item/meeting.

Following the carrying out of the Impact Assessment, it is considered that this proposal would not discriminate against or disadvantage any group.

## 8. Legal Considerations

It is proposed that an Agreement be drafted setting out the obligations of both the WCA and the WDA which is legally binding on the parties. This will give the WDA certainty with regard to the contracts that need to be let to manage the waste and confidence to the WCAs to

# Agenda Item 6

invest in the required changes in collection infrastructure. A 10 year term is being proposed with a review after 3 years to ensure the scheme is working as the parties intended.

## **9. Risk Management Considerations**

Only net savings generated by service changes made by a WCA will be shared with the WCA and hence there should be no overall increase in costs to the County Council as a result of this scheme. The Agreement will set out the obligations of both parties and should ensure collaborative working delivers net savings for both parties.

Flexibility across the overall waste budget may be reduced as a result of this proposal as essentially the budget for each WCA will need to be identified such that savings for each WCA can be measured.

## **10. Public Health Impact**

There will be no impact on public health.

## **11. Discussion**

In order for the County Council to make further savings on its waste management service, it needs to work in a more collaborative manner with its WCAs. Initial discussions with the WCAs suggest that this proposal will encourage them to consider introducing more cost effective waste collection services, which will deliver savings for the County Council, if they could benefit from the net savings generated.

This proposal will enable waste treatment and disposal savings to be measured on a WCA area and for those savings resulting from action by a WCA to be shared with them as an incentive to make those service changes.

## **12. Options/Alternatives**

The ability to deliver further savings by working more collaboratively between the WDA and WCAs has been highlighted on both a national and local level, and was evidenced in Devon by the consultancy work to develop a single waste authority.

Whilst it has not been possible to develop a single waste authority, it is anticipated that the introduction of this proposal may deliver some of the potential savings identified through the earlier work undertaken.

## **13. Reason for Recommendation/Conclusion**

This proposal could yield significant savings for the WDA on treatment and disposal costs by encouraging WCAs to make significant changes to their waste collection services. These changes are likely to reduce the volumes of waste produced, increase the volumes of waste recycled and/or enable the waste collected to be treated through cheaper processing facilities.

David Whitton  
Head of Highways, Capital Development and Waste

## **Electoral Divisions: All**

Cabinet Member for Community and Environmental Services: Councillor Roger Croad

*Strategic Director, Place: Heather Barnes*

# Agenda Item 6

## Local Government Act 1972: List of Background Papers

Contact for enquiries: Wendy Barratt

Room No. County Hall, Exeter. EX2 4QD

Tel No: 01392) 383000

Background Paper	Date	File Reference
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Nil

wb150316cab Waste Management - Sharing of Financial Savings through Collaborative Working with District Councils to reduce Treatment and Disposal Costs  
hk 02 310316

