

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

(See below)

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Your ref :  
Our ref :

Date : 31 January 2017  
Please ask for : Gerry Rufolo 01392 382299

Email: gerry.rufolo@devon.gov.uk

**DEVON AUTHORITIES STRATEGIC WASTE COMMITTEE**

Wednesday, 8th February, 2017

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

**A G E N D A**

**PART 1 - OPEN COMMITTEE**

1 Apologies for Absence

2 Minutes

Minutes of the meeting held on 18 October 2016, previously circulated

3 Items Requiring Urgent Attention

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

4 Joint Contracts (Pages 1 - 4)

Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/17/2) attached

*Electoral Divisions(s): All Divisions*

5 Waste Prevention and Re-use Strategy and Action Plan (Pages 5 - 52)

Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/17/3) attached

*Electoral Divisions(s): All Divisions*

6 New Waste and Recycling Advisors Contract

Torbay Council to report

*Electoral Divisions(s): All Divisions*

7 Street Sweepings - Litter / Flytipping Campaigns and Joint Working - reference from the Devon Local Government Steering Group

At its meeting on 4th November 2016, the Devon Local Government Steering Group considered a briefing note from Teignbridge District Council on Litter, Street Cleansing and Enforcement in Teignbridge. In discussion, Members raised and asked questions on the potential for prevention / education and co-ordinated activities including pooled budgets and / or grant funding, stronger messages regarding prosecutions and the role of the Devon Authorities Strategic Waste Committee. It was agreed that the issue be raised at the Devon Authorities Strategic Waste Committee for further consideration of options.

Work is currently being undertaken to look at this further and a paper will be brought to the Devon Authorities Strategic Waste Committee at its meeting in June 2017 for consideration.

Recommendation: Members note the position.

8 Forward Work Programme

Chief Officer for Highways, Infrastructure Development and Waste to report.

**MATTERS FOR INFORMATION**

9 Dates of Meetings

28 June; 1 November 2017 and 7 February 2018

**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>
<u>Devon County Council</u> Councillor Croad
<u>District Membership</u> Councillor Cann (North Devon District Council) Councillor Chubb (East Devon District Council) Councillor Busch (Mid Devon District Council) Councillor Gilbert (South Hams District Council) Councillor Wood (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.

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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.

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Induction loop system available



HIW/17/2

Devon Authorities Strategic Waste Committee  
8 February 2017

## Joint Contracts

Report of the Chief Officer for Highways, Infrastructure Development and Waste

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

**Recommendation: It is recommended that:-**

- (i) the Committee notes the overall success of the majority of joint contracts for the sale of glass, paper and textiles and bulk haulage;**
- (ii) supports the proposal to not proceed with joint contracts for cardboard and plastics at this current time;**
- (iii) seeks to explore other opportunities for joint procurement of products or services.**

### 1. Summary

The report details the position in relation to current joint contracts and a proposal for the sale of plastic and card from the councils.

### 2. Introduction

The councils have for many years (since 1992) had joint contracts in place for the sale of paper, glass, textiles, and bulk haulage. The main benefit of joint contracts is that the accumulated tonnage can result in better rates from processors. In addition contractors are obligated to accept the local authorities' material at the contract price regardless of the market situation, which creates stability and reliability in difficult times, rather than relying on spot prices.

Joint contracts usually rely on a Memorandum of Understanding with the County Council who administers the contract on behalf of the Districts and Torbay. Sometimes authorities find that they cannot join a contract due to their own contractual circumstances. However, given the general success of these joint contracts for the sale of materials consideration has been given as to whether to embark on new joint contracts for plastics and cardboard.

### 3. Existing contracts update

The councils have for a long time had joint contracts for paper, glass, bulk haulage and textiles. The table below shows the current details.

Contract	Contractor	Contract start	Contract End	Partner Councils	Approx Annual Tonnage	Notes
Paper	Palm King's Lynn	Jan 2014 3 years + 2 year extension	Dec 2018	East Exeter Mid North Teignbridge Devon	14,900	Price reviewed each quarter using MRW market prices

# Agenda Item 4

Glass (+ haulage)	Berryman's West Yorkshire	Jan 2014 3 years + 2 year extension	Dec 2018	East Exeter Mid North Teignbridge Devon	15,250	Material price reviewed each quarter using MRW market prices
Textiles	Salvation Army	April 2016 2 years + 2 year extension	April 2018 or 2020	East Exeter Mid North South Hams Teignbridge Torridge West Torbay Devon	580	80+ bring banks and 4 stockpiles of kerbside collections (East, Mid, North, Teign)
Paper haulage	Gregory's	April 2014	April 2019	East Exeter Mid Teignbridge	11,100	Prices reviewed every quarter using agency fuel prices

The County Council Marketing and Media contract with RH is also available for all the authorities to use and provides access to the best media buying in rates available locally and other services to support authorities' communications campaigns.

#### 4. Plastics and cardboard

Discussions have been held to ascertain whether the authorities would benefit from joint contracts for the sale of plastics (approximately 4,800 tonnes per annum) and cardboard (approximately 6,100 tonnes per annum).

There are currently 6 types of plastic collected by districts including PET, HDPE, PVC, LDPE, PP and Mixed. The market rate for each plastic varies almost daily. The quality of material collected varies depending on the method of collection and this would need to be consistent if supplied to a single contractor. It is a complex situation. Similarly cardboard is collected in a variety of ways (with garden waste (one District), thick corrugated type, and/or thin cereal type). Once again price will vary depending on type of cardboard and quality. Hence it would be very difficult for each District to collect a consistent feedstock and as such it is considered not appropriate to pursue a joint contract for either material at this time. This position may change particularly as more District Councils move towards the Devon aligned collection scheme.

Exeter City Council currently offer a brokering service to Mid Devon District Council whereby Mid Devon let them know their quantities of plastic, card and metals on a regular basis, and for a fee Exeter search the market on their behalf for the best deal. Having higher tonnages helps Exeter's negotiating position. Exeter have agreed that they could potentially act as broker on behalf of the other districts. All districts other than Torbay and Torridge are considering the merits of this proposal. Torbay Council are currently locked into their Joint Venture contract with TOR2 and Torridge District Council are currently assessing their options for future waste collection service so neither are able to consider this option at present.

## **5. Future areas for consideration**

A number of authorities are also working together on joint procurement initiatives. Currently the County Council and Mid Devon District Council are jointly procuring a Waste Transfer Station for their mutual benefit. Consideration could be given to joint procurement of other products or services including vehicle maintenance, recycling containers, wheeled bins, agency staff, PPE and healthcare waste. This could potentially give enhanced value for money due to economies of scale & should be explored further.

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

Discussions have been held between all the authorities in order to consider the benefits of entering into further joint contracts.

## **7. Conclusion**

It is concluded that whilst markets are so unstable, quality variable and materials too mixed for card and plastics there is little to be gained by investigating joint contracts further. However, working with Exeter City Council to extend the brokering service they are currently offering does provide an attractive alternative and authorities will pursue this option as appropriate.

## **8. Financial Considerations**

Entering into joint contracts can offer value for money and can generate higher incomes than individual authorities acting alone. This is due to higher tonnages fetching higher rates. However, the advantages cannot always be realised if the material market is volatile and the quality of the material is not consistent. Occasionally circumstances can result in a district losing money when material prices are low and transport costs are high but this happens infrequently.

If it is mutually financially advantageous for authorities to work with Exeter City Council to achieve a better income this should prove to be an economical way forward.

## **9. Sustainability Considerations**

Recycling card and plastic is in line with the waste hierarchy and getting the best price possible for the materials adds value to the overall waste service.

## **10. Carbon Impact Considerations**

Recycling schemes can contribute toward reducing carbon emissions globally diverting waste from Energy Recovery Facilities and landfill.

## **11. Equality Considerations**

There are no equality considerations associated with this report.

## **12. Legal Considerations**

There are no legal considerations associated with this report.

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## 13. Risk Management Considerations

There are no risks arising from the proposals in this report.

## 14. Public Health Impact

Effective management of waste reduces the negative implications for public health.

David Whitton  
Chief Officer for Highways, Infrastructure Development and Waste

### **Electoral Divisions: All**

Local Government Act 1972: List of Background Papers

Contact for enquiries: Annette Dentith

Room No. Matford Offices, County Hall, Exeter. EX2 4QD

Tel No: (01392) 383000

Background Paper	Date	File Reference
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Nil

ad240117daswc Joint Contracts  
hk 02 160117



HIW/17/3

Devon Authorities Strategic Waste Committee  
8 February 2017

## **Waste Prevention and Re-use Strategy and Action Plan**

Report of the Chief Officer for Highways, Infrastructure Development and Waste

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

**Recommendation: It is recommended that:-**

- (i) the Committee approves the draft Waste Prevention and Reuse Strategy and Action Plan;**
- (ii) the Committee agrees the priorities for and monitors the progress of the Action Plan.**

### **1. Summary**

This report presents the draft Waste Prevention and Reuse Strategy for Devon and Torbay which forms a supplementary document to the Waste and Resource Strategy for Devon and the Municipal Waste Management Strategy for Torbay.

### **2. Introduction**

The main strategic document for waste management in Devon is the Waste and Resource Strategy for Devon, and for Torbay the Municipal Waste Management Strategy for Torbay. These strategies focus on the waste hierarchy. Although there are chapters on waste prevention and reuse the authorities recognise the need for an additional more in depth strategy. For that reason the Waste Prevention and Reuse Strategy has been drafted.

### **3. The Proposal**

The Waste Prevention and Reuse Strategy as attached at Appendix 1 provides a framework and policies which will lead to a reduction in the Local Authority Collected Waste (LACW) arisings in Devon and Torbay. The strategy objectives are to:

- To reduce waste volumes in the most economical way possible.
- To achieve long term behavioural change amongst Devon's and Torbay's residents.
- To address the environmental consequences of resource depletion and waste disposal.
- To meet the relevant policies in the Waste and Resource Management Strategy for Devon and the Municipal Waste Management Strategy for Torbay.

In recent years Devon's waste arisings have been some of the highest in the country. In 2015/16 Devon moved up the league table of Waste Disposal Authorities from second worst to 16/32 which bodes well for the future and confirms that the authorities' focus on reducing waste to date is having an effect. Nevertheless a sustained reduction in waste arisings is the desired outcome and will require sustained effort. Torbay's have been seeing a downward trend until 2015/16 and they are currently placed 63/91 of Unitary councils.

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The Strategy details many of the actions that are on-going as well as the most recent and new initiatives such as the employment of a Reuse Officer. The Strategy sets waste reduction targets to be achieved by the overarching policies. These are set out in the table below:

Year	Kg waste/head (Devon)	Kg waste/head (Torbay)
15/16	458 (actual)	445 (actual)
16/17	455	442
17/18	452	439
18/19	449	436
19/20	446	433

Research has shown that in addition to behavioural change work that will be implemented through the Communications Strategy Action Plan the other work areas that need to be focussed on to minimise waste include Household Waste Recycling Centres, Organics and Collection Regimes. These three areas are considered separately within the Waste Prevention and Reuse Strategy.

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

The Waste Management Strategies for Devon and Torbay were consulted upon publically and included proposals to develop a Waste Prevention and Reuse Strategy. Further consultation is not, therefore, proposed.

## **5. Financial Considerations**

Managing waste toward the top of the waste hierarchy helps to ensure that waste is managed in the most cost effective manner. Waste Prevention is key in reducing costs for both waste collection and disposal

## **6. Sustainability Considerations**

Waste prevention and reuse are environmentally the most sustainable ways of dealing with waste. Reuse in particular also offers the opportunity for job creation. By focussing on these methods of waste management the authorities will also ensure costs are kept to a minimum. The Strategy should therefore enable the best possible triple bottom line which is the combination of optimum economic, environmental and social outcomes.

## **7. Carbon Impact Considerations**

When setting priorities for the Waste Prevention and Reuse Strategy Action Plan consideration has been given to the carbon impact of the different types of waste arisings.

## **8. Equality Considerations**

There are no equality considerations associated with this report.

## **9. Legal Considerations**

There are no legal considerations associated with this report.

## 10. Risk Management Considerations

If the waste reduction targets are not met costs of waste collection and disposal will escalate.

## 11. Public Health Impact

Effective management of waste, in particular its prevention and reuse reduces the potential negative impacts of waste management on public health.

David Whitton  
Chief Officer for Highways, Infrastructure Development and Waste

## Electoral Divisions: All

Local Government Act 1972: List of Background Papers

Contact for enquiries: Annette Dentith

Room No. Matford Offices, County Hall, Exeter. EX2 4QD

Tel No: (01392) 383000

Background Paper	Date	File Reference
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Nil

ad240117daswc Waste Prevention and Re-use Strategy and Action Plan  
hk 01 240117



## Waste Prevention and Re-use Strategy for Devon and Torbay 2017- 2022

DRAFT



South Hams  
District Council



West Devon  
Borough Council



Teignbridge  
DISTRICT COUNCIL  
South Devon

## Waste Prevention and Re-use Strategy for Devon and Torbay

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# Agenda Item 5

## WASTE PREVENTION AND REUSE STRATEGY AND ACTION PLAN

### 1. Summary

This document is supplementary to the Waste and Resource Management Strategy for Devon Review, and the Municipal Waste Management for Torbay sitting alongside the Communications Strategy and the Waste Education Strategy for Schools. It sets out the Devon and Torbay local authorities' approach to Waste Prevention and Reuse

Waste Prevention represents the cornerstone of resource management due to its position at the top of the EU Waste Hierarchy.

### 2. Aim

The aim of the Strategy is to provide a framework and policies which will lead to a reduction in the Local Authority Collected Waste arisings in Devon and Torbay

### 3. Objectives

- 1) To reduce waste volumes in the most economical way possible.
- 2) To achieve long term behavioural change amongst Devon's and Torbay's residents.
- 3) To address the environmental consequences of resource depletion and waste disposal.
- 4) To meet the relevant Policies in the Waste and Resource Management Strategy for Devon and the Municipal Waste Management Strategy for Torbay.

### 4. Introduction

Waste prevention is a simple concept: If less waste is created, fewer resources are consumed and less money is required to recycle or dispose of it.

**Waste prevention** is defined in the Waste Framework Directive as measures taken before a substance, material or product has become waste, to reduce:-

- the quantity of waste. This includes the re-use of products, the extension of the lifespan of products and reductions in packaging.
- the adverse impacts of waste on the environment and human health and
- the content of harmful substances in materials and products.

**Re-use** is any operation by which products or components that are not waste are used again for the same purpose for which they were conceived.

**Preparing for reuse** is defined as checking, cleaning or repairing products or components which have become wastes so they can be reused for their original purpose without further processing.

**Waste reduction** in the context of this strategy will include local authority policies relating to recycling centres, kerbside collection policies such as bin size, side waste, charging for garden waste and promotion of home composting.

### 5. Scope

This strategy will include waste prevention, reduction, reuse and preparing for reuse of waste. The scope will not include initiatives which Government carry out at a high level, e.g. product design, packaging reduction through the Courtauld Agreement (A voluntary agreement for businesses to reduce their packaging waste), although local initiatives will not be ruled out. The Strategy will focus on Local Authority Collected Waste (all waste collected by Local Authorities). Business Waste will not be specifically addressed although if appropriate, opportunities may be taken to derive mutual benefit through partnering with local businesses.

## 6. European and National Context

There are a number of notable policies and strategies which will place increasing demands on local authorities in a drive to reduce costs and improve environmental performance. A combination of these factors will contribute to a more sustainable economy. A detailed resumé of the European and National legislative and strategic context for waste prevention is at Appendix 1. Reference will continue to be made in this Strategy to European legislation until further information is received in relation to Brexit. It remains to be seen how Brexit will impact on Government waste strategy but for the purposes of this strategy it is assumed that the waste hierarchy will remain a priority.

In short,

- the European Thematic Strategy on the Prevention and Recycling of Waste identifies that the participation of the whole civil society is required which will only be achieved through improved stakeholder participation and raising public awareness.
- The Waste Framework Directive as a central element of EU Waste Policy reaffirms that waste policy and legislation in member states shall apply the waste hierarchy as a priority and requires member states to publish waste prevention programmes by the end of 2013.
- The Government Review of Waste Policy in England 2011 identified that the priority of preventing waste is the shared responsibility of Government, businesses, local authorities, civil society and others and they published the Waste Prevention Programme for England in December 2013.

### The Circular Economy

The European Commission has adopted an ambitious Circular Economy Package, which includes revised legislative proposals on waste. A circular economy is an alternative to a traditional linear economy (make, use, dispose) in which resources are kept in use for as long as possible, with maximum value extracted from them whilst in use, then recovery and regeneration of products and materials at the end of each service life.

As well as creating new opportunities for growth, a more circular economy will:

- reduce waste
- drive greater resource productivity
- deliver a more competitive UK economy
- position the UK to better address emerging resource security/scarcity issues in the future
- help reduce the environmental impacts of our production and consumption in both the UK and abroad

The Local Authorities will aim to embrace the principles of the Circular Economy model when possible.



# Agenda Item 5

## 7. Devon and Torbay Context

Devon authorities spend in the region of £50 million managing waste annually so there is a clear financial, environmental, and strategic imperative to reduce waste.

Devon's success as a leading waste authority can be attributed to its partnership approach to boost recycling performance delivered through the Municipal Waste Management Strategy for Devon (MWMS). Devon also delivers coherent and effective waste prevention strategies via the 'Waste Communications Strategy' and 'Waste Education Strategy'. Both supporting strategies are delivered under the '*Don't let Devon go to waste*' brand which has been a central means of connection between Devon authorities, residents and schools for over 10 years. Torbay has its own Municipal Waste Management Strategy but the two authorities and the Devon districts work closely together under the Devon Authorities Strategic Waste Committee and Torbay are partners in respect of the Communications and Education Strategies noted above.

Local Authorities are in a unique position to drive waste prevention initiatives due to their unrivalled access to residents through households and schools. For example, for households, waste prevention can deliver consumer savings and improve health and wellbeing through lifestyle choices linked to healthy eating.

Local Authorities are also able to improve the management of their own waste, encourage reuse and repair opportunities at community level and at Household Waste Recycling Centres (HWRCs), and support local community action through the Recycling and Reuse Credits Schemes. All these functions are unique to Local Authorities.

With a predicted 20% increase in population over the next 25 years, reductions in public sector spending and increasing demand for services, the future will be challenging. In the absence of the mitigating effects of waste prevention, the challenges identified would represent a potential significant increase in waste management budget requirements for future years.

The Municipal Waste Management Strategy for Devon was reviewed in 2012 with the updated Waste and Resource Management Strategy for Devon Review approved by Cabinet and Full Council in early 2013. During the Strategy review, respondents unanimously agreed that Devon Authorities have a role to play in promoting waste prevention.

Devon's updated strategy sets out how the County's waste will be managed until 2035 taking into account changes to legislation, partnership arrangements, projected waste arisings and how the strategy should address the waste hierarchy. Waste prevention and reuse are considered in the strategy but given a greater profile within this supplementary document. Torbay's strategy runs from 2008-2025 and includes a section on waste prevention and reuse (see extract Appendix 6)

Devon and Torbay Authorities will therefore ensure through this strategy that action on Waste Prevention and Re-use is given the appropriate priority when managing waste in both areas.

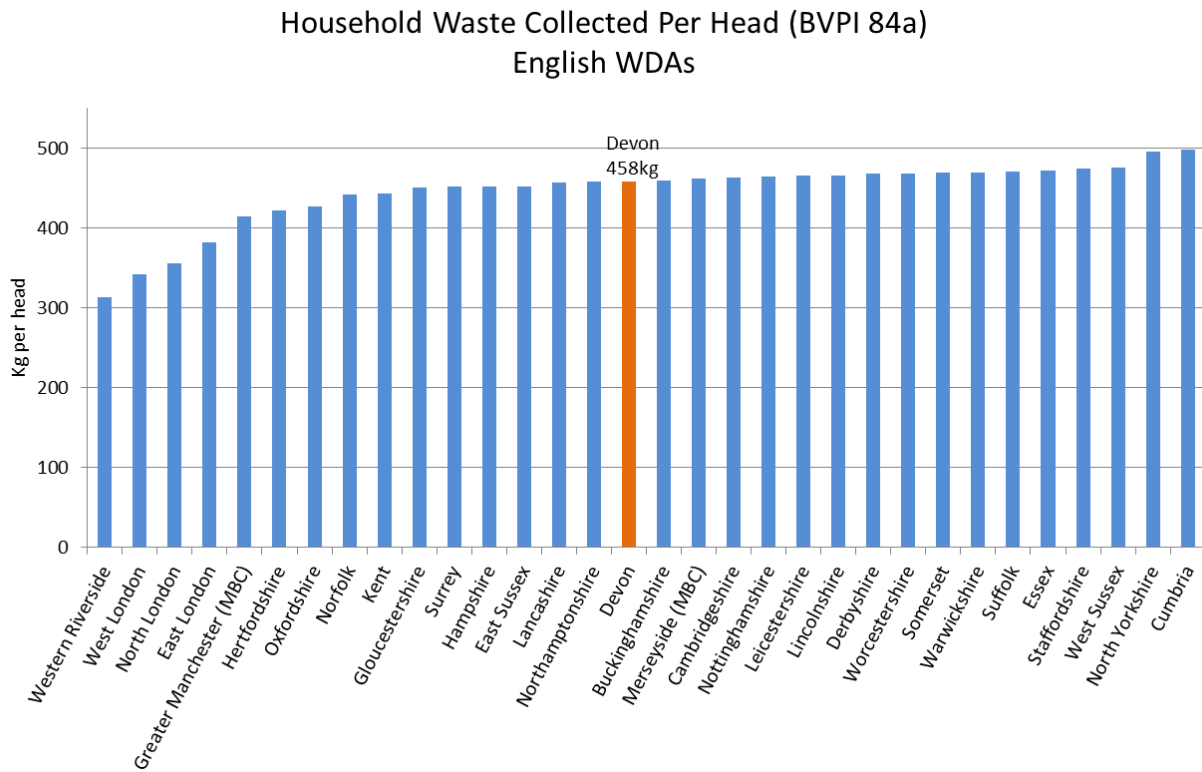
## 8. Quantities of waste arising in Devon and Torbay

Although Devon performs well in terms of recycling and composting (4<sup>th</sup> highest WDA in the country in 2015/16), when measured against other counties in respect of total waste collected per person (recycling and residual waste together) the county has not fared so well.

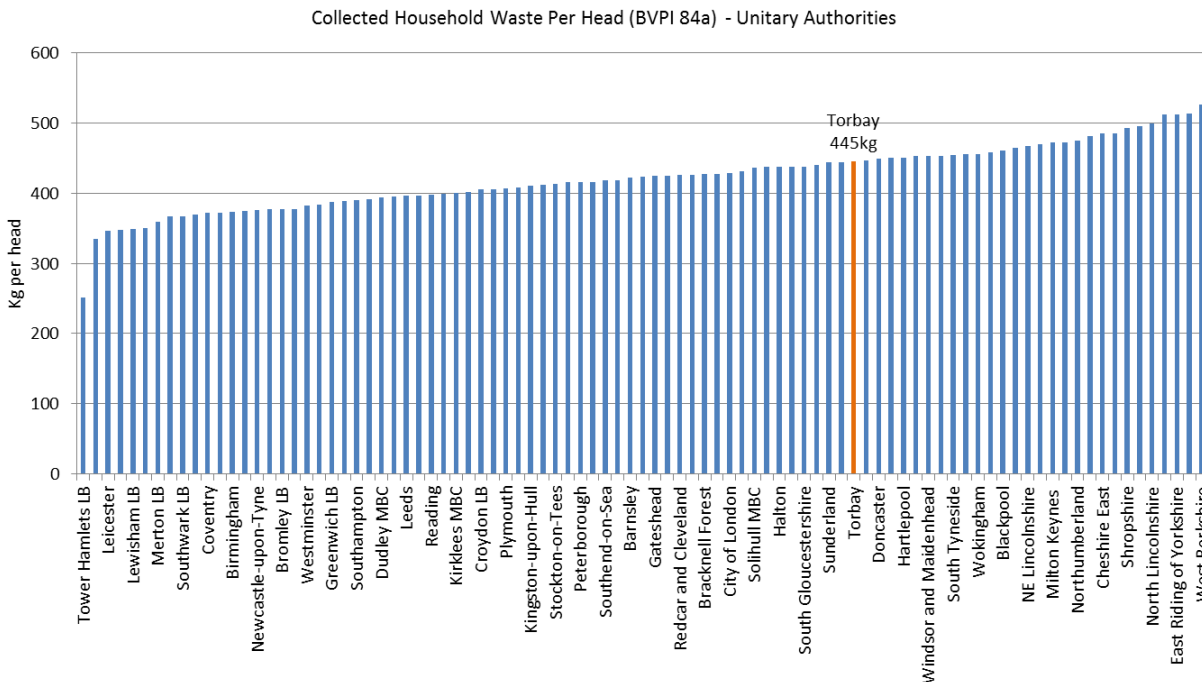
Torbay were placed approximately half way in the league of the Unitary authorities, with waste arisings (kg per head) decreasing from 431kg/head to 424kg/head from 2013/14 to 2014/15. However, they then increased in 2015/16 to 445kg/head, putting Torbay placed 63 out of 91 Unitary authorities. This could in part be due to the County Council implementing a policy to refuse access to Torbay residents to the Newton Abbot HWRC. The following graphs show where Devon and Torbay are placed in relation to the other English Authorities. Torbay is comparable to Devon in that Torbay collects waste and has an HWRC, and the Devon figure includes the HWRCs and the district collections. Although Torbay is master of its own destiny, Devon has no direct control



over district collections, relying on partnership arrangements (e.g. the Shared Savings Scheme) to influence waste arisings.



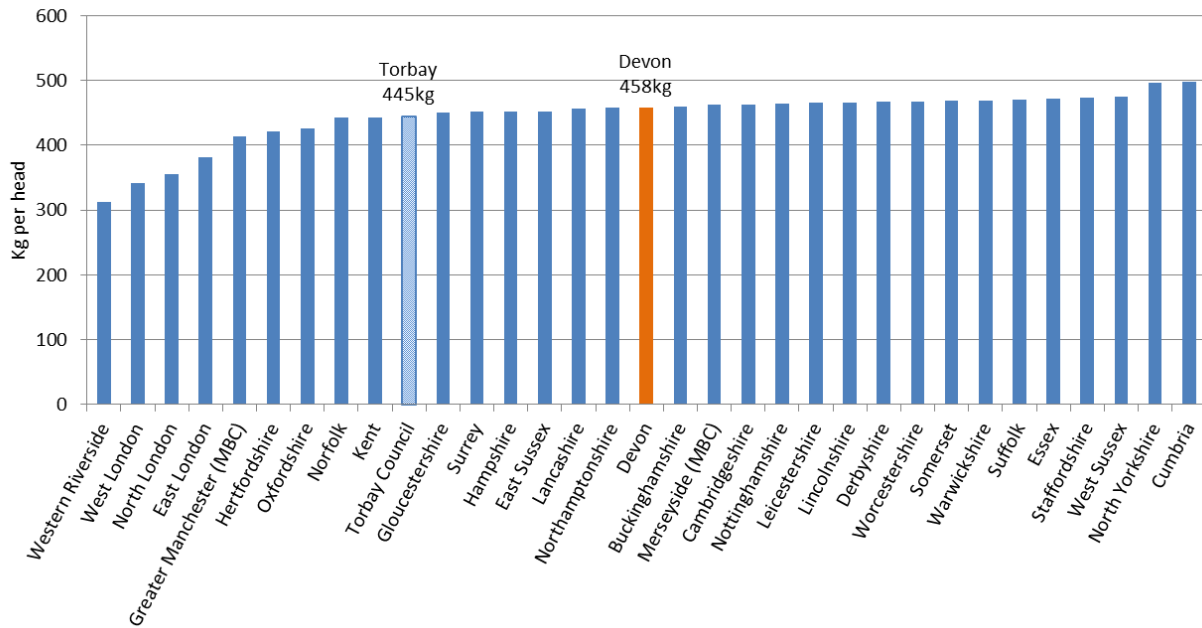
**Figure 1 – English WDAs average kilograms of waste collected per head 2015/16**



**Figure 2 – English Unitaries average kilograms of waste collected per head 2015/16**

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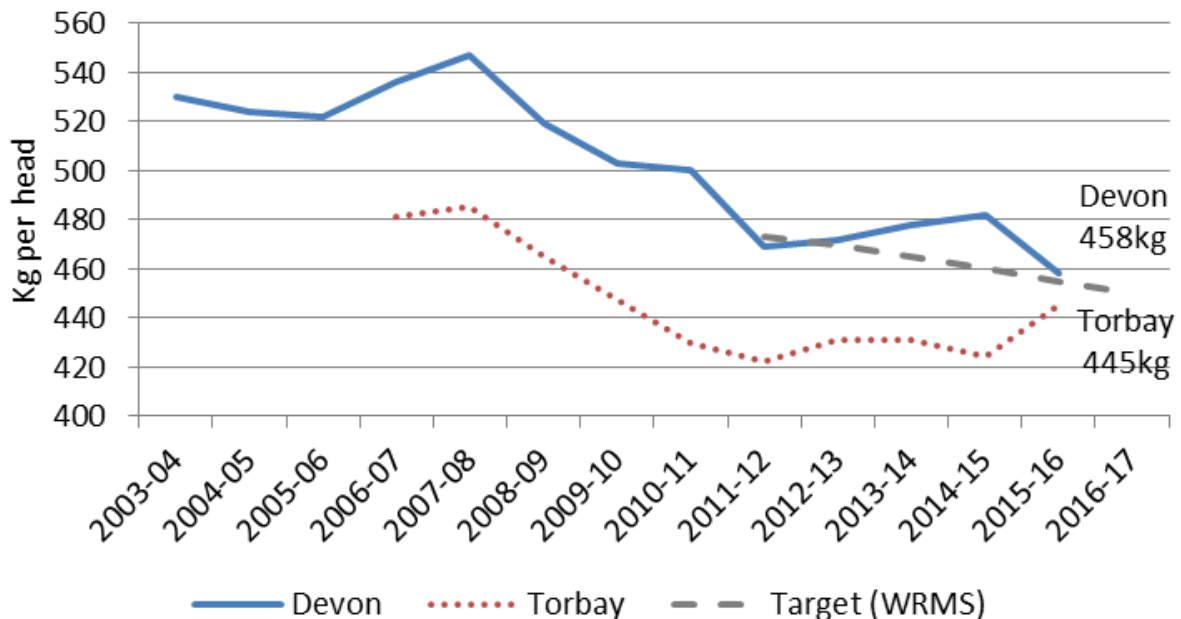
**Collected household waste per person (kg) 2015/16 (Ex BVPI 84a)  
English WDAs plus Torbay (Unitary)**



**Figure 3 – English WDAs (plus Torbay) average kilogrammes of waste collected per head 2015/16**

Following a general downward trend in waste arisings for Devon and Torbay from 2007/08, tonnages began to rise from 2011/12. The Devon average kilogrammes of waste collected per head (See Figure 2 – BVPI84a) were 474kg in 2011/12 rising to 486kg by 2014/15. However, they reduced to 458kg in 2015/16.

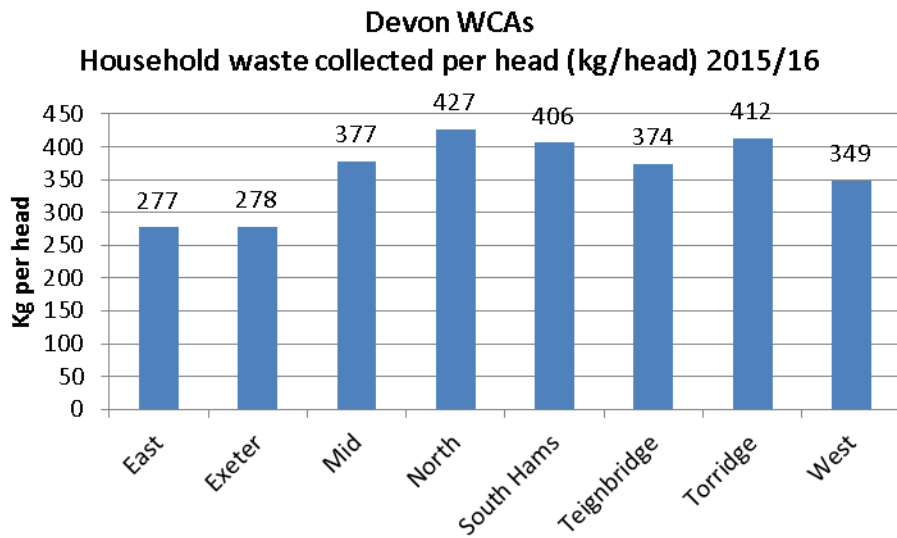
**Household Waste Collected Per Head (BVPI84a)**



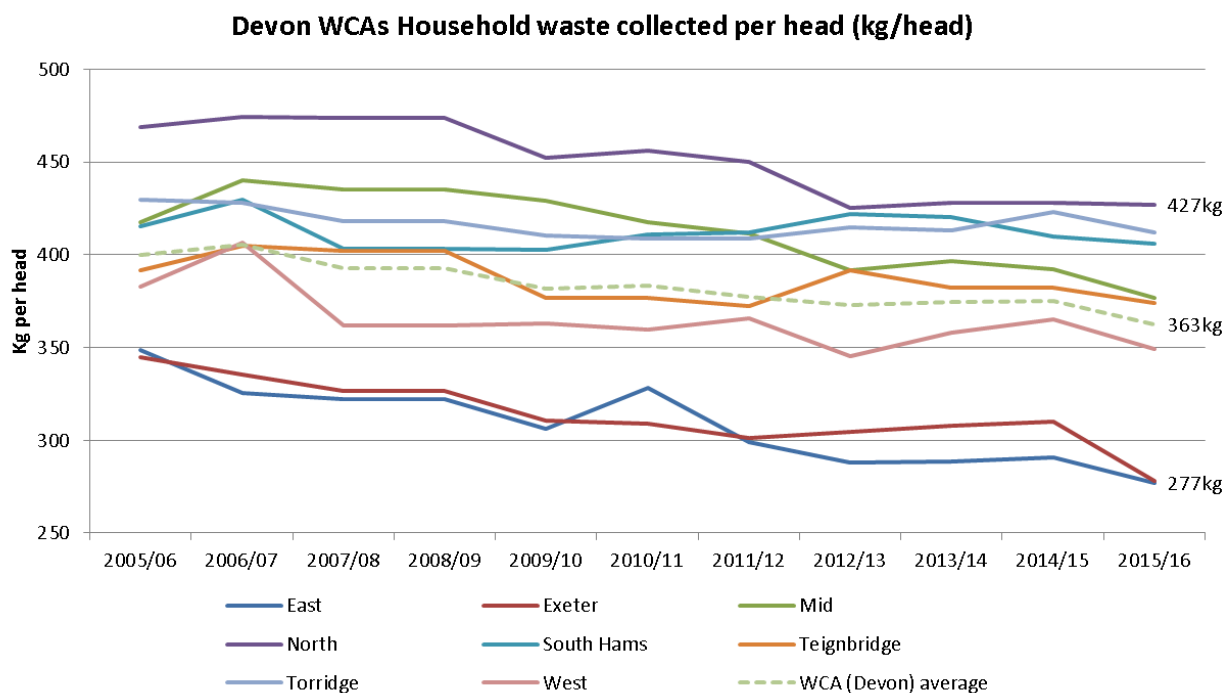
**Figure 4 – Devon and Torbay average kilogrammes of waste collected per head 2003/04 – 2015/16**

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It can be seen from figures 5 and 6 that across the county there is a considerable range in this measure of waste arisings for individual districts from 277kg in East Devon to 428kg in North Devon, nearly 50% more.



**Figure 5 – Devon WCAs – Household waste collected per head 2015/16**



**Figure 6 – Devon WCAs – Household waste collected per head 2005/06 - 2015/16**

There are a number of possible influences on waste arising including:

- HWRC policy – e.g. charging for DIY waste, sites per head of population
- Collection regime policy e.g.
  - Size of bins allocated by collection authorities
  - Type of receptacle (wheeled bins or sacks)
  - Frequency of collection
  - Side waste policy
  - Garden waste collection policy
- Political priorities
- Tourism e.g. in particularly high numbers in South Hams, North Devon and Torbay
- New technology – fewer newspapers for example

# Agenda Item 5

- Light-weighting of packaging
- Socio economic grouping of householders
- Resident behaviour
- Economic situation i.e. in times of austerity people are more frugal
- Pay as you throw policy – evidence of 10% less waste
- Ability to implement effective communications to households

Recent research carried out into Devon’s waste arisings has looked into the influences above and concluded that in addition to behavioural change communications work, the 3 main areas that needed further attention were:

- Waste Collection policies
- Household Waste Recycling Centres Strategy
- Organic Waste strategy

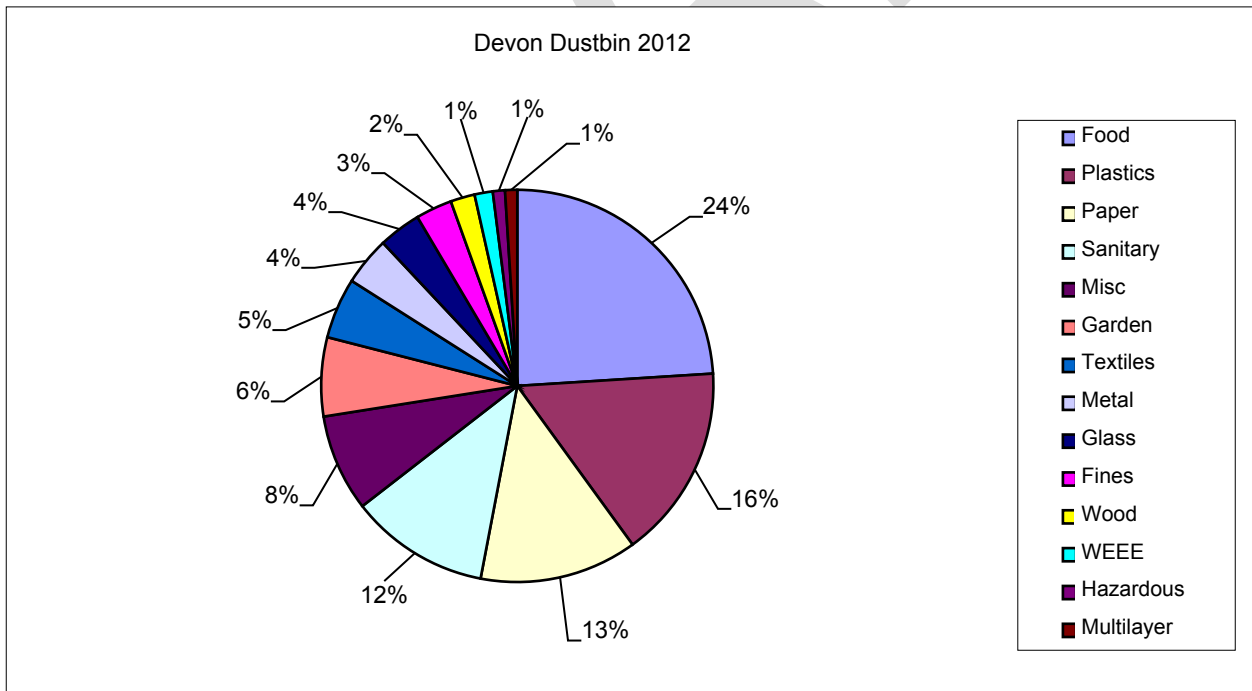
Recommendations on these areas will be detailed in the policies section of this strategy.

## 9. Types of waste arising in Devon and Torbay

It is important when planning how to prevent waste, to consider what types of waste arise. There are a number of ways of looking at this.

- Total waste arising (tonnes).
- Tonnes of each type of waste in the dustbins.
- Carbon impact of wastes.

The results of an analysis of Devon’s dustbins carried out in 2012 is shown below.



**Figure 7 – Materials found in typical Devon dustbin in 2012**

The table below shows the priority that could be given to tackling different materials depending on the criteria used. The criteria include dustbin waste contents from the analysis above, Devon’s total waste arising, and carbon impact using Scotland’s waste prevention tool.

It is difficult to select which materials to focus on given the different priorities in these lists, however, the table below shows the different lists in priority order. If a simple ranking was given to

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each material in each list, the material priority would be that in column 5. (e.g. Food waste: rankings in columns 2-4 summed = 1+3+3 = 7, Plastic 2+6+1= 9). The Government's lifecycle analysis gives the priorities starred in Column 5.

<b>Criteria</b>					
<b>Ranking</b>	Tonnes of specific material in Dustbin	Tonnes Arising across Devon	Carbon Impact	<b>Ranking based on Columns 2-4</b>	<b>Cost (-) or Value (+) of the material to local authorities</b>
1	Food	Garden	Plastic	Food (1)*	-
2	Plastic	Paper	Textiles	Plastic (3)*	+
3	Paper	Food	Food	Paper (4)*	+
4	Sanitary	Misc. **	Metal	Misc**	-
5	Misc. **	Glass	Paper	Garden	-/+
6	Garden	Plastic	WEEE	Sanitary	-
7	Textiles	Wood	Glass	Textiles (2)*	+
8	Metals	Sanitary	Garden	Metals	+
9	Glass	Metal	Wood	Glass	+
10	Wood	WEEE		Wood	-?
11	WEEE	Textiles		WEEE (5)*	+/- even?

**Figure 8 – Priority materials based on different criteria**

#### Notes

(x)\* Government Priorities (their other priorities are Construction and Demolition waste, Chemical and Healthcare waste and other items for reuse)

\*\*Miscellaneous has also been included. The conclusion to be gained from the significant amount of miscellaneous waste is that further waste analysis work needs to be carried out to determine what it is and therefore how to prevent it.

The Waste Prevention and Reuse Strategy will include all the materials listed in Column 5. They are all significant in one way or another, e.g. volume (e.g. garden waste); carbon impact (e.g. textiles); or cost (e.g. sanitary). The priority they are given will depend on the relative ability the local authorities have to make an impact on their prevention. This will depend to some extent on the need for and availability of funding but also on other external factors such as the potential for partnership working or linking with government initiatives. A key driver will be whether the initiative provides value for money. See "Measuring the Impacts of waste prevention initiatives", below.

Although the overall provision of waste management is a cost to the councils (£30 million for the County Council alone in 2015/16) it is worth noting that some materials provide an income. For example the cost of a tonne of textiles being disposed of is around £118. The value of a tonne of textiles in terms of reuse is typically £200. The 5<sup>th</sup> column identifies (in relation to the 4<sup>th</sup> column) whether they represent a cost or a value to local authorities. However, it should be noted that the value of materials can fluctuate widely from year to year, if not month to month.

## 10. Measuring the impacts of waste prevention initiatives

Measuring the impacts of waste prevention measures in terms of carbon or cost savings has proved difficult. For example, is the reduction in waste arisings in a particular year a consequence of the 'Don't let Devon go to waste' campaign, the economic downturn, less organic waste or charging for Construction and Demolition waste at Household Waste Recycling Centres? Without this evidence budget provision can be difficult to justify. However, there are a number of Waste Prevention Toolkits designed to do this. Examples using the Eunomia Waste Prevention Toolkit

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can be found at Appendix 2. The impact of reducing some materials such as junk mail are easier to measure than others.

For example, it has been calculated using national data gathered over a number of years that if householders sign up for the Mailing Preference Service (MPS) there will be 4kg/household/year less waste going through their letterbox. With waste disposal costing approximately £118/tonne, it is therefore possible to show that signing up 10,000 new householders would save 40 tonnes of waste a year which would save £4720 in disposal costs.

However, these savings have to be measured against the expenditure on communications to encourage householders to sign up to the MPS.

Whilst quantitative data is difficult to come by for waste prevention, qualitative, in terms of pre and post campaign research is easier to collect. There is a cost to this, but the impact of all the 'Don't let Devon go to waste' campaigns are measured in this way.

Tonnes and cost are not the only ways of measuring waste prevention initiatives. The Community Action Group initiative (in Oxfordshire) measures socio-economic impacts too. This initiative is about enabling communities to help themselves when it comes to reducing and reusing waste. The County Council is currently funding a similar pilot project in the Tiverton area to assess the impact of this type of initiative (see section 13.4).

In conclusion Devon and Torbay will deliver a consistent, targeted, co-ordinated and phased education and awareness programme to encourage participation of householders to meet the Waste Prevention and Re-use Strategy objectives.

## **11. Actions to Date**

### **11.1 Don't let Devon go to waste/RecycleDevon**

Throughout the 1990s, the focus in terms of waste management was on recycling. The Devon recycling rate increased from 2% in 1992 to 22% in 2002.

In 2002, Devon won £1 million from DEFRA for an awareness raising campaign entitled "Don't let Devon go to waste" (DLDGW). This encompassed a range of initiatives including multimedia PR and advertising in order to encourage the residents of Devon to reduce, reuse and recycle their waste along with waste analysis, participation monitoring and doorstepping. Initially, it was focussed on highlighting the issues, it then moved to a Call for Action and in the last three or so years it has focussed on reducing and reusing waste as well as recycling. The brand name is well recognised (66% across Devon residents) and has included the following initiatives.

- Reducing junk mail by encouraging people to sign up to the Mailing Preference Service
- Reducing food waste by promoting the national Love Food Hate Waste campaign
- Promoting reusable nappies through the Devon Real Nappy Project
- Discouraging the buying of goods with excess packaging
- Discouraging the use of 'single use' carrier bags and promoting reusable bags
- Promoting the re-use of items
- Promoting home composting
- Promoting the reuse of clothes by supporting the national Love Your Clothes campaign
- Incentivisation via the Recycle Devon Thank you awards
- Increasing recycling via local authority specific and county wide campaigns
- Increasing engagement with hard to reach groups such as 18 to 26 year olds
- Discouraging contamination in collected waste
- Increase recycling of electrical items

Since its launch in 2002 the Devon, Districts and Torbay partnership has continued to pool resources for marketing and communications to achieve economies of scale. A broad range of

communication tools have been used to disseminate waste messages. Targeted communication channels include traditional advertising, digital, public relations and one to one engagement. Digital marketing techniques are the current focus and include a website ([www.recycledevon.org](http://www.recycledevon.org)), YouTube channel, Facebook, Twitter, Pinterest, Instagram and electronic newsletter. The campaign has enabled significant inroads to be made in terms of reducing waste disposed of with annual market research consistently showing increased activity

The campaigns have often piggybacked on national campaigns run by WRAP (Waste and Resources Action Programme) funded by the government, however, with reduced funding, WRAP is no longer running high profile nationwide campaigns although they are providing resources for local authorities and others to develop their own. The current programme of work is identified in the Communications Strategy Action Plan at Appendix 8.

The current campaign work uses four tools to ensure targeted marketing to relevant audiences. Firstly, a research project was carried out to identify the nature of Devon's demographic make up in terms of socioeconomics at a district level. Secondly, this is matched with WRAP's extensive research into the methods to use to target each socioeconomic group. Thirdly the waste analysis survey provides the information used to identify which materials to focus on and finally media channels are chosen by using TGI (Target Group Index). In addition to market research, campaigns are monitored and evaluated via numerous methods such as online analytical reports for all website and social media activities.

## 11.2 Re-use – current position

Reusing an item rather than throwing it away can prolong its useful life, reduce the need for finite valuable resources and create jobs in terms of repair and maintenance. In Devon and Torbay, the Community Sector in particular has excelled in promoting and developing reuse. There are many examples of reuse practice, for example:

- Ebay
- Freecycle
- Freegle
- Recyclethis
- Car boot sales
- Second hand and repair shops
- Jumble sales
- Charity shops
- Furniture reuse shops

The local authorities in Devon and Torbay encourage reuse by:

- Providing reuse shops at Household Waste Recycling Centres
- Channelling Bulky Household Waste through Recycling Centres or Social Enterprises
- Providing funding for Furniture Reuse through payment of reuse credits
- Providing Website suggestions and advice
- Promoting reusable bags
- Promoting reusable nappies
- Advising on use of left over food through [www.recycledevon.org](http://www.recycledevon.org) e.g. [Throw Together Thursdays](#)
- Signposting residents to hire, repair, loan, reuse opportunities via a reuse directory online.
- Employing a Reuse Officer funded by external and internal sources of funding
- Holding of reuse and repair workshops
- Loan of give and take or swishing event kits to community groups
- Give and take events
- Swishing (clothes swap) events

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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 are going back to retailers under the producer responsibility regulations which reduces their availability to reuse groups.

Nevertheless, in times of austerity reuse entrepreneurial activities come into their own and there is currently a lot of competition in the field. There are though, fewer goods and quality is lower due to the recession and people keeping their goods. Cash for phones or textiles are becoming increasingly common and reuse groups are increasingly showing an interest in working in partnership with Local Authority Bulky Household Waste collections.

## 11.3 Community Sector

The Community Sector has played an important role in developing sustainable waste management in Devon. In fact recycling in Devon and Torbay, with support from the local authorities was begun by the Community Sector. Whilst many community initiatives are small scale, Community Sector businesses have won tenders in the past to deliver kerbside collection services competing successfully against some of the bigger players in the waste industry.

Although the Local Authorities will no longer be supporting the Devon Community Recycling Network (DCRN) financially from April 2017, it has been successfully working in partnership with Local Authorities and others since 1992 to maximise mutual benefit and the contribution made by social enterprise businesses and community projects to waste reduction, reuse, recycling and composting. DCRN set up Refurnish in 2001 (formerly Devon Furniture Forum) to enable furniture and appliance reuse, Refurnish now operates 7 furniture reuse shops linked to a warehouse and repair centre.

The work of DCRN helped to achieve a number of policy objectives in the Strategy including:

- Sharing experience through networking,
- Giving information and support to the community sector,
- Promoting reuse through involvement with Refurnish Devon,
- Raising awareness of waste issues,
- Developing joint strategies,
- Promoting co-operation, cohesion and better understanding between different sectors working to reduce waste,
- Tackling waste, environmental issues and social disadvantage in their communities by creating value from waste which in turn generates jobs, training and volunteering opportunities and boosts the local economy.

Devon's community waste sector contributes a significant amount to the social economy, it has attracted over £2million in external funding to help tackle waste, it sustains over 100 jobs, and redistributes over 32,000 items of furniture and appliances every year to people in need. DCRN is a limited company and plans to continue its work using funding from alternative sources.

The Devon and Torbay Authorities have also funded the Devon Community Composting Network (DCCN). Whilst the new committee, Devon Authorities Strategic Waste Committee (DASWC) will no longer fund DCCN from April 2017, they will be continuing to support Community Composting Groups with composting credits.

The added value of supporting the community sector has wider benefits than just increasing the recycling rate, these include community cohesion, jobs, training, and reduced price goods for the disadvantaged. Whilst the Devon and Torbay Authorities can no longer sustain funding the community sector to the previous level of support they will continue to work with the community sector to promote sustainable waste management.



## 12. Incentives

The Government is keen on offering incentives to encourage householders to reduce, re-use and recycle more of their waste. These might be in the form of recognition, vouchers for local schools or community groups, or donations to charities, other rewards or prizes. Torbay has taken up the Green Points Programme (funded for them by WRAP) whereby residents earn points for recycling which can be used in participating shops and/or to help community initiatives. The Devon and Torbay Authorities will further consider the use of incentives, potentially applying for Government funding when available. However, there is concern as to how incentives could be sustained in the longer term.

## 13. Proposed policies and actions

The policies and future plans for waste prevention and reuse in the Resource and Waste Management Strategy for Devon Review and the Municipal Waste Management Strategy for Torbay are listed at Appendix 5 and Appendix 6 respectively.

The key overarching policies will be:

- To work in partnership to maintain waste growth per household at zero or below.
- To set and regularly review the waste reduction targets.
- To initiate, promote and support high profile waste prevention and reuse campaigns to facilitate lasting behavioural change amongst the householders of Devon
- To ensure the Waste Collection Services, HWRC Strategy and Organic Waste Strategy complement the Waste Prevention and Reuse Strategy
- To work with partners to encourage, promote and support the re-use of goods, items and materials.
- To continue to support the activities of the Community Sector where possible

### 13.1 Waste reduction targets

The following waste reduction targets are proposed:

Year	Kg waste/head (Devon)	Kg waste/head (Torbay)
15/16	458 (actual)	445 (actual)
16/17	455	442
17/18	452	439
18/19	449	436
19/20	446	433

### 13.2 Waste Prevention Campaign work

The value of Behavioural Change work is described in Appendix 4. Further to Figure 8 (Priority materials) the campaign work to influence behavioural change will focus on food waste providing advice on how to reduce it as well as ensuring any food waste that is produced goes into the correct container for processing via Anaerobic Digestion or In Vessel Composting. This will be achieved through PR and marketing campaigns, Love Food Hate Waste training, roadshows and potentially through the use of bin stickers (to ensure the food waste they do produce does not go in their residual {black} bin. Home composting will also be promoted as a means of dealing with both garden and food waste.

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Other materials will be considered in priority order including plastic packaging waste (through the refill Devon initiative whereby businesses will be encouraged to offer a free fill up of tap water to the water bottle carrying public); and paper waste through the promotion of the Mailing Preference Service which reduces junk mail. Further materials will also be tackled – see the Action Plan at Appendix 9 and the Communications Strategy Action plan at Appendix 8.

The impact of this campaign work will be measured through a variety of means including on street market research, focus groups, social media networking sites analytics, recycledevon.org google analytics and inputting into the Waste Prevention Toolkit.

A new joint contract is due to begin in April 2107 which will provide 3 Waste and Recycling Advisors across Devon and Torbay who will assist the authorities to reduce contamination of recycling/residual bins. Although the focus will be on recycling, advice on waste prevention, particularly food waste, will also be given.

The current Waste Education Strategy for schools is being reviewed for a new period of 5 years from 2017-22. The County Council's contract to deliver waste education will continue to offer workshops, assemblies, waste audits and visits to waste facilities, focussing on the waste hierarchy. Approximately 25,000 children are reached a year and feedback is outstanding. Students also take messages home, having an impact on household recycling rates. This contract is managed and funded by the County Council with Torbay buying in to it.



## 13.3 Reuse

The Devon and Torbay local authorities have had a keen interest in encouraging reuse as detailed in section 11.2. The authorities will continue to promote reuse, specifically by paying re-use credits for furniture reuse (assuming budgets allow), providing advice on websites, working with HWRC contractors to boost reuse tonnage, and by using a hierarchy of reuse to channel bulky household waste to the best avenue possible.

For two years the authorities have been able to employ a Reuse Project Officer (RPO) using external funding, joint authority funds and latterly County Council funds for 2017/18. This allows a greater number of initiatives to be achieved in the field of reuse. The RPO will continue to maximise opportunities for community engagement with the concept and practice of reuse and repair within each district.

Additionally, the Devon local authorities will 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 Third Sector in their reuse / repair retail operations and social projects e.g. by providing training opportunities or funding advice.
- support and promote the opportunity, value and benefit of the reuse sector via Recycle Devon's reuse directory 'REUSE IT' and REUSE Week
- develop partnerships that encourage and enable increased reuse / repair activity in local areas such as working with housing associations and training providers.
- support the establishment of facilities to enable goods and materials to be re-used, repaired and exchanged.
- promote the opportunity, value and benefit of reuse and repair via DLDGTW campaigns and media channels
- promote cross working of local authority departments to optimise reuse e.g. procurement, social care, bulky waste collections
- promote Waste Electrical and Electronic Equipment (WEEE) reuse through the WEEE contract
- consider the hierarchy of reuse for Bulky Household Waste items



## 13.4 Communities

Although the local authorities are withdrawing direct support for DCCN and DCRN they will continue to liaise with networks and communities to determine where partnership working could be mutually beneficial. A positive example of this is the Devon Community Engagement Project. The County Council has invested in a contract to deliver advice to the community of Tiverton which is aimed at enabling the community to become more resilient and self sustaining in how they manage their waste. New and existing groups will be trained and advised on how to hold their own events, home compost and cook using leftovers for example. This pilot is being held for 2 years with a view to it being extended to other Devon and Torbay towns if it proves successful. It is based on the Oxford Community Action Group (CAG) project which has developed over many years into a nationally recognised beacon of sustainable practice.



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## 13.5 Waste Collection Policies

The district councils of Devon, and Torbay, have a variety of practices with respect to waste collection. It has been agreed that all authorities will aim to collect the same materials at the same frequency. This aligned option is collecting food waste weekly, recycling weekly and residual waste fortnightly. Garden waste policies will vary but charged for would be preferred. Adopting this option should result in an increased recycling rate and a reduced quantity of waste arising. The current policies are as follows:

Collection Services			
Food Waste	Garden Waste	Dry Recycling	Residue
East Devon (w)	East Devon (£/f)	East Devon (w)	East Devon (f)
	Exeter (£/f)	Exeter (f)	Exeter (f)
Mid Devon (w)	Mid Devon (£/f)	Mid Devon (f)	Mid Devon (f)
North Devon (m/w)	North Devon (m/f)	North Devon (w)	North Devon (f)
South Hams (m/f)	South Hams (m/f)	South Hams (f)	South Hams (f)
Teignbridge (w)	Teignbridge (£/f)	Teignbridge (w)	Teignbridge (f)
Tarridge (m/f)	Tarridge (m/f)	Tarridge (w)	Tarridge (w)
West Devon (w)	West Devon (f)	West Devon (w)	West Devon (f)
Torbay (w)	Torbay (£/?)	Torbay (w)	Torbay (f)

YELLOW = aligned option    £ = charged service    m = mixed collection    w = weekly    f = fortnightly

Appendix 7 shows further detail of District Council and Torbay collections.

The waste prevention/reduction policy proposals in relation to waste collection are as follows:

- An authority wide commitment is made to reducing waste and that the targets in 13.1 are used as the principal measure of Devon's and Torbay's success in accordance with the waste hierarchy.

- A waste hierarchy test is developed and routinely applied to systems or policies which could impact on waste generation across all authorities. i.e. a documented application of the hierarchy when considering new policies, and following of good practice.
- A Devon wide waste collection service blueprint (incorporating the aligned option) is developed and implemented seeking to ensure a consistent and effective service for residents is balanced with a targeted approach to reduce waste. This will include
  - weekly food and recycling collections,
  - fortnightly (or longer) residual waste collections
  - provision of residual waste in 180L bins when appropriate
  - no side waste (exceptions? bag and communal collections?)
  - an optional charged for garden waste subscription service.
  - Bulky waste policy including application of the hierarchy to incoming calls
  - Recycling compliance and communications
- Devon's Waste Communications Strategy Action Plan continues to incorporate targeted support for WCAs developing new aligned schemes or to boost participation of existing schemes.
- A waste treatment cost saving / sharing mechanism is implemented between DCC and WCAs. This is already being progressed with a number of authorities under the Shared Savings Scheme, whereby the county council shares the savings it makes when a district implements a significant change to its collection regime.
- Effective implementation of DCC's Controlled Waste Regulations (2013) policy
- Trade waste reporting is assessed to ensure a consistent and accurate record is maintained and that disposal recharges due are applied accordingly.
- A rolling programme of Devon wide waste analysis is considered to ensure collection systems and communications campaigns accurately reflect the informational and practical needs of residents whilst monitoring the success of capture rates for targeted streams (students, community service?)

## **13.6 Household Waste Recycling Centres Policies**

The quantities of waste going through Devon's Household Waste Recycling Centres is considerably more than in some other counties. The research project (Appendix 3) was not conclusive as to why this is the case. However, the recommendations below could potentially assist in reducing the waste throughput:

- A review of existing site provision should investigate options for site rationalisation and improvements and assess material streams currently managed by sites with a view to reducing overall site throughput of non-household fractions in line with ambitions contained in Devon's Recycling Centre Strategy.
- Continued and concerted efforts to increase site reuse, recognising its value in increasing site recycling rates. A new Re-use target has been set as part of the new HWRC contract starting in April 2017.
- A review of current signage is carried out to assess clarity, siting and public opinion contrasting current templates with nationally recognised Recycle Now iconography. Subsequent re branding could form part of a routine longer term sign replacement programme.

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- Consideration of an SME pilot recycling opportunity through a 'resource park' model based on the conversion of an existing site or new centre with household and trade options independently managed through the contractor.



## 13.7 Organic Waste Policies

The waste arising research highlighted the potential for high organic waste arisings and the following recommendations could assist in reducing these:

- Organic waste schemes should seek to minimise contamination and ensure that the material is processed to achieve PAS quality standards. This aligns with EU policy ambitions for a unified definition and calculation of recycling performance.
- Street sweeping policies and practice undertaken by WCAs should be assessed in accordance with requirements of the EPA 1990 and 'Code of Practice on Litter and Refuse' (Gov.uk) to ensure highways meet, but not exceed, agreed standards to reduce waste and treatment costs.
- Mixed food and garden waste collections (IVC), should be replaced with weekly food waste only collections (AD) utilising caddies and fortnightly or less residual collections. Comprehensive and ongoing communications campaigns are also required to support schemes into the future to maximise participation.
- Free garden waste collections via the kerbside increase waste arisings, so charged services should be introduced if authorities wish to maintain this service.
- The payment of Recycling Credits for Community Composting should be reviewed and consideration of a new model of support for the wider community investigated (i.e. community advisors or subsidised home composting)
- Targeted promotion of home composting between WCAs and WDAs should continue, recognising its significant impact on waste prevention and reduction.

### Legislative and strategic context

Although waste prevention has been a central objective of EU and National waste policies for many years, a report by the European Commission acknowledges that limited progress has been made turning this particular objective into practical action. In part this is due to the difficulty in evaluating 'something that doesn't exist'.

Despite the obstacles, the European Commission and DEFRA have confirmed that 'preventing waste' delivers the best environmental and economic outcome and is essential to moving towards a more sustainable economy.

In policy terms, 'preventing waste' means;

- 1) Reducing the amount generated.
- 2) Reducing the hazardous content of that waste.
- 3) Reducing its impact on the environment.

In terms of the scope of this document, waste prevention will include: avoidance, reduction and re-use of waste.

### EUROPE

'**Europe 2020**' is the EU's growth strategy with a central aim to deliver 'a smart, sustainable and inclusive economy'.

A 'sustainable economy' is defined as 'building a more competitive low-carbon economy that makes efficient and sustainable use of resources, and where consumers are helped to make well informed choices.'

The rationale for a sustainable economy is that the Europe 2020 strategy projects sustained increases in household waste to approximately 504kg per person by 2020. This growth is attributed to increasing affluence and a 30% increase in global population anticipated by 2050. Waste is rapidly becoming one of the EU's highest priorities. At local level, this projection represents a 7% increase in Devon's total household waste.

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'How can we focus on the environment when everyone is talking about austerity and cutbacks? What does the environment have to do with growth and jobs? The fact is that in the long run it has everything to do with it'

EU Commissioner for the Environment (2012)

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'**The Roadmap to a Resource Efficient Europe**' is one of seven flagship initiatives emerging from 'Europe 2020'. The 'Roadmap' outlines how Europe's economy can be transformed into a sustainable one by 2050, where economic performance is boosted and resource use reduced.

The Roadmap, aspires for Europe to become a 'recycling society', where 'waste' is treated as a 'resource'. Most notably this initiative states that a far higher priority needs to be given to waste prevention initiatives and includes an aspirational target for an absolute decline in waste generation per capita by 2020.

'**Environmental Action Programmes (EAPs)**' develop key themes from the 'Roadmap' to provide an overarching framework for EU environment policy until 2020. The 7<sup>th</sup> EAP (Living well within the limits of our planet) will reinforce priority objectives for the EU and its Member States to achieve, for waste;

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*'Waste is safely managed as a resource, waste generated per capita is in absolute decline, energy recovery is limited to non-recyclable materials and landfilling of recyclable and compostable materials is effectively eradicated.'*

The **Thematic Strategy on the Prevention and Recycling of Waste** is one of seven strategies programmed by the 6<sup>th</sup> EAP. This strategy was reviewed in 2011 in preparation for the 7<sup>th</sup> EAP and the commission found that the original objectives and strategy remained current and valid.

The Strategy concludes that waste prevention can only be achieved by influencing practical decisions taken at various stages of the life cycle: from how a product is designed, manufactured, made available to the consumer and finally used. The Strategy also identified that **participation of the whole civil society is required** which will only be achieved through **'improved stakeholder participation and raising public awareness'**.

The Thematic Strategy set a target to review and modernise EU waste legislation through a 'Targets Review Project', in particular, this project would address, the Landfill Directive (99/31/EC), Packaging & Packaging Waste Directive (94/62/EC) and the Waste Framework Directive (2008/98/EC). The **Targets Review Project** will be published imminently.

For waste prevention, the consultation suggested the following;

- A requirement that waste generated per capita is in decline by 2020.
- A target for decoupling of municipal waste from economic growth.
- Absolute targets for waste prevention set across member states.
- New requirements for Member States to incrementally increase the number of prevention measures in place and the overall coverage of these measures.
- Introduce requirements for progressive coverage of households by pay-as-you throw schemes.
- A maximum level set for the amount of waste that can be incinerated for different waste streams (e.g. household waste).

The **Waste Framework Directive** (2008/98/EC) is a central element of EU waste policy which sets the legal framework for the treatment of waste across member states. Its aim is to protect the environment and human health through the prevention of the harmful effects of waste generation and management.

The Directive sets out the basic concepts and definitions for the EU waste industry and reaffirms that waste policy and legislation in member states shall apply the waste hierarchy as a priority.

Specifically, Article 29(5) of the Directive required member states to publish waste prevention programmes by the end of 2013. In addition, a system is also to be developed for sharing information on best practice regarding waste prevention and EU guidance to assist Member States in the preparation of their waste prevention programmes.

At a European level, there is a growing body of research supporting the value of waste prevention as an essential element of effective waste management strategies.

## The Circular Economy Package

The most recent proposal to come out of the EU in respect of waste is the Circular Economy Package.

The European Commission adopted an ambitious **Circular Economy Package, which includes revised legislative proposals on waste** to stimulate Europe's transition towards a circular economy which will boost global competitiveness, foster sustainable economic growth and generate new jobs.



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The Circular Economy Package consists of an [EU Action Plan for the Circular Economy](#) that establishes a concrete and ambitious programme of action, with measures covering the whole cycle: from production and consumption to waste management and the market for secondary raw materials. The [annex to the action plan](#) sets out the timeline when the actions will be completed.

The proposed actions will contribute to **"closing the loop" of product lifecycles through greater recycling and re-use, and bring benefits for both the environment and the economy.**

The **revised legislative proposals on waste** set clear targets for reduction of waste and establish an ambitious and credible long-term path for waste management and recycling. Key elements of the revised waste proposal include:

- A common EU target for recycling 65% of municipal waste by 2030;
- A common EU target for recycling 75% of packaging waste by 2030;
- A binding landfill target to reduce landfill to maximum of 10% of municipal waste by 2030;
- A ban on landfilling of separately collected waste;
- Promotion of economic instruments to discourage landfilling ;
- Simplified and improved definitions and harmonised calculation methods for recycling rates throughout the EU;
- Concrete measures to promote re-use and stimulate industrial symbiosis - turning one industry's by-product into another industry's raw material;
- Economic incentives for producers to put greener products on the market and support recovery and recycling schemes (eg for packaging, batteries, electric and electronic equipments, vehicles).

## **NATIONAL**

England produces around 228 million tonnes of waste every year. DEFRA recognise that this represents *'a poor use of resources and costs businesses and households' money*'.

Because economic growth and waste are inextricably linked, DEFRA have made a commitment to move towards a 'zero waste economy' in line with Europe 2020.

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*'We need, as a society, to value products and care about how they are made and used, and how we deal with them when we no longer need or want them. If not, we will not only increase costs at a time when we are facing real challenges in reducing the deficit, but we will also have a negative impact on our environment.*

## **DEFRA (2013)**

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National waste policy is driven by the EU Waste Hierarchy which was enshrined in law through the Waste (England and Wales) Regulations 2011.

The **Government Review of Waste Policy in England 2011** forms the current Waste Management Strategy for England. However, a 'Waste Management Plan for England' was also published in 2013 to fulfil the requirements of the Waste Framework Directive, consolidate the 2011 Government review and complement Waste Planning Policy.

Current policy identifies a range of actions and commitments required to deliver a zero waste economy, including;

- Develop a range of measures to encourage waste prevention and reuse, supporting greater resource efficiency;
- Support initiatives which reward and recognise people who do the right thing to reduce, reuse and recycle their waste

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During the strategy review, DEFRA reported that; *'we heard repeatedly that preventing waste from arising had to be the overriding priority'*. As a result, waste prevention forms a central theme of this National strategy.

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*'We recognise that to change people's perceptions of waste and influence these [prevention] behaviours we need to start where people are and work with a range of motivations'*

Government Review of Waste Policy in England 2011

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The Strategy identifies that the priority of preventing waste is the shared responsibility of Government, businesses, local authorities, civil society and others in order to deliver the following actions;

1. Provide information and support to businesses
2. Drive waste prevention through product design and standards
3. Encourage and enable consumer action
4. Develop a Waste Prevention Programme

The strategy also acknowledges that Government departments and the wider public sector have a responsibility to reduce and manage their own waste more effectively.

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*'Just as local authorities will want and need to become ever more efficient, I also want us to work together to build on the excellent work already done to increase recycling rates. Here, I'm a firm believer in education and encouragement rather than prescription, giving people the opportunity to do the right thing.'*

MP Lord De Mauley (2013)

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## The Waste Prevention Programme for England

<https://www.gov.uk/government/publications/waste-prevention-programme-for-england> was published in late 2013 in response to Article 29 of the Waste Framework Directive. This is England's Waste Prevention Programme as identified in the National Waste Strategy.

Waste Prevention is a DEFRA priority and this programme aims to support growth whilst helping householders, local councils and businesses to save money. The programme will also contribute to reducing damage to the environment; and help to conserve resources.

The Programme has established priority areas for waste prevention and reuse based on the wider 'lifecycle thinking' approach. Lifecycle thinking strives to lower the environmental burden of products and services across all areas from extraction to disposal, and most significantly, this must occur without shifting the burden elsewhere.

Priority areas identified in the programme are;

1. Food
2. Textiles
3. Plastics
4. Construction and demolition waste
5. Chemical and healthcare sectors
6. Paper and board
7. Electronic and electrical equipment
8. Other items for re-use

# Agenda Item 5

Many of the streams identified above are directly influenced by householder behaviour.

The Government has made significant progress towards waste prevention and re-use from businesses with a number of voluntary agreements including:

- With packaging by implementing the Courtauld series of Agreements whereby the major retailers sign up to a voluntary agreement to minimise excess packaging <http://www.wrap.org.uk/category/initiatives/courtauld-commitment>
- With food waste and packaging under the Hospitality and Food Service Agreement [www.wrap.org/content/hospitality-and-food-service-agreement-3](http://www.wrap.org/content/hospitality-and-food-service-agreement-3)
- And with clothing under the Sustainable Clothing Action Plan aimed at reducing the waste water and carbon footprint of the clothing consumed in the UK [www.wrap.org.uk/content/sustainable-clothing-action-plan-1](http://www.wrap.org.uk/content/sustainable-clothing-action-plan-1)

Through WRAP the Government have also made significant progress to reduce food waste through the national Love Food Hate Waste campaign <http://www.lovefoodhatewaste.com>. The most recent development on this front is the Fresher for longer campaign <http://www.wrap.org.uk/fresherforlonger> which identifies the fact that sometimes packaging can prolong the life of food leading to a reduction in food waste.

Current campaigns also include Love your clothes <http://loveyourclothes.org.uk/> which focusses on reducing textile waste by offering advice on repairing, reusing and recycling clothes.

In addition to current work carried out by WRAP and others, the Government propose the following actions:

- Develop, through WRAP, a **Sustainable Electricals Action Plan**
- Support **innovation in design** through the Technology Strategy Board's investment of up to £5million in collaborative research and development
- Raise awareness of resource efficiency models through a £900,000 programme of Action Based Research pilots and WRAP run **trials of take back schemes and leasing/hire schemes**
- Offer two year **Waste Prevention Fund** of £800,000 to support communities to take forward innovative waste prevention, re-use and repair actions in their local areas working in partnership with local businesses, authorities and civil society groups.
- Develop through WRAP a **web-based postcode locator** to find their local re-use and repair services
- Work in partnership with industry and others to **increase consumer and business confidence in the quality of second hand goods** including development of a standard for re-use.
- **Support local authorities and others to communicate effectively** by providing guidance and communications materials for promoting action in their local areas and work with others to promote resource efficiency and waste prevention in schools and higher education.
- **Improve access to finance for businesses**, enabling them to invest in resource efficiency by continuing with the **£1.5m Waste Prevention Loan Fund**
- Update with others tools to help businesses and local authorities maximise the opportunities from waste prevention and resource efficiency, including support for training of local authority officers to advise local business and civil society and provision of guidance and communications materials to promote action in their local areas.
- **Mandate a 5p charge on single use plastic carrier bags** and explore how Individual Producer Responsibility can be implemented
- Set up a **Local Authority Forum** to share best practice on greater re-use and repair
- Develop a **suite of metrics** to help monitor progress on waste prevention to enable consistent measurement of for example financial environmental and social impacts and levels of engagement

### Measuring the impacts of waste prevention initiatives

There are a number of tools available to attempt to measure the impact of waste prevention initiatives. Devon has chosen to use the tool designed by Eunomia. An example below is for using the Mailing Preference Service.

**No Junk Mail** [Return to Model Overview](#) [Return to 'Choose Initiatives' Tab](#)

As part of the communication schemes many authorities have encouraged households to reduce the quantity of junk mail they receive by, for example, signing up to the Mail Preference Service (MPS)\* or the Royal Mail's opt out service\*\*. Despite the widespread promotion of no junk mail initiatives, data on diversion rates are very limited. Where impacts have been calculated, they frequently refer to a figure cited in WRAP's online Waste Prevention Toolkit – that is, for each household signing up to the MPS a diversion rate of 4 kg per household could be achieved. Given the paucity of data, this default figure has been used as the upper range in this model.

**Key**  
 Required input   
 Output value

\* Mail Preference Service, www.mpsonline.org.uk/mpsr/  
 \*\* Royal Mail, www.royalmail.com/you-home/controlling-your-mail

---

**Summary Outputs**

**Details**

*Please note, the graph and summary table are displaying outputs – there are no required inputs until the instructions commence at number 1 below. The outputs will remain blank until data has been inputted.*

*Once the inputs have been defined the graph will display a maximum upper and lower waste prevention range with the anticipated tonnage avoided by the local authority falling within this range.*

*In the summary table figures are presented for the whole authority (i.e. across the entire housing stock). Using the drop down list you can view results on an annual basis, while total figures for the whole period are presented in the final column.*

**Predicted Tonnage Avoided**

— Upper Range — Avoided local authority waste — Lower Range

**Summary figures for whole authority**

	Annual	Total
Year:	2014/15	Yr 1 - Yr 5
Waste avoided (tonnes)	68.22	273
Waste avoided per household (kg)	0.19	1
Total Implementation costs (£)	£1,272	£2,514
Cost per household (£/household)	£0.00	£0
Cost per tonne avoided (£/tonne)	£19	£9
Impact on recycling rate (%)	0.008%	

<b>Results year 1</b>	
Avoided disposal (prevention)	68.22 t
Cost of Scheme Implementation	£862 or £43 per tonne diverted
Saving as result of campaign	£6573

### Investigation into waste arisings in Devon

#### 1. Literature review

The County Council has carried out desk top research including a literature review into waste arisings looking at global, UK, and local influences.

In 1992, the UN Action Plan – ‘*Agenda 21*’ established three central drivers for waste generation:

- Population
- Wealth
- Consumption

Since then there has been an expansion in the number of variables now thought to contribute towards the overall generation of waste and there have been numerous research projects into waste arisings carried out by consultants such as Entec and Resource Futures on behalf of a variety of clients. The literature review of these reports is somewhat inconclusive on many of the factors above, and particularly the way they interact, but there seems to be some agreement on the following, although they should not be considered in isolation:

Factors which can lead to increased waste (starred \* are those factors within local authority control):

- \*Wheeled bins as opposed to black sacks
- \*Garden waste collections, particularly those that are free of charge
- Tourism where there are significant number of holiday properties
- \*Weekly collection of residual in wheeled bins
- Number of people in a household (per capita waste arising higher in smaller households)
- Properties with pets
- \*240l residual bins (although less then goes to recycling centres) (also lower recycling)
- Young people’s (18-24s) habits particularly food waste and WEEE
- \*Comprehensive Recycling Centre provision and no cross border waste controls
- \*Waste classification in comingled household/trade collections
- \*Pursuit of weight based targets

Factors which can lead to reduced waste arisings

- Pay As You Throw
- \*Promotion of home composting, food waste collections and side waste policies
- \*Smaller residual bins than 240l
- \*HWRC controls on commercial waste
- High level of deprivation
- \*Enforcement and Communications
- \*Incentives
- Homes occupied by over 65s
- \*Enforced side waste policies
- \*Accurate and updated comingled trade deductions
- Service not ownership model (e.g. reuse)
- \*Comprehensive recycling services

Other possible contributing factors (+/-)

- \*Incorrect data
- Lifestyle changes
- Online shopping
- Baby boomers
- \*Separate food waste collections
- Housing type, socioeconomics, affluence
- Rurality (remote) (and higher recycling)
- Seasonality

# Agenda Item 5

- Legislation
- Ethical consumption
- \*Types of service offered

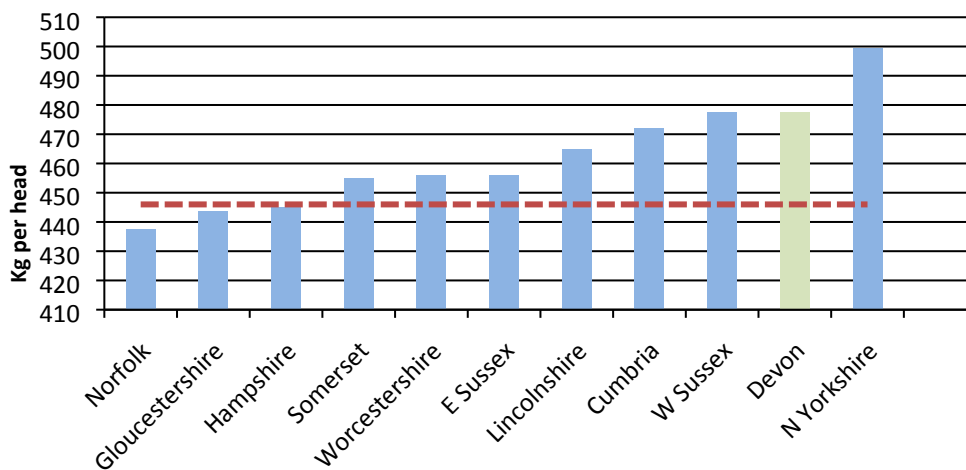
## 2. Devon background

Devon’s waste arisings peaked in 2002/03 at 556kg/head and there was a second peak in 2007/08. (In 2005/06 they were below the average for WDAs). These peaks correspond to rapid rises in recycling rates, economic growth and the implementation of the IVC composting project (Heathfield 2004, Broadpath 2006 and Deep Moor 2009) through the Devon Composting Partnership to meet the Landfill Directive.

Most of the family group (counties with similar characteristics) produce more than the English average with the exception of Norfolk and Gloucestershire. Oxfordshire, although not in the family group, has the highest recycling rate (NI192) and the 6<sup>th</sup> best waste arisings measure BVI84a at 428kg collected per capita.

This paper will be focussed mainly on factors that local authorities can influence, however, it is worth noting that WRAP have calculated that a change in household size from 2.44 to 2.19 would result in a 7.7% increase in waste per capita. For Devon, whose average number of people per household is 2.3 compared to the English average of 2.4 this represents a 3% increase in waste on the national average. In Oxfordshire the household size is 13% smaller than the Devon average which would give 8% less waste/capita.

**BVPI84a - Total kg waste collection per head  
Family Group - 2013/14**



**Figure 1**

**Table 1 – BVPI84a 2005/06 and relative 2013/14 performance**

Table 2 shows the arisings for each district and their position in England out of 229 authorities

2013/14	BVPI84a	Position
East Devon	289kg	3
Exeter	308kg	20
West Devon	358kg	93
Teignbridge	382kg	137
Mid Devon	397kg	175
Torridge	413kg	203
South Hams	420kg	211
North Devon	428kg	217

**Table 2 – BVPI84a (2013/14) Devon WCAs**

### 3. Potential areas to investigate further

The areas which are under local authority control that have been identified for further investigation are as follows:

- Using In Vessel Composting as the method of dealing with food waste (card and garden waste
- Charged for garden waste
- So far unexplained variations in sweepings, HWRC garden waste and separate garden waste collections
- High number of HWRCs (and restriction policies?)
- Size of residual waste collection bin
- Side waste policy
- Bulky waste policy
- Trade waste

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### Behavioural Change

There are many ways of preventing waste ranging from improved product design (including extending product longevity and designing out obsolescence) to reducing excess or unnecessary packaging, reducing food waste, refusing single use plastic bags and reducing junk mail. To a great extent it is about changing behaviours and particularly changing attitudes from thinking that waste is unavoidable to viewing it as a preventable phenomenon or at the least a valuable resource.

A vast amount of research has been carried out on the subject of influencing behavioural change through the medium of social psychology. A selection of evidence from this work is detailed below.

#### ***Defra Waste Prevention Evidence Review of 2009 and A Framework for Pro-environmental behaviours***

In relation to waste prevention, the Government's Waste Prevention Evidence Review of 2009 said that "Waste Prevention is not one, but many behaviours, 60% of the public does at least one of them at least some of the time". There is a hierarchy of waste prevention behaviours varying from donating goods to charity, to small reuse around the house to changes in consumption habits.

Barriers to engaging householders include:-

##### Individual

- It's someone else's problem, apathy
- Not knowing what to do
- Not feeling able, powerlessness, disempowerment
- Too expensive, other choices are sub-optimal, inconvenient
- Locked into existing habits – e.g. dominance of recycling
- Scepticism

##### Societal

- Modern consumer culture confers status through the acquisition of 'stuff', i.e. social norms (waste prevention is private and confidential therefore there is less likelihood of a social norm developing)

##### Material

- External constraints (infrastructure, costs, work, time).

And of course, different behaviours are subject to different barriers. Barriers and motivations may also change according to life stage and other individual circumstances.

Motivations include:-

- moral values,
- personal responsibility,
- self confidence,
- individual costs and benefits, e.g. health,
- social norms,
- habits,
- feel good factor,
- being part of something large
- avoiding loss is greater than achieving a gain



The conclusions were that

- (charging aside) local consumer campaigns had the most potential, followed by collection regimes and waste prevention targets and levies for residual waste.
- A coherent basket of measures is essential to influence waste prevention habits.
- Internationally it has been recognised that a package of complementary measures such as prevention targets, producer responsibility, household charging, public sector funding for pilot projects, collaboration between public, private and third sector organisations, and intense public awareness/communications campaigns are key to successful waste prevention.
- WRAP suggest that food waste, home composting and bulky waste offer the most in terms of tonnage reduction.

### ***Moments of Change as opportunities for influencing behaviour nef/Defra***

Inconclusive evidence has been gathered regarding “Moments of change” theory in relation to the take up of pro-environmental behaviour.

Some evidence showed that students leaving home for the first time (18 – 25) are beginning to forge their own identities in relation to those around them and social norms will be an important determinant of pro-environmental behaviours; interventions based on awareness, price and competition may influence their behaviour if led by student union, not university authority.

New parents may not be receptive to new initiatives due to being exhausted and overwhelmed, they may be affected by their previous behaviours versus guilt, e.g. of buying second hand. Changes might not be maintained with these being barriers to receptiveness.

Moving house might affect travel behaviours but not other types of behaviours, although anecdotally it should be noted that people may stop home composting if their food waste is collected at the kerbside.

In respect to retirement there is a lack of evidence though people may try to reduce costs by reducing food waste.

In response to exogenous shocks such as oil prices and the credit crunch, people do change but then return to normal (and expect to which is a motivator in itself).

### ***Waste Research – Behaviour change key points – Leicestershire County Council***

Leicestershire are one of the leading authorities on behavioural change initiatives with respect to waste prevention. They concluded the following after an extensive literature review.

Behaviour can be understood in terms of three main elements: Motivation, trigger and ability. If any of these is missing or weak it needs to be developed to bring about behaviour change, conversely any one of the elements could be disrupted to reduce a negative behaviour. This can be achieved by using the MINDSPACE and the 6 Es framework that Defra and the Cabinet Office have developed. Mindspace is the cluster of the most robust effects that have been repeatedly found to have strong impacts on behaviour

- **Messenger** – we are heavily influenced by who communicates information.
- **Incentives** – our responses to incentives are shaped by predictable mental shortcuts, such as strongly avoiding losses.
- **Norms** – we are strongly influenced by what others do.
- **Defaults** – we ‘go with the flow’ of pre-set options.
- **Salience** – our attention is drawn to what is novel and seems relevant to us.
- **Priming** – our acts are often influenced by sub-conscious cues.

# Agenda Item 5

- **Affect** – our emotional associations can powerfully shape our actions.
- **Commitments** – we seek to be consistent with our public promises, and reciprocate acts.
- **Ego** – we act in ways that make us feel better about ourselves.

## Explore

- Whose behaviour are you attempting to influence?
- How do attitudes and motivations vary between the different groups concerned?
- How are you combining Insight with the MINDSPACE effects?
- Does your team have the capacity to draw on both insight and behavioural theory?

## Enable

- How does the wider context in which people act constrain or encourage the change?
- What are the effective choices available to different sections of society?
- How do the choices that government presents affect behaviour?

## Encourage

- Can you introduce any new elements from the MINDSPACE framework?
- How does MINDSPACE enhance your existing attempts to change behaviour?
- Do you need to reassess your existing actions using MINDSPACE?

## Engage

- Are you seeking permission for a policy or new perspectives on a behaviour change issue?
- Are the consequences of your policy so wide-reaching or so potentially controversial that a deliberative forum or pol may be needed?
- If so, how are you going to take the results of the event into account?

## Exemplify

- Are the actions and policies of government consistent with the change?
- How could MINDSPACE be applied to improve the way policy is formulated?
- How could MINDSPACE be used to help achieve organisational change in government?

## Evaluate

- How will you evaluate the results of your intervention?
- What measures will you put in place to ensure this evaluation is robust enough to provide convincing evidence?
- Is there an opportunity for academic collaboration?

This framework has been used by WRAP to develop their recycling competencies and appropriate communications messages that Devon is using to develop its behavioural change work.

### Resource and Waste Management Strategy for Devon Review

The Resource and Waste Management Strategy for Devon Review lists the following policies and future plans:

#### Waste Prevention

A reduction in waste growth is the core of this strategy. The aim is to maintain waste 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 with a regular review of the reduction in waste growth target.

The Local Authorities will work together to initiate, promote and support high profile waste minimisation behavioural change and education campaigns. They will work in partnership with other organisations, agencies, businesses and the community sector to achieve a lasting reduction in household waste.

#### Future Plans

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

# Agenda Item 5

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:-

- Maximise opportunities for re-use and repair.
- Stimulate markets for re-use and seek new markets.
- Pump prime reuse initiatives through selective discretionary payment and re-use credits.
- Develop reuse indicators.
- Look at ways of increasing the range of reusable items and materials including in kerbside recycling collections.
- Help facilitate reuse partnerships between LAs, the community, voluntary and charity sectors.
- Encourage businesses to donate their unwanted working WEEE to charity as part of driving down waste produced in Devon.

## Future Plans

LAs will support the establishment of facilities to enable goods and materials to be re-used, repaired and exchanged.

- 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 reuse where possible
- Consideration of the 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 centre
- Research web-based system for advertising items for re-use from Refurnish
- DCRN and DCCN and Furnish 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

### Extract from the Municipal Waste Management Strategy for Torbay 2008-2025

#### 9. Waste minimisation

9.1 The alternate weekly collection scheme, which has operated successfully in Torbay for several years, is aimed at reducing waste arisings and increasing recycling. An additional benefit is that the streets where the twin bin scheme is in operation are much cleaner, due to the waste being stored inside wheeled bins rather than black sacks. This storage prevents the bins from splitting open and from being preyed upon by vermin and seagulls.

9.2 Torbay also works within a number of partnerships to minimise waste including:

- The Devon Authorities Waste Reduction and Recycling Committee (DAWRRC) with neighbouring district councils, Devon County Council, Plymouth City Council and the Environment Agency;
- The 'Real nappies' campaign (as part of the Devon Real nappies group);
- The Groundwork Trust (enabling businesses to minimise their waste);
- West Country Worms (promotion of home composting);
- SPARC (the local Scrapstore);
- Local charities. In 2003, Torbay Council won the award of 'Most Supportive Local Authority' in the Annual Association of Charity shops national awards.

9.3 More information on reduce and re-use practices in the Bay can be located in the Baseline Report

#### 10. Development areas for waste minimisation

##### Education and publicity

10.1 Increased emphasis will be placed on raising public awareness of the importance of waste minimisation. In addition to the ongoing campaigns such as the 'Real Nappy Campaign' the following are examples of schemes which will be implemented:

10.2 Torbay 'Plastic Bag-Free Zone': Local businesses are encouraged to ask shoppers whether they 'need a bag?' Shoppers are encouraged to 'say no' to the offer of a carrier bag with their purchases. The 'Plastic Bag-Free Zone' campaign will be accompanied by the promotion of re-useable bags.

10.3 The promotion of a 'Schools Waste Minimisation' campaign to include the 'Waste-Free Lunch' where competitions are held throughout Torbay schools to see which pupil has the most waste-free lunch box.

10.4 The 'Reduce Torbay's Waste Line' campaign where residents can pledge to reduce the amount of rubbish they produce. The campaign will provide information to residents, distributed at waste minimisation roadshows and on the Council website, with 'helpful hints' on how to re-use items and reduce waste.

##### Partnerships

10.5 Torbay will continue with and strengthen its existing partnerships, for example with the Environment Agency, and local self-help groups. Torbay will also seek to develop and strengthen its connections with WRAP (the Waste and Resources Action Programme) to identify and implement initiatives for waste minimisation.

##### Engaging with local businesses

# Agenda Item 5

10.6 Torbay will engage with local businesses to encourage waste reduction in addition to the work already being undertaken by The Envision Programme.

Putting our own house in order

10.7 It is important that Torbay Council combines good business practice with environmental considerations by implementing measures for waste reduction within the Council. Torbay Council will update existing waste audit data for Roebuck House and conduct additional waste surveys for the main corporate council buildings in order to identify economical ways to reduce waste.

Local furniture re-use information

10.8 Torbay residents will be encouraged to help re-use their furniture and unwanted goods in good condition, through local self help groups such as MASH (Mutual Aid Self Help) and Refurnish. The Torbay Council Web pages will provide information to enable residents to contact local re-use groups.

10.9 Torbay Council will also look to provide reusable goods to these self-help groups, through the existing bulky waste collection service and CA/RC site, working with Devon Furniture Forum.

10.10 Consultation has demonstrated a desire by Torbay residents for the CA/RC facilities to include a re-sale area. This will only be possible with considerable improvements to the CA/RC as recommended in paragraph 12.8.

## Appendix 7

### Summary of containers and policies (2016)

	East Devon	Exeter City	Mid Devon	North Devon	South Hams	Teignbridge	Torrige	West Devon	Torbay
Waste arisings (kg/head)	291	311	393	429	413	383	424	368	425
Recycling rate	46.2%	33.8%	48.2%	44.2%	53.4%	53.7%	45%	56.55	42%
Type of organic containers (Standard provision) AND Frequency? AND Charged?	1x caddy 1x food waste bin Weekly Limited charged garden?	Charged for garden 240l@£43 or 140l at £33	1x food waste bin 1x brown bin (240l) charged for garden £47	1x wheeled bin (240l) or 1x food waste bin 1x caddy Bins fortnightly caddies via kerbside weekly (where a/w is not possible) No charge at present	1x wheeled bin (180l)	1x food waste bin 1x wheeled bin (240l) charged £35	1x wheeled bin (240l)	1x caddy 1x food waste bin	1xcaddy 1xfood waste bin
Type recycling containers (Standard provision) AND Frequency	1x recycling box	1x wheeled bin (140 – 240L) or 1x recycling box (40L)	2x box	1x box 1x green bag 1x brown bag Weekly collection	<i>unlimited sacks</i>	2x boxes 1 x reusable sack	1x box 2xbag	1x box 1x reusable sack	2xbox
Additional containers offered for organic or recycling?	Up to 3 boxes, (purchase)	Charged bins.	Box (FOC) unlimited	Boxes by application (FOC) 1x additional brown bag on request	Sacks (FOC). No additional bins <i>New policy about to be introduced: Additional charged bin allowed</i>	Boxes and sacks FOC Charged for organic	By application 5+ Extra in bags ok	Charged Container allowance pro rata to 2 (1-4) 3 (5-6) boxes charged	Boxes by application FOC unlimited
Residue Collection method (standard)	Bin 180L (70%) Bin 240L (11%)	Bin 180L (60%) <i>Fortnightly Sack</i>	Sacks (100%) <i>Fortnightly 180L bin</i>	Bin 240L (80%) <i>Fortnightly Sack</i>	Bin 180L (80%) <i>Fortnightly Sack</i>	Bin 180L (95%) <i>Fortnightly (240L to 180L)</i>	Sacks (100%) <i>Weekly</i>	Sacks (100%) <i>Fortnightly</i>	Bin 240l (80%) <i>Fortnightly sack and seagull bag</i>

	Fortnightly	(9%) Weekly 140l for up to 2 people and 240l for 5+ people	available for purchase via WCA (no limit)	(9%) Weekly where a/w not possible	(15%) Weekly Current round review is expected to shift this to 90/10%	Replacement programme)			(20%)
Side waste policy	Sticker and leave in situ followed by letter / visit if reoccurring issue	Leave in situ and record.	No restrictions, but a compulsory recycling policy.	No restrictions.	Leave in situ.	Pre book 3x per year up to 5 bags per collection	No restrictions.	No restrictions.	No restrictions
Extra bin policy	240L issued for 5+ in family or 4+ baby for 3yrs only	By arrangement only i.e. large households or medical need	Bins can be purchased as required.	Large families can apply @ £25	Second bin issued for 5+ in family on temporary basis. <i>New policy about to be introduced to allow charged additional sacks but limited to 10 sacks/property/year</i>	Inspector visit Second bin issued for 5+ over 12 years old in family on temporary basis  Additional residual bin charged at £98/year for those not meeting criteria  Clear sacks Issued for families using nappies where 2 children under 2yrs.	Not applicable.	Not applicable	Supervisor visit, 2 <sup>nd</sup> bin issued for large families with clinical waste/nappies
Bulky Waste	£31 per 3 items (£5 per additional item. Separate collection.	£20 1st item + £10 additional. (£26 collect from inside property)	1 item £18, extra items at £7. Available for bulky non C&D waste	Up to 2 items £15 3 items £22 4 items £29 >4 poa	£51.50 per collection. 1 vehicle load.	Operated by third party Reuse project. 1 item £25 + £7.40 per additional item.	£18 for 2 items, £15 concession. Bulky waste collected via domestic collection except FF / WG	£16.50 for up to 2 items pro rata Concession £14.	1 item £15, extra items £5 Fridge or freezer £15 3 piece suite £22.50 Garden waste £15 for up to 15 bags



Trade Collections	No. Suspected trade abuse HH collections referred for officer visit.	Yes Suspected trade contacted. Trade sacks only or bins choice of comingled or separate dry r/c as well as sep. glass collection	Yes. Suspected trade abuse HH collections referred for officer visit.	Yes. Suspected trade abuse HH collections referred for officer visit.	Yes <i>Suspected trade abuse referred for investigation</i>	No Suspected trade abuse HH collections referred for officer visit.	No. Suspected trade abuse HH collections referred for officer visit. Pre paid sacks for sch2 properties	No. Suspected trade abuse referred for officer visit.	No suspected trade abuse. HH collections referred for officer visit
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Action			
<b>Objective 1 – Waste Reduction</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Food Waste	Primary Acorn groups 1,2,4 and 5	Love Food Hate Waste campaign	tbc
	Primary Acorn groups 1,2,4 and 6	Love Food Hate Waste events	tbc
	Primary Acorn groups 1,2,4 and 5	Love Food Hate Waste - Seasonal PR	Mar, Jun, Sept, Dec
	Primary Acorn groups 1,2,4 and 5	Compost Awareness Week (food aspect)	May
	Primary Acorn groups 1,2,4 and 5	Love Food Hate Waste - Cascade training	tbc
	Devon population	No Food Waste residual waste bin stickers	tbc
	Non participating areas	Increase use of Food Waste collection service	tbc
Home Composting	Devon population	Home composting campaign	tbc
	Devon population	Compost Awareness Week (garden waste aspect)	May
	Devon population	Advice via DASWC Waste & Recycling Advisors	Ongoing
Plastic Bottle reduction	Devon population	Launch Refill Devon initiative	Apr
Waste Prevention & Reuse Strategy	Devon population	Support strategic action plan	Ongoing
<b>Objective 2 – DLDGTW image</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Consistent and regular use of brand by partners on all comms inc. signs/livery	Internal stakeholders	Review use	Annual review
	Internal/External stakeholders	Review DLDGTW/Recycle Devon Style Guide	Annual review
Promote use of brand to external organisations	External stakeholders	Research suitable companies/organisations that may adopt the brand	Ongoing
<b>Objective 3 – Develop understanding</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Identify poor performing areas for recycling	to be identified	Via DASWC Waste & Recycling Advisors	tbc
Target poor performing areas	areas identified	One to one communications via DASWC Waste & Recycling Advisors	Ongoing
Increase engagement with hard to reach groups	18 to 26 year olds	Communicate and increase engagement further with this target group using recommended/appropriate channels	tbc

<b>Objective 4 – Communications</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Review communications strategy	All stakeholders		by Mar 18
Agree and review timed, targeted and relevant plan(s)	All stakeholders	Produce and circulate DLDGTW marketing year plan	Dec
	All stakeholders	Review Strategy action plan	Jun/Dec
Promote waste reduction, reuse and recycling via all Public Relation/Social Media opportunities	Devon population	Promote local activities and piggyback on national publicity weeks via PR (incl. digital) opportunities	Ongoing
	Area Specific/dependant on priority issue	Target top priority issue for each area and implement campaign to address it	tbc
<b>Objective 5 – Increase participation</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
More information	Acorn 3	Implement campaign to encourage participation (LA specific)	tbc
	Devon population	Increase joint Social Networking opportunities	Ongoing
Contamination Awareness	Population of LA's with contamination issues	Via DASWC Waste & Recycling Advisors	
Raise awareness	Acorn 3	Recycle Week communications	Sept
Informed crews	Internal stakeholders	Customer Care Training and updates	Ongoing
	Devon population	Implement the Recycle Devon Thank You Awards	Jan to Mar
Hold open days/site visits/give talks	Devon population	Raise awareness and understanding of recycling, reuse and waste prevention.	Ongoing
<b>Objective 6 – Recycling Centres and banks</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Recycling Centres	Devon population	Promote and raise awareness of HWRC services	Ongoing
<input type="checkbox"/>	Devon population	Communicate HWRC related issues as & when they occur	Ongoing
Banks	Devon population	Promote new textile bank locations	Ongoing
	Devon population	Promote banks that accept non ks collected materials	Ongoing
<b>Objective 7 – Community initiatives</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Stimulate greater reuse activities in the Community	Devon population	Further develop and deliver Reuse Project	Ongoing
	Tiverton residents	Further support and link with the Community Engagement Project	Ongoing
	Community Sector	Continue to link with and support existing Community groups in Devon	Ongoing
<b>Objective 8 – Internal comms</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
	Internal stakeholders	Communication Strategy working group mtg.s	1 x per year
	Internal stakeholders	www.recycledevon.org website to be kept up to date	Ongoing
	Internal stakeholders	Make use of internal/external newsletters	Ongoing
	Internal stakeholders	Report to DESMG regularly	tbc
	Internal stakeholders	Own websites to be kept up to date	Ongoing

<b>Objective 9 – Media relations</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
	Devon population	Investigate feature opportunities	Ongoing
		Coordinated approach to challenge national press articles	As and when req.
		Media briefing for major campaigns	As and when req.
		All to check websites (and links) (recycledevon.org and own) are accurate and up to date	Ongoing
	LA Press Officers	Forward DLDGTW and own PR plans to Press Offices	Ongoing
<b>Objective 10 - Diversity</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
	Diverse communities of Devon	Review use of all Recycledevon communications	Dec
<b>Objective 11 - Partnerships</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Share resources	All stakeholders	Use of Marketing Services contract	Ongoing
		Procurement of merchandise	Ongoing
		Waste education staff sharing	Ongoing
		Waste educators contract	Ongoing
		Website	Ongoing
		Social Networking sites	Ongoing
		Manage and maintain shared display equipment	Ongoing
		Exhibition van	Ongoing
<b>Objective 12 – National campaign links</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
	Devon population	Utilise and adopt where appropriate national initiatives throughout the year such as LFHW/Love Your Clothes/Courtauld 2025	Ongoing
<b>Objective 13 – Monitor/Evaluation and feedback</b>	<b>Target Audience</b>	<b>Plan 17/18</b>	<b>17/18 Timing</b>
Research	All stakeholders	On-Street Market Research	Mar
Research	All stakeholders	Focus Group research for new concepts	As and when req.
Evaluation	All stakeholders	Social Networking sites Analytics	Ongoing
Evaluation	All stakeholders	Recycledevon.org Google Analytics	Ongoing
Evaluation	All stakeholders	Recycledevon.org Search Engine Optimisation Review	Monthly

Waste Prevention and Reuse Action Plan

Appendix 9

Priority Material	Estimated tonnes arising (Devon)	Proposals (Additional community benefits)	Aims/Target	Target audience and method	How/with whom? Partners	Date	Progress
Food Waste	47,000	<u>Love Food Hate Waste</u> Cascade training Seasonal campaigns	Committed food waste reducers	Acorns 1,2,4,5,6 Survey	WRAP DCC Public health team	Mar/June/ Sept/Dec	
		<u>Home composting</u> Compost awareness week	No of people home composting	Devon and Torbay population with gardens	PR and HWRCs bin sales	May 2017	
		<u>Increase use of food waste collection service</u> Bin stickers	Reduced food waste in residual bin	All those with food waste collection and residual wheeled bin.	DCs/crews/external company	In liaison with DCs	
		Recycling Advisors	Reduced contamination – see contract for targets	Low performing areas	Contractor	Apr 17- Mar 19	
Plastic	28,190	Refill Devon	Reduced plastic bottles.	Devon and Torbay population	Business/ Community sector	April 17	

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Agenda Item 5

Priority Material	Estimated tonnes arising	Proposals (Additional community benefits)	Aims/Target	Target audience and method	How/with whom? Partners	Date	Progress
Paper	51,900	Mailing preference service	10% increase in signees per year	Devon and Torbay population	Libraries and others for dissemination of leaflets	Ongoing	
Sanitary	15,140	Promotion of Real Nappies	Take up of trial packs	Pre-natal groups and parents	Waste Prevention Advisors (volunteers) Children's centres	Ongoing	
Garden	81,000	Home composting/community composting	Number of bins sold	Devon and Torbay population with gardens	HWRCs/DCs/Contractor	Spring	
Textiles	8,250	Love your clothes	More repair and reuse	18 - 26s	SCAP/WRAP/PR	tbc	
		Promote Reuse kits	Take up of kits	Community Groups	Local councils and community groups	Ongoing	
		Promote Swishing events	Number of events	Tbc	Individuals/groups	Tbc	
		Fashion Show	Event held	18 - 26s	Uni/colleges	Tbc	
		Promote new textile banks		Tbc	Press release	Tbc	
Metal	13,719	Gas cannisters	Reduced number at EFWs	Devon and Torbay population	HWRC contractor	Tbc	

Priority Material	Estimated tonnes arising	Proposals (Additional community benefits)	Aims/Target	Target audience and method	How/with whom? Partners	Date	Progress
Metal		Bike repair workshops	Number of events	Devon and Torbay population	Ride On and others	Tbc	
Glass	27,016	Re-use glass refills	Tbc	Devon and Torbay population	Tbc	Tbc	
Wood	20,060	HWRCs	Tonnes of wood reused not recycled/recovered	DIYers	HWRC contractor	Tbc	
WEEE	10,339	Repair cafes/Repair IT events	Number of items repaired/ number of events/visitors	Devon and Torbay populations	Businesses	April 17	
		PAT testing training	Number of people trained	Devon and Torbay populations	Volunteer repairers	2017	
		Learn Devon events	Number of events	Devon and Torbay populations	Learn Devon	2017	
		University student reuse project	Event held	Students	University	End of term	
Batteries	29	Rechargeable batteries	Tbc	Tbc	Tbc	Tbc	

Priority Material	Estimated tonnes arising	Proposals (Additional community benefits)	Aims/Target	Target audience and method	How/with whom? Partners	Date	Progress
Furniture and Appliances inc. BHW	644 +2,727	Reuse Directory	Hits on website	Devon and Torbay populations	Press partners	2017/18	
		Support for Refurnish et. al	Re-use credits	Reuse groups	Reuse groups	Ongoing	
		Repair and Reuse workshops	Events held	Devon and Torbay population	Local businesses Learn Devon	2017/18	
		Use of waste hierarchy for customer services	CSCs trained	Callers to customer services	Customer service teams	Tbc	
		Library of things	All Devon + Torbay libraries taking part	Devon and Torbay population	Libraries	Tbc	
		Reuse week	Week successful	Community volunteers	Reuse Forum network	Tbc	
		Community Engagement Action Groups	CAG in another market town	Community volunteers	Transition Towns	Post April 19	
		Re-paint	Repaint established	Tbc	HWRC contractor?	Tbc	
		Zero Waste Week	Week established in calendar	Tbc	Tbc	Tbc	