

Environmental Excellence Panel

Agenda

Date

Thursday 8 October 2020

Members of the Environmental Excellence Panel

Cllr J Leggett
(Chairman)

Cllr K S Kelly
(Vice Chairman)

Cllr D J Britcher
Cllr B Cook
Cllr A D Crotch
Cllr J F Fisher

Cllr K E Lawrence
Cllr G K Nurden
Cllr S M Prutton
Cllr J M Ward

Conservative substitutes

Cllr P E Bulman
Cllr D King
Cllr S Lawn
Cllr K G Leggett MBE
Cllr I J Mackie
Cllr N C Shaw
Cllr J L Thomas

Liberal Democrat substitutes

Cllr D M Thomas
Cllr S C Beadle

Labour substitute

Cllr N J Harpley

Time

6.00pm

Place

To be hosted remotely at
Thorpe Lodge
1 Yarmouth Road
Thorpe St Andrew
Norwich

Contact

James Overy tel (01603) 430540

Broadland District Council
Thorpe Lodge
1 Yarmouth Road
Thorpe St Andrew
Norwich NR7 0DU

E-mail: james.overy@broadland.gov.uk



**If any member wishes to clarify details
relating to any matter on the agenda they are
requested to contact the relevant Officer.**



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Public Attendance

This meeting will be live streamed for public viewing via the following link:
<https://www.youtube.com/channel/UCZciRgwo84-iPyRlmsTCIng>.

If a member of the public would like to attend to ask a question, or make a statement on an agenda item, please email your request to committee.services@broadland.gov.uk no later than 5.00pm on Monday 5 October 2020.

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9	Exclusion of the press and public	
	The Chairman will move that the press and public be excluded from the meeting for the remaining items of business because otherwise, information which is exempt information by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by The Local Government (Access to Information) (Variation) Order 2006, would be disclosed to them.	
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Trevor Holden
Managing Director

DECLARATIONS OF INTEREST AT MEETINGS

When declaring an interest at a meeting Members are asked to indicate whether their interest in the matter is pecuniary, or if the matter relates to, or affects a pecuniary interest they have, or if it is another type of interest. Members are required to identify the nature of the interest and the agenda item to which it relates. In the case of other interests, the member may speak and vote. If it is a pecuniary interest, the member must withdraw from the meeting when it is discussed. If it affects or relates to a pecuniary interest the member has, they have the right to make representations to the meeting as a member of the public but must then withdraw from the meeting. Members are also requested when appropriate to make any declarations under the Code of Practice on Planning and Judicial matters.

Have you declared the interest in the register of interests as a pecuniary interest? If Yes, you will need to withdraw from the room when it is discussed.

Does the interest directly:

1. Affect yours, or your spouse / partner's financial position?
2. Relate to the determining of any approval, consent, licence, permission or registration in relation to you or your spouse / partner?
3. Relate to a contract you, or your spouse / partner have with the Council
4. Affect land you or your spouse / partner own
5. Affect a company that you or your partner own, or have a shareholding in

If the answer is "yes" to any of the above, it is likely to be pecuniary.

Please refer to the guidance given on declaring pecuniary interests in the register of interest forms. If you have a pecuniary interest, you will need to inform the meeting and then withdraw from the room when it is discussed. If it has not been previously declared, you will also need to notify the Monitoring Officer within 28 days.

Does the interest indirectly affect or relate any pecuniary interest you have already declared, or an interest you have identified at 1-5 above?

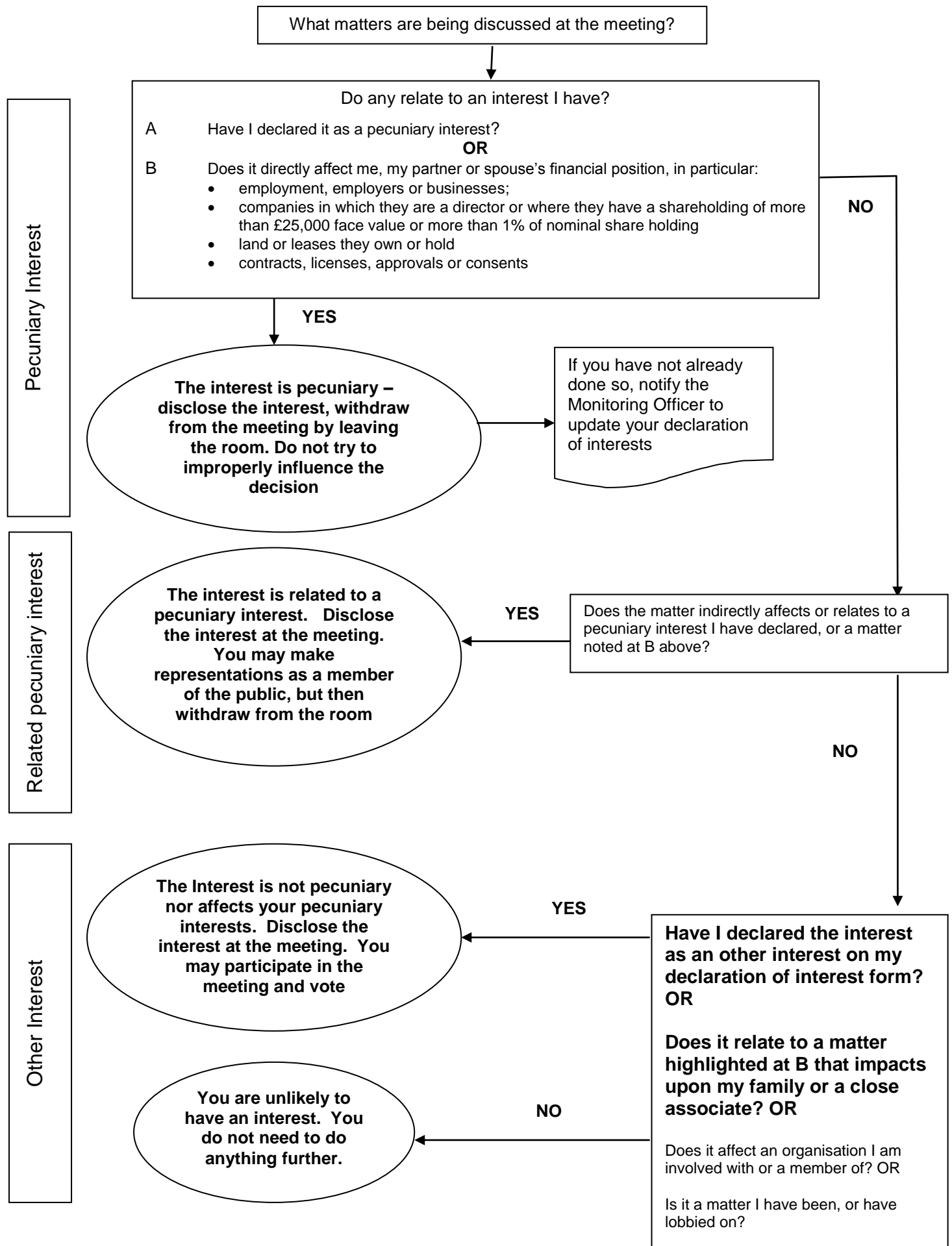
If yes, you need to inform the meeting. When it is discussed, you will have the right to make representations to the meeting as a member of the public, but must then withdraw from the meeting.

Is the interest not related to any of the above? If so, it is likely to be another interest. You will need to declare the interest, but may participate in discussion and voting on the item.

Have you made any statements or undertaken any actions that would indicate that you have a closed mind on a matter under discussion? If so, you may be predetermined on the issue; you will need to inform the meeting, and when it is discussed, you will have the right to make representations to the meeting as a member of the public, but must then withdraw from the meeting.

**FOR GUIDANCE REFER TO THE FLOWCHART OVERLEAF
PLEASE REFER ANY QUERIES TO THE MONITORING OFFICER
IN THE FIRST INSTANCE**

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



Minutes of a meeting of the **Environmental Excellence Panel** held by video link on **Thursday 23 July 2020** at **6pm** when there were present:

Cllr J Leggett – Chairman

Cllr D J Britcher

Cllr S Lawn

Cllr S M Prutton

Cllr J F Fisher

Cllr K E Lawrence

Cllr J M Ward

Cllr K S Kelly

Cllr G K Nurden

Cllr T Adams, Cllr S Catchpole, Cllr S Holland, Cllr C Karimi-Ghovanlou, Cllr S Riley, Cllr K Vincent and Cllr S Vincent also attended the meeting for its duration.

Also in attendance were the Director of People and Communities, Assistant Director Community Services, Internal Consultancy Lead Waste Services, Democratic Services Officer (LA) and the Democratic Services Officer (JO).

35 APOLOGIES FOR ABSENCE

Apologies for absence were received from Cllr Cook and Cllr Walker.

36 MINUTES

The Minutes of the meeting held on 4 June 2020 were confirmed as a correct record.

Minute No: 32 Environmental Strategy

The Chairman advised the meeting that the Environmental Strategy was no longer a combined Strategy with South Norfolk. The section on what we have done to date would be added to the Strategy in due course.

37 WORK PROGRAMME

The following items were added to the Work Programme:

- Environmental Protection and Anti-Social Behaviour
- Activities from the Environmental Strategy
- Opportunities to Increase Recycling Rates

30 EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED

to exclude the press and public from the meeting for the remaining business because otherwise, information which was exempt information by virtue of Paragraph 1 of Part I of Schedule 12A of the Local Government Act 1972, would be disclosed to them.

31 WASTE REVIEW BUSINESS CASE

The Director of People and Communities gave a presentation which set out, as detailed in the Exempt Minutes, a business case for a joint Broadland and South Norfolk Waste Service.

RESOLVED

To note the final business case; and

RECOMMENDED TO CABINET

Recommendation 4 as set out in the report.

The meeting closed at 8.30pm.

RECYCLING INITIATIVES SCOPING REPORT

Report Authors:

Michaela Beaumont
Recycling & Partnerships Officer
01508 533665
michaela.beaumont@broadland.gov.uk

Naegeen Noorani
Recycling & Partnerships Officer
01508 500873
naegeen.noorani@broadland.gov.uk

Lisa Fountain
Recycling & Partnerships Officer
01508 533641
lisa.fountain@broadland.gov.uk

Victoria Parsons
Policy & Partnerships Officer
01603 430457
victoria.parsons@broadland.gov.uk

Portfolio:

Environmental Excellence

Wards Affected:

All

Purpose of the Report:

This scoping report presents to the Environmental Excellence Panel an outline of high level options for consideration and agreement to develop into detailed project proposals that will enable the achievement of a 60% recycling rate by 2025.

Recommendations:

1. Environmental Excellence Panel to note the content of the report and to make recommendations as to which proposals should be taken forward for further development, before being brought back to the Panel for further consideration.

1 SUMMARY

- 1.1 Broadland Council has articulated a clear ambition to achieve a 60% recycling rate by 2025, an uplift from the current rate of 49.6% (2019/20)
- 1.2 This scoping report presents to panel an outline of high level options for consideration and agreement to develop into detailed project proposals.
- 1.3 The report highlights ideas drawn from current UK best practice with a brief overview of the resource considerations for successful implementation in addition to the wider strategic and legislative context at a national and county level.

2 BACKGROUND

- 2.1 The Broadland District Council Environmental Strategy was formally adopted in July 2020. Contained within this are aims to:
 - Increase the recycling rate across the district to 60% within the 5 year life of the strategy
 - To 'Recycle more and recycle right'
 - To Encourage use of food waste collections
- 2.2 From a wider perspective, Broadland District Council is a partner in the Norfolk Waste Partnership (NWP). The partnership brings together Norfolk's County, the District, Borough and City council to work to improve waste and recycling services for Norfolk's residents and visitors. The NWP has four strategic objectives:
 - Reduce the amount of waste generated per household
 - Increase the availability of waste reduction, reuse, repair and recycling activities
 - Ensure residents and businesses understand the importance of waste as a resource and the range of opportunities for waste reduction, repair, reuse and recycling.
 - Reduce the overall system cost of dealing with Norfolk's household waste
- 2.3 With the two tier local authority model in Norfolk, the district council acts as a Waste Collection Authority, responsible for the collection of household waste and recycling. Norfolk County Council has a statutory function as the Waste Disposal Authority which includes the disposal of residual waste, provision of recycling

centres and the payment of recycling credits. It should be noted that if the proposals for Local Government Reorganisation (LGR) come to fruition then the current structure explained in this report will change significantly.

Recycling Rates

- 2.4 Broadland Council leads in Norfolk in terms of total recycling rate and composting rate for both 2018/2019 and 2019/2020. In comparison South Norfolk and Norwich are top in terms of the dry recycling rates for these years. Please see Appendix 1 for Norfolk wide recycling rates.
- 2.5 The total recycling rate for England as a whole was 45.1% in 2018/2019, showing that Broadland is above average and South Norfolk is a bit below. The data has not yet been released for 2019/2020.
- 2.6 Future housing growth may influence the recycling rate, depending on the dwelling type. Smaller properties, flats, sheltered housing and houses of multiple occupation may have more limited recycling options due to space limitations in comparison with other property types. The housing type for future developments will have an impact on the provision of the waste collection systems as well as the householder ability to store and separate materials within the home.

National Strategic Context and Ambitions

- 2.7 All agreed work streams will need to meet both National and local strategies. A summary of the intended direction which will impact on Waste Collection Authority activity has been given below.
- A 65% recycling target to be achieved by 2035
 - Introduction of household food waste collections from 2023
 - Introduction of household non-chargeable garden waste collections
 - Earlier separation of materials, for example separate kerbside collections for glass etc.
 - A review of recycling credits and two tier working (the separation between Collection and Disposal authorities).
 - Introduction of deposit return schemes, such as for glass bottles
 - Extended producer responsibility for packaging
- 2.8 The desire to reach a 60% recycling rate by 2025 is in line with the Government's 2018 Resources and Waste Strategy as well as the 25 Year Environment Plan (YEP) and is in excess of the current English and Norfolk rates. The goal of minimising waste is measured through two key strategic indicators; waste production and recycling. In the 2019 Progress Report on the 25 YEP it was

shown that the waste minimisation indicators had showed stable trends with no positive or negative changes. Reducing the amount of residual waste being produced and increasing the amount of household waste being recycled are therefore paramount in achieving a 60% recycling rate in Broadland.

- 2.9 Further information on the national strategic context can be found at Appendix 2.

3 CURRENT POSITION/FINDINGS

- 3.1 The recycling team for both Broadland and South Norfolk currently consists of 1.2 FTE Recycling and Partnership Officers (RPO). In addition to this there currently a temporary position of 1 FTE officer funded until the beginning of March 2021, plus a vacant apprentice post that has not yet been recruited.
- 3.2 The team covers approximately 120,000 properties (VOA, 2019) across Broadland and South Norfolk with potential for approximately 228,000 recycling collections to take place per fortnight. Headline staffing costs for the team are currently in the region of £82,382 per year, inclusive of 30% on-costs.
- 3.3 Work within the team is currently split between implementing projects to improve recycling rates and to reduce contamination, and the preparation of data and completing statutory returns for both Broadland and South Norfolk. It is estimated that up to 40% of officer time can be taken up with this statutory function which impacts on the capacity to effectively manage larger recycling initiatives.

Services Currently Offered by Broadland District Council

- 3.4 Broadland currently offers
- Fortnightly co-mingled kerbside collection service for dry recyclables
 - Fortnightly residual waste collection
 - Fortnightly paid garden waste collection
 - Weekly food waste collection for eligible parts of the district
 - Textile banks
 - Paid bulky waste collections
- 3.5 A detailed breakdown of Broadland's current waste collection services can be found at Appendix 3.

National Examples of Best Practice in increasing recycling

- 3.6 Research was undertaken into the top recycling authorities in England in order to better understand drivers for success. Some of the leading authorities were spoken to over phone and emailed to ascertain more detailed information. As part of the development of more detailed proposals, members may wish to engage with their counterparts from the authorities highlighted below in order to gain a detailed view of the rationale behind the activities.

- 3.7 Main trends identified included smaller residual waste bins (140L or 180L compared to our 240L), widespread food and garden waste services and collection of additional materials at the kerbside. All of which promote behaviour change from the perspective of our residents. For example, the provision of a smaller residual bin encourages residents to think more about what they place in their waste bin to help save space, especially when no excess (side waste) is collected. This can encourage alternative behaviours such as reducing, reusing and recycling. In reducing the amount of residual waste the proportion of recycling and composting increases which in turns increases the recycling rate.
- 3.8 Further detail on the best practice implemented by English and Welsh authorities to improve the recycling rate can be found at Appendix 4.

4 PROPOSED ACTIONS FOR FURTHER CONSIDERATION

- 4.1 To achieve the 60% target set out in the Environmental Strategy by 2025 and with consideration to the council's current situation a number of proposed options are listed below that could be taken in order to increase the recycling rate. They involve changes to service provision and are informed by examples of UK best practice. In a recent report compiled by Eunomia and Norfolk County Council looking at national data it was found that the activities that had the greatest impact on reducing waste production and increasing recycling in order of magnitude were; weekly food waste collections, 3 weekly collections for general waste, smaller bins for general waste and improving participation and set out rates for kerbside recycling. These areas have, therefore, been used as the focus when proposing potential actions to implement to improve recycling rates over the next five years.
- 4.2 The adoption of any of the proposals set out below will inevitably have significant financial implications that will need to be carefully considered, not only in terms of additional direct capital and revenue costs, but also in terms of increased recycling credits paid to the Council but the County which will help to offset some of the additional costs, but this needs to be considered against reduced fee income from subscriptions currently paid by residents.

Food Waste Collections

- 4.3 Currently the council provides a food waste collection service to just over 28,000 out of the roughly 58,000 households in Broadland, with a net spend of £265,647 per year.
- 4.4 Expanding the weekly food waste service to the remaining 30,000 households in Broadland would include a capital requirement of £102,888 and would cost £576,891 per year, an increase of £311,244 per year. Expanding to rural areas might also see an increase in carbon emissions from collection vehicles.
- 4.5 An alternative option would be to promote food digesters to householders to enable food waste to be managed at home. This would have limitations to householders with adequate garden space. The current Norfolk scheme promotes these digesters but not at a subsidised rate. The cheapest being the green cone at

£99.99. This will increase recycling through the reduction of residual waste, but will not contribute to composting tonnages as the material will remain in the householder's garden. The Council will not be able to claim recycling credits for this material as it will not be collected.

- 4.6 Undertaking a communication campaign linked to behaviour change on the minimisation of food waste and increasing the usage of existing food waste collection services. This would build upon behaviour changes that have been reported nationally due to households being more food savvy during the lockdown period. In conjunction with this barriers can be identified towards the food waste collection service with the aim on increasing participation and set out rates.
- 4.7 Currently it is estimated that the set out rate for the scheme is 65% with a participation rate of just over 70%. If the usage of the scheme can be increased it will result in increased recycling credit income without additional expenditure associated with scheme expansion.

Expand Garden Waste Service

- 4.8 The paid for garden waste service could be advertised more widely to garner higher uptake. A joint promotion with Norfolk County Council in 2019 involved a leaflet to all householders advertising the service. This promotion resulted in 500 brown bin subscriptions that month, compared to 268 the previous month. This promotion also resulted in 260 compost bin sales, compared to 41 the previous month. This could be repeated alongside a social media campaign.
- 4.9 A free garden waste service would increase accessibility and therefore use, but the cost of maintaining such a service might not be feasible as other top recycling authorities have experienced. Residents are currently charged £53.50 per year, and the service has a net spend of £406,116 per year. If the garden waste service were to be provided free of charge to all residents in the district the net spend would be £670,844 per year, an increase of £264,728. There would also be a yearly amount of £1,498,579 in foregone revenue. Consideration will need to be given if Central Government's strategic ambition for free garden waste collections is realised and if there is to be any new burdens funding for local authorities to facilitate.
- 4.10 As with food waste above, alternative methods of dealing with garden waste could be promoted, for example through the Norfolk Waste Partnership compost scheme to all householders to encourage home composting at home. In 2019/20, 484 Broadland residents purchased subsidised home composters through www.getcomposting.com

Smaller Residual Waste Bins

- 4.11 Reducing the size of the residual bins from 240L to 180L will drive lower amounts of residual household waste as more will be directed to food, garden and dry recycling bins. The capital requirements for changing all residual bins to 180L would be £937,500 along with £187,500 for delivery of the bins. This is a total of £1,125,000. Consideration will also need to be given in how the replaced bins are

disposed of/recycled. It may also be worth considering the bin colour as under the 2019 Consultation on Consistency in Recycling Collections in England a proposal has been included to standardise bin colours. It was concluded that although there are clear benefits to standardised colours, further consideration must be given for practical implications.

- 4.12 Some residents may query the rationale for the change in bin size, however a robust communications and customer service offer would help to ease and normalise the change in service. If multiple changes are implemented together, such as expanding food waste collections and advertising the garden waste service, residents are then provided with more options for disposing/recycling their household waste.

Three Weekly Residual Waste Collections

- 4.13 There are known benefits to collecting residual waste on a three weekly basis instead of fortnightly. These can include cost savings, decreases in the volume of residual waste collected and increased recycling rates. As with smaller residual bins, this proposal may initially see some resistance from residents and also require a planned communication campaign potentially alongside other changes, such as a food waste for all properties and/ or separate nappy collection service. Consideration would need to be given as to whether this would be for all properties, including shared communal bins or just individual household bins. The Isle of Anglesey in Wales is currently achieving a 69.9% recycling rate and is on a 3 weekly schedule for the collection of residual waste (2 weekly for garden waste, and weekly for dry recycling). Conwy Council (64.9% recycling rate) did not see an increase in fly tipping or street litter when trialling 3 weekly collections. Bury MBC noted the same (52% recycling rate), they were the first council in England to move to 3 weekly collections.

Kerbside Collections of Textiles, Batteries and WEEE

- 4.14 Providing a kerbside collection service for textiles, batteries and small electrical items will increase the convenience and capture of items to be recycled. This would require Lorries equipped with a cage to collect the items. Broadland is currently in contract with ASTCO who have 17 textile banks across the district, offering kerbside collection might be in conflict with that contract.

Consistent and Widespread Communications, Behaviour Change Campaigns and Contamination Reduction

- 4.15 Having consistent communications campaigns will keep recycling fresh in residents' minds, and can take advantage of Behavioural Insights concepts learned through the project conducted by the recycling team. The previous Behavioural Insight project was ended due to the pandemic but this has provided valuable lessons, insights and tools that can be used for future projects. These could be adapted to other waste streams, such as food and garden waste projects.
- 4.16 Thought will need to be given when implementing any widespread changes so residents are kept up to date and can readily find information. Examples from

other Authorities can be adopted, such as a text service reminding residents when to present their bins, an online ABC's of recycling dictionary where residents can find answers to their recycling questions (this dictionary can also be built through resident queries) and promotion of alternative reuse schemes for bulky items, for example, British Heart Foundation.

- 4.17 Working with partners such as the Norfolk Waste Partnership, local parishes and community groups wherever possible will help to promote the messages at all levels.
- 4.18 A well-resourced recycling team would provide a cost effective option to implement and maintain projects that can facilitate behaviour change and decrease contamination of recycling. Increasing the team resource from its current level of 1.2 FTE permanent and 1 temporary FTE to 4.2 FTE RPO would cost approximately £75,000 per year, including 30% on-costs. This could be funded through an invest to save approach in that costs would be met from the additional recycling credits received or other income generated. If an apprentice role is taken on next year it will be in addition to these costs.

Reusable Nappy Scheme / Nappy Service

- 4.19 Consideration will need to be given to nappies if a 3 weekly refuse collection schedule is adopted. A separate nappy collection service might be necessary. Otherwise implementing a reusable nappy scheme, as once existing in conjunction with County Council, would be beneficial.

5 NEXT STEPS

- 5.1 The Recycling and Partnerships Team in collaboration with the Policy & Partnerships Team will develop further the proposals indicated by the Panel. These proposals will include a full assessment of opportunities and risks, detailed costings and resource requirements in addition to timescales for delivery.
- 5.2 This could include greater engagement with high achieving local authorities and consulting with the Broadland Youth Advisory Board (YAB) as the proposals are developed. This would ensure an external and different perspective in addition to providing a learning opportunity for YAB members.

6 OTHER OPTIONS

- 6.1 The Panel may decide against progression of any of these proposals. However, it would then be extremely unlikely that Broadland would be able to increase and achieve its recycling rate to 60% as per the ambition set out in the Environmental Strategy.

7 ISSUES AND RISKS

- 7.1 **Resource Implications** – As stated above, the recycling team consists of 1.2 FTE, plus 1 FTE on a temporary contract. Additional resource would be required in order to develop the proposals further in order for the team to also complete their

statutory duties. Additionally, the detailed proposals will need to carefully consider capital outlay, and staffing and revenue costs in terms of implementing and maintaining the service, as has been noted, when Rochford Council decreased their staffing their recycling rate dropped. Finally, the proposals will also need to link directly into the work determining the council's future waste collection provision.

- 7.2 **Legal Implications** – Appendix 2 provides an overview of the current national context and highlights that the Environment Bill in conjunction with the other Resources and Waste strategies and plans will lead to proposals for a major step-change in terms of waste collection. Adoption of the proposals above will enable the council to be ahead of those changes.
- 7.3 **Equality Implications** – The proposals are designed to have a positive impact on the community including for those who may have one, or more, of the protected characteristics under the Equality Act 2010. As the proposals are developed in greater depth, an Equalities and Communities Impact Assessment will be completed.
- 7.4 **Environmental Impact** – In reducing waste and increasing recycling the council is following the waste hierarchy and reducing the amount for incineration and disposal. Recycling also enables us to conserve resources by reducing the need for energy intensive production of additional resources using new materials.
- 7.5 **Crime and Disorder** – Consideration has been given as to whether the proposals stated above could lead to an increase in fly-tipping. This would need to be considered in more depth, however, evidence suggests that the measure Rochford council put in place did not result in a fly-tipping increase. Similarly, the local authorities that introduced 3 weekly collections did not see an increase.

8 CONCLUSION

- 8.1 Central Government have given a very clear statement of intent to move to a circular economy model with disposal to landfill as a very last resort. This would mean there will be a greater responsibility on the producers of products and resources. Additionally, there is greater emphasis to reuse items and for local authorities to facilitate households to access free and universal, where possible, collections of materials for recycling. Consideration needs to be taken by local authorities of the impacts, particularly around the introduction of targets under the Environment Bill and the potential loss of income, for example, through the introduction of free garden waste collections.
- 8.2 The report above highlights current and best practice, the strategic objectives at both a national and local level and how the council's ambition to increase recycling sits within those, particularly through the relationship between County as the Waste Disposal Authority and the Council as a Waste Collection Authority.
- 8.3 The Council has an opportunity to get ahead of the government directive to increase recycling to 65% by 2035 and by seeking to explore further the

implementation of a number of the proposals outlined above achieve the ambition of a 60% rate by 2025.

9 RECOMMENDATIONS

- 9.1 Environmental Excellence Panel to note the content of the report and to make recommendations as to which proposals should be taken forward for further development, before being brought back to the Panel for further consideration.

Appendix 1: Recycling Rates

The table below shows the total recycling rate (all dry and composting material sent for recycling), dry recycling rate (includes kerbside and recycling banks but excludes garden waste and food waste) and composting rates (garden and food waste) across Norfolk. The 2019/2020 data is provisional and taken from Waste Data Flow, this has yet to be published.

	2018/2019				2019/2020		
	Total recycling rate %	Dry Recycling rate %	Composting (garden and food) rate %		Total recycling rate %	Dry Recycling rate %	Composting (garden and food) rate %
England	45.1	n/a	n/a		n/a	n/a	n/a
Breckland	37.4	21.1	16.34		38.7	22.14	16.61
Broadland	48.2	21.45	26.79		49.6	21.97	27.61
Great Yarmouth	29	19.88	9.06		30.0	20.56	9.33
Kings Lynn & West Norfolk	42.1	21.16	20.96		42.5	21.74	20.81
North Norfolk	39.3	20.5	18.7		40.8	21.34	19.4
Norwich	38.3	22.5	15.71		39.4	23.31	16.05
South Norfolk	41.3	22.15	19.2		42.5	22.49	20.04

Table 1: Recycling rates by Norfolk Authority

From a county perspective, the Recycling Centre rate for 2019/20 stands at 66.09% of materials delivered to the sites, this includes all waste brought to the centres that is recycled, composted or reused.

Appendix 2: National Strategic and Local Context

The diagram below provides an overview of the national strategic framework

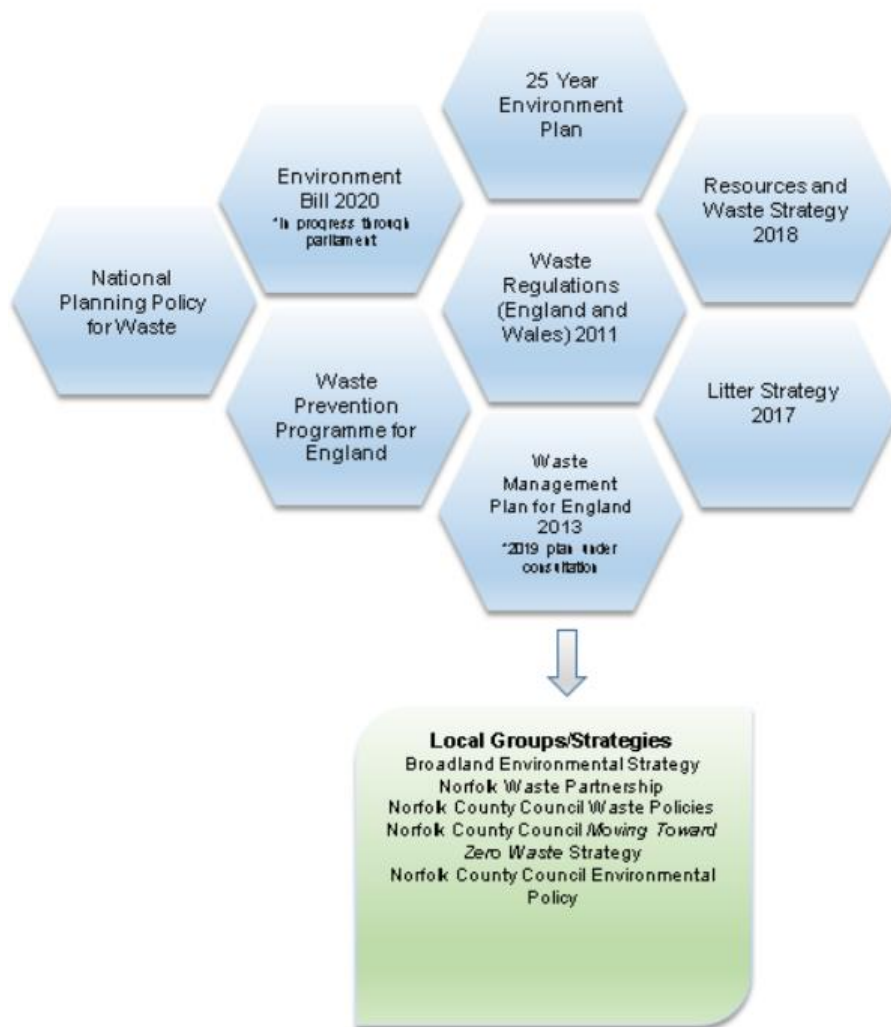


Figure 1: National and Local Strategic Context

The desire to reach a 60% recycling rate by 2025 is in line with the Government's 2018 Resources and Waste Strategy as well as the 25 Year Environment Plan (YEP) and is in excess of the current English and Norfolk rates. The goal of minimising waste is measured through two key strategic indicators; waste production and recycling. In the 2019 Progress Report on the 25 YEP it was shown that the waste minimisation indicators had showed stable trends with no positive or negative changes. Reducing the amount of residual waste being produced and increasing the amount of household waste being recycled are therefore paramount in achieving a 60% recycling rate in Broadland.

The Environment Bill 2020, introduced into parliament in January 2020, aims to bring about urgent and meaningful action to combat the environmental and climate crisis and acts as a key vehicle for delivering the vision set out in the 25 Year Environment Plan.

The Resources and Waste measures in the Bill will help to move the economy away from the 'take, make, use, throw' system to a more circular economic model. As part of this, the government is proposing setting a series of targets that are aimed at delivering a reduction in the per capita tonnage of residual waste. It is expected that these will be consulted on in early 2022 with changes introduced from 2023.

The circular economic model mentioned above, determines that we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life.

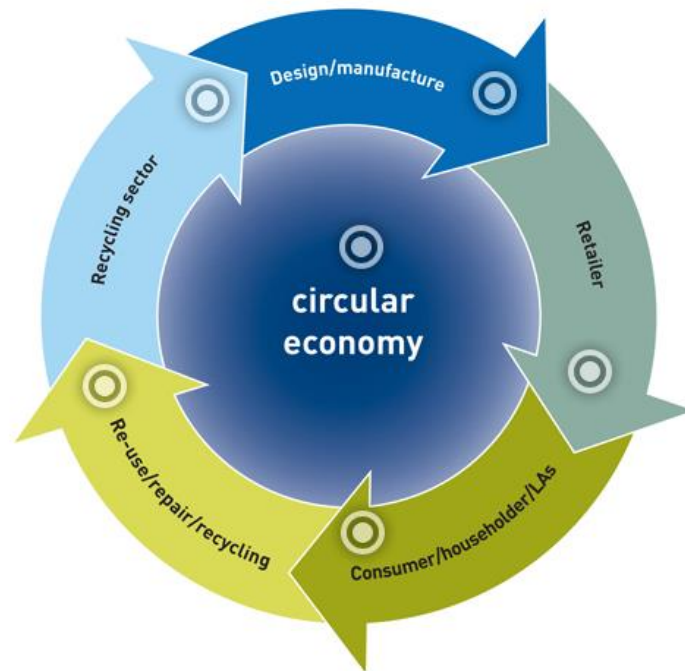


Figure 2: Model of the Circular Economy (WRAP 2020)

In addition, the government is currently consulting on the 2019 update to the Waste Management Plan for England 2013. The plan provides an overview of waste management in order to fulfil the requirements of the Waste (England and Wales) Regulations 2011. It should be noted that the plan is a compilation of existing waste management policies and does not introduce new waste management measures.

Appendix 3: Current Picture of Waste Collection Services in Broadland

Dry Recycling Collections

Broadland currently collects mixed dry recycling at the kerbside from 240L grey bins for individual properties, with some larger households having 360 litre bins. Communal or shared areas may have 360L or 1100L bins and a few properties will also have a sack collection due to limited space. The kerbside recycling service is comingled (all items are placed in one receptacle and do not need to be sorted by residents) and is collected fortnightly. Items that are collected include glass jars and bottles, food and drink cans, plastic bottles, pots, tubs and trays, paper, cardboard and cardboard food/ drink cartons.

Table 1 shows that the total amount of material placed out for collection in the grey recycling bin has decreased slightly in weight over the last 3 financial years. This table displays that the amount of material actually sent for recycling is dependent on the amount rejected at the material recycling facility (MRF) in Costessey. The Norfolk contamination rate has varied over the last 3 financial years from an average of 13.05% (2017/18), 21.89% (2018/2019) to 17.60% (2019/2020).

Financial year	Total collected	Total recycled	Total rejected
2017/2018	11877t	10318t	1559t
2018/2019	11784t	9207t	2577t
2019/2020	11748t	9697t	2066t

Table 1: Total amount of household recyclables collected in kerbside bin (includes rejects)

Garden and Food Waste Collections

Broadland Council has a paid for garden waste collection service with around 31,000 customers. This service is offered to the whole district on a fortnightly basis. The number of new customers to the service has increased steadily since its introduction in 2008, with the biggest increase being seen at the end of 2019/2020. Table 2 shows that there has been an average increase in customers of around 1100 per year since the introduction of the service. Without significant resources this will take over 20 years to be a district wide service based on this level of customer increase. However it is important to recognise that the level of customers will naturally plateau with some householders preferring to use the County recycling centres and home composting instead of a paid for service.

Date	Number of customers	Increase on previous year
31/03/2009	18167	
31/03/2010	19276	1109
31/03/2011	20259	983
30/03/2012	20638	379
28/03/2013	21998	1360

27/03/2014	24221	2223
27/03/2015	23991	-230
31/03/2016	25116	1125
30/03/2017	26372	1256
26/03/2018	28684	2312
29/03/2019	28449	-235
26/03/2020	31008	2559

Table2: Number of garden waste customers

Around 28,700 properties now receive a weekly food waste collection service. This has expanded from its initial trial of around 5,000 households in 2008. This service is restricted to existing householders on the scheme with no imminent expansions planned. Expansions are led by our waste contractor Veolia dependent on their available resources. The food waste tonnages have shown an increase in the last 3 financial years, which will partly be due to service expansions: 1943t (2017/2018), 2166t (2018/2019) to 2311t (2019/2020).

Textile Collections

Textiles are collected via a contractor ASTCO who has sited 17 textile banks located at mini recycling centres across the district. Broadland Council no longer manages any other recycling banks located in the district, including textile banks not owned by ASTCO, paper and bottle banks. These banks will now be under private arrangements independent of the Council. The textile banks do provide a low tonnage but it is an important service to local residents as textiles cannot be placed in the kerbside recycling bin. Over the last 3 financial years an average of 21.5t of textiles were collected per year, with local non-profit making organisations receiving annual payments for having the textile banks located on their land.

Bulky Waste Collections

Broadland Council operates a bulky waste collection service. Currently the items excluding WEEE (Waste Electrical and Electronic recycling) are sent for disposal. The last 3 financial years indicate that the amount of bulky waste items collected for disposal is increasing, 115t (2017/2018), 161t (2018/2019) to 215t (2019/2020). The majority of these items will consist of furniture.

Residual Waste

Residual waste is mainly collected in 240L green bins on a fortnightly basis from individual properties, with some larger households having 360 litre bins. Communal or shared areas may have 360L or 1100L green bins. A few properties will also have a sack collection due to limited space.

Table 3 indicates that the kilograms of residual waste (material not sent for recycling or reuse) per head in Broadland has not shown a downward trend over the last 3 years. This could partly be due to the increase in contamination rates for the recycling going to the MRF, resulting in more rejected material being disposed of.

Financial Year	Kg of residual waste collected per household
2017/2018	427.29kg

2018/2019	442.01kg
2019/2020	429.45kg

Table 3: Kg of residual waste collected per household

Financial Year	Total recycling rate (dry & composting)	Composting rate (garden & food)	Dry Recycling (excluding garden & food)
2017/18	50%	26.34%	23.60%
2018/19	48.2%	26.79%	21.45%
2019/20	49.6%	27.61%	21.97%

Table 4: Recycling performance over the last 3 financial years

The overall recycling performance in Broadland is currently around 50%, which is similar to the rate in 2017/2018 with a decrease being shown in 2018/2019. Table 4 shows that the dry recycling rate (the amount of material sent for recycling excluding garden and food waste) has decreased since the 2017/2018 rate. In contrast to this the amount of material sent for composting (or similar methods), has increased.

This shows that the aspiration of a 60% recycling rate for the Broadland Council area will not be easy and significant long term changes and resources will be required to achieve this target. Recycling rates are impacted by changes in behaviour (single use plastic awareness, more garden/ home improvements with lockdown, more people being at home during the pandemic), weather extremes (droughts/ snow), stricter international markets, increases in contamination rates, market prices and recessions. It is important to recognise that these external factors are outside of the team's control.

Appendix 4: Examples of Best Practice in increasing recycling from England and Wales

Food and garden waste collection services are widespread in the top recycling authorities, and in a few cases the garden waste service is provided free of charge. Extra kerbside collections for items such as textiles, batteries and WEEE are also prevalent. None of the authorities collect excess waste. The number one performing authority (East Riding of Yorkshire) has a text messaging service to remind residents the day before their collection day to present their bins as well as what is/is not allowed in the bins. Another key point raised was the importance of the resources available to establish the service and to maintain interactions with housing associations, residents and crews through recycling officers and communications campaigns.

Rank	2018/19	Recycling rate	Dry recycling	Composting (garden and food waste)	In/out house	Side waste
1	East Riding of Yorkshire Council - Unitary	64.8%	32.6%	32.05%	Biffa/ In-house service	No
2	South Oxfordshire District Council	63.3%	27.9%	34.7%	Biffa	
3	Three Rivers District Council	63.0%	30.5%	32.4%	In-house	
4	Vale of White Horse District Council	62.5%	29.4%	32.7%	Biffa	
5	St Albans City and District Council	62.1%	27.8%	34.2%	Veolia	
6	Surrey Heath Borough Council	61.9%	30.9%	30.5%	Amey	
7	Rochford District Council	60.9%	22.8%	37.4%	SUEZ	
8	Stroud District Council	60.2%	32.4%	25.5%	Ubico	
9	Derbyshire Dales District Council	59.6%	27.0%	32.6%	Serco	
10	South Northamptonshire District Council	59.6%	24.6%	35.0%	In-house	

Rank	2018/19	Refuse		Dry recycling	
1	East Riding of Yorkshire Council - Unitary	240L	Green	240L	Blue
2	South Oxfordshire District Council	180L	Grey	240L	Green
3	Three Rivers District Council	140L	Dark green	240L	Black with green lid

4	Vale of White Horse District Council	180L	Grey	240L	Green
5	St Albans City and District Council	180L	Brown	240L	Black bin & Green box
6	Surrey Heath Borough Council	140-240L	Black	140-240L	Black with green lid
7	Rochford District Council	180L	Grey with purple lid	240L	Grey
8	Stroud District Council	140L	Grey	240L	Green bin & box
9	Derbyshire Dales District Council	140L	Grey	240L	Blue
10	South Northamptonshire District Council	180L	Black	240L	Blue

Rank	2018/19	Food waste	Garden waste	Other kerbside collections	
				Small electronics/ batteries	Textiles
1	East Riding of Yorkshire Council - Unitary	Yes	Free	No	No
2	South Oxfordshire District Council		£49	Yes	Yes
3	Three Rivers District Council		£45		
4	Vale of White Horse District Council		£49		
5	St Albans City and District Council		£50		
6	Surrey Heath Borough Council		£50		
7	Rochford District Council		Free	No	No
8	Stroud District Council		£50		
9	Derbyshire Dales District Council		Free	Yes	
10	South Northamptonshire District Council		Free		

Table set 5: Top 10 recycling authorities in the UK.

The top district council on the league table is South Oxfordshire (contracted service with Biffa) with a recycling rate of 63.3% 2018/19. South Oxfordshire has smaller residual waste bins (180L), WEEE and battery kerbside collections, food waste collection for all residents, a paid garden waste service (£49 per year) and a reusable nappy scheme. The 180L residual bins were introduced at the beginning of their new contract in 2011, and there was limited kick-back from local residents as the collection service was partially source-separated in boxes so any bin would appear larger than the boxes previously provided. They attribute the demographics of their residents as a key factor of their high recycling rate (retired, rural properties without many built-up/tower blocks).

Of the three district councils on the league table with a free garden waste service, two have said they are going to begin charging for the service in the coming few months as contracts change.

Wales

The average recycling rate in Wales is 62.8% (2018/19), with the highest being Isle of Anglesey at 69.9%. Many of the districts in Wales have a source-separated collection and most residents receive food waste collection. They do not collect excess waste. They have statutory targets and a zero waste and net zero carbon economy target to be reached by 2050. There is firm commitment from Local Authorities in Wales and funding to achieve recycling targets. The Welsh public is also generally committed to recycling.

2018/19	Recycling rate	In/Out house	Side Waste
Wales total	62.80%		
Isle of Anglesey	69.90%	Biffa	No
Bridgend	69.40%	Kier	
Flintshire	68.70%	In house	
Vale of Glamorgan	67.10%	Out?	

2018/19	Refuse		Dry recycling		Food waste	Garden waste
Isle of Anglesey	240L	Black	Trolley box	Red/blue/orange	Yes	Free
Bridgend	Sacks	Blue (max. 2 per collection)	Sacks	Orange/white/blue		£38.30
Flintshire	180L	Black	Sacks/box	Blue/white		£24
Vale of Glamorgan	Sacks	Black (max. 2 per collection)	Sacks/box	Orange/white/blue		£2 per sack

Table set 6: Top recycling Welsh authorities

RECYCLING BEHAVIOUR CHANGE REPORT

Report Authors:

Michaela Beaumont
Recycling & Partnerships Officer
01508 533665
michaela.beaumont@broadland.gov.uk

Naegeen Noorani
Recycling & Partnerships Officer
01508 500873
naegeen.noorani@broadland.gov.uk

Lisa Fountain
Recycling & Partnerships Officer
01508 533641
lisa.fountain@broadland.gov.uk

Portfolio: Environmental Excellence

Wards Affected: All

Purpose of the Report:

This report presents to the Environmental Excellence Panel an outline of the Behaviour Change project that began in February 2020 in an area of Sprowston, and provides an update on the current situation and options for ways forward.

Recommendations:

1. Environmental Excellence Panel to note the content of the report and to make recommendations to Cabinet for the next steps of the initiative.

1 SUMMARY

- 1.1 A behaviour change project was designed in autumn 2019, and began in February 2020 in an area of Sprowston. The project drew on behavioural insight concepts, namely that simple interventions or nudges can cause shifts in behaviour.
- 1.2 The project was not completed due to COVID-19, coming to a halt in March 2020. This report provides an overview of the project and provides options on how to move forward.

2 BACKGROUND

- 2.1 The aim of this project was to reduce levels of contamination in kerbside recycling bins on the Sprowston estate off of Atlantic Avenue in the Broadland District. This area was chosen because it was identified as an area where contamination levels could be improved. The estate is also one round for Veolia which meant that we could isolate the load at the Material Recycling Facility (MRF) for auditing and sampling.
- 2.2 Recycling Officers began by monitoring the individual and communal bins twice a week for 8 weeks. The number and type of contaminants were documented to form the baseline data for the project. Two audits were also conducted at the MRF. This data was going to be gathered again at the end of the project to compare findings and draw conclusions.
- 2.3 Common contaminants being found during monitoring of the estate were soft plastics, bagged items, textiles, food waste, tissues, sanitary pads and nappies and mixed materials (such as takeaway cups, Pringles tubes and pill packets).
- 2.4 The project itself was designed to target recycling behaviours inside the household, and began with an information gathering questionnaire followed by the delivery of an indoor recycling container to each household, an email newsletter campaign and weekly infographics on different recycling topics.
- 2.5 Some 69% (183) of residents who completed the questionnaire signed up to the email newsletter. The newsletter contained recycling information, games and the chance to win prizes for completing the games/quizzes.
- 2.6 The Recycling team had the help of Jump, an environmental consultancy company located in London. Jump helped create the questionnaire, assembled a team to take the questionnaire door-to-door on tablets, created and sent out the email newsletter campaign and collaborated with the Recycling team to design the 12 infographics. The team also worked in partnership with Veolia to facilitate the delivery of the indoor containers.

- 2.7 The Recycling team now has the questionnaire template, the results of the survey in a raw format as well as in a report, all of the infographics in an editable format and access to the email newsletters.
- 2.8 Tables 1 and 2 below details the timeline of activity and breakdown of costs, excluding staff resource, for the project.

Nov 19 – Jan 20	Feb 25th – Mar 3rd 2020	Mar 9th – 13th 2020	Mar 12th – Mar 20th (COVID)	Did not complete
8 weeks of baseline data collection conducted by Recycling Officers and data from MRF audits	Questionnaire – conducted by Jump door-to-door	Caddy delivery – conducted by Veolia	Infographics and Email campaign (sent “We’re taking a break” email on Mar 25 th due to Covid-19)	Post-data collection/MRF audit data

Table 1: Timeline of activity

Item	Cost £
Jump (external consultants)	£20,435.00
Indoor recycling containers	£4,293.95
Printing infographics 1-6	£985.00
Total	£25,713.95

Table 2: Breakdown of costs

3 CURRENT POSITION/FINDINGS

- 3.1 No quantitative results have been gained from this project as post-project data collection did not occur. The project stopped mid-implementation so any data gathered now will be not only incomplete but also impacted by COVID-19.
- 3.2 The team is keen to continue implementing behavioural insights in future projects and activities. We understand that although the unavoidable circumstances of the pandemic have meant that quantitative results of this project cannot be obtained, we have gained a great deal of experience and materials to use going forward. This project was a trial, and we have outlined options below for how we can move forward.
- 3.3 There are, however, now resource limitations within the Recycling team, at the time the project was undertaken the team had two full time and one part time members of staff, this has now decreased to two permanent part time members of

staff and one full time temporary (until March 2021) members. There is currently a vacant apprentice post that has not yet been recruited.

4 PROPOSED ACTION

Moving Forward from the Project

- 4.1 The impacts of COVID-19 have been widespread and have compromised measurable results that could be obtained from this project. Any contamination measurements taken now would be skewed due to current events and would be difficult to gather with a smaller team and as we approach winter with adverse weather conditions.
- 4.2 In order to bring the project to a close, a letter could be sent out to residents reiterating the aims and sharing the remaining infographics which are currently up on the Norfolk Recycles website. The remaining email newsletters, to which 183 residents signed up to, can be completed by Jump. This would allow residents to receive educational recycling information and the chance to win the remaining prizes. This is not resource intensive, and would allow the Recycling team to focus on future initiatives to increase the recycling rate.

Replicating the Project

- 4.3 Restarting this project would involve monitoring to gather the baseline data for a period of 8 weeks, procuring and delivering indoor recycling containers (repeating the project on the same estate would mean the indoor containers could be reused however it would not be guaranteed that everyone would still have one as people move in/out of the estate. If repeated in a different location containers would need to be procured at around £4,293.95), delivering weekly infographics (estimated £1800 printing costs) and email newsletters, concluding with 8 more weeks of monitoring to gather results. This would involve a significant amount of officer time, which at the moment is not certain because of team resources, as well as more funding.
- 4.4 Behaviour change has naturally occurred during the pandemic and it will be difficult to separate any waste behaviour changes seen that are directly due to this project.
- 4.5 The project was initially designed for a specific context which has since changed. Therefore, re-doing the same project might not bring the results hoped for, especially considering that the estate has already been exposed to the project and therefore the intervention would not be 'new' or 'attention catching' any longer. This area was chosen due to existing contamination problems and because it consisted of one collection round and a mix of dwelling types. If the project were to be replicated in a new area, careful consideration would need to be given to its location.
- 4.6 There is no guarantee that a restarted project will not come to a halt again be it from a second wave, local lockdown, changing team resource or adverse weather as it is more difficult to monitor individual bins over the autumn/winter months.

- 4.7 Research conducted by the Local Authority Recycling Advisory Committee (LARAC) across 27 Local Authorities in England has shown that the pandemic itself resulted in waste behaviour changes. General trends included a significant increase in dry recyclables, in particular card and glass, and an increase in residual waste although this was less pronounced. Residents have also been more food conscious with more meal planning and shopping lists. At a district level the effects of the pandemic have been seen by an increase in garden waste (with gardening starting earlier in the season), an increase in food waste and an increase in the amount of kerbside recyclables placed out for collection. Further data analysis will allow us to see if this trend is sustained and what material streams have been impacted the most.
- 4.8 This option is resource intensive and requires a large commitment from the Recycling team. The preferred option is therefore above, that the project while not complete is brought to a close.

4.9 Future Initiatives

- 4.10 As we consolidate the Recycling team's future work-streams, we are conscious of applying our learnings from the behaviour change project. The ambition of reaching a 60% recycling rate for Broadland will be resource intensive and will include projects at various levels from small to district-wide. As we make changes to increase our recycling rate, we will consider how to 'nudge' residents through behavioural insights to produce more high quality recycling.
- 4.11 Online campaigns can be run with the infographics produced for the behaviour change project. The campaigns can be delivered across both councils and could piggy back off of other online initiatives. This type of initiative is "2nd wave" proof and would require little resource from the Recycling team before being handed over to the Comms team to release the materials online across various social media platforms.
- 4.12 Food waste minimisation can be focused on as a behaviour change project as it builds on already changing behaviours due to the lockdown period. A communications campaign can be launched using behavioural insights to 'nudge' residents to reduce the amount of food waste they are producing, and to use the food waste collection service if available to them.
- 4.13 Behaviour change projects can be supported by partnerships such as the Norfolk Waste Partnership (NWP).

5 RECOMMENDATIONS

- 5.1 Environmental Excellence Panel to note the content of the report and to make recommendations to Cabinet as to which options should be considered to bring the project to a close and move forward.

EEP: Consultation on the Waste Management Plan for England

1. Background

The recycling team are currently responding to the Government's Consultation on the Waste Management Plan for England (The Plan).

The Plan is just an overview of all existing policies and therefore does not in itself place a burden on Local Authorities. The Waste Management Plan for England fulfils the requirements of the Waste Regulations 2011 that require it to be reviewed every 6 years. This updated plan also includes changes related to the additions required through the Circular Economy Package (2018), which is Directive (EU) 2018/851 and the Government's Resources and Waste Strategy, published in 2018.

The content of the Plan is determined by the requirements of Schedule 1 to the Waste (England and Wales) Regulations 2011. This plan does not include any new policies or announcements. The Plan will combine with the local waste planning policies as set out by Norfolk County Council.

2. Deadline

This consultation requires a response by the 15th October 2020

3. Questions for consultation

3.1. Will the draft Waste Management Plan for England – when combined with the location specific guidance in waste planning policy – meet the requirements of Schedule 1 of the Waste (England and Wales) Regulations 2011?

- a. Yes. The existing policies mentioned in the Plan fulfil the requirements of Schedule 1. Schedule 1 includes life cycle thinking, the waste hierarchy, high quality recycling and to reach 50% by weight of waste from households that is prepared for re-use or recycled.
- b. No, if not why

3.2. The Plan is supported by an Environmental Report produced as part of a Strategic Environmental Assessment. The non-technical summary and the Environmental Report form part of this consultation. The Environmental Report identifies, describes and evaluates the likely significant effects on the environment of implementing the Plan. Do you agree with the conclusions of the Environmental Report?

- a. Yes we agree with the findings that the Plan will have positive effects on the environment and that no negative effects identified. The views of those closely involved with this aspect of the sector should be given prominence on this question.

b. No

3.3. Do you agree or disagree with the following statement: 'There will be no additional burdens for businesses, consumers and local authorities arising directly from the adoption of the Plan'

a. Agree. We agree that no additional burdens will arise directly from the adoption of the Plan. The Plan is just an overview and analysis of existing policies that are already in place or to be adopted/ consulted on separately. It is the implementation of the separate policies that will place additional burdens.

b. Disagree, if so, please provide appropriate evidence to support your view

4. Proposed Action for further consideration

4.1. EEP to note the content of the report and provide any comments in time for the deadline

4.2. This report will be considered at CMLT on the 13th October 2020.

5. Links to relevant documents

5.1. Consultation <https://consult.defra.gov.uk/waste-and-recycling/waste-management-plan-for-england/>

5.2. The Waste Management Plan for England https://consult.defra.gov.uk/waste-and-recycling/waste-management-plan-for-england/supporting_documents/Waste%20Management%20Plan%20for%20England.pdf

5.3. Circular Economy Package [EUR-Lex - 32018L0851 - EN - EUR-Lex](#)

5.4. The Waste (England and Wales) Regulations 2011
<https://www.legislation.gov.uk/uksi/2011/988/regulation/10/made>

5.5. National Planning Policy for Waste <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

5.6. Resources and Waste Strategy <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

WORK PROGRAMME

5 March 2020	<ul style="list-style-type: none">• Waste Monitoring Review• Environmental Strategy Update• Norse JVC Contract• Community Protection Integrated Approach
28 April 2020	<ul style="list-style-type: none">• Waste Review• Norse JVC Contract• Environmental Action Plan Review• Behaviour Project Update
26 November 2020	
28 January 2021	
25 March 2021	

- Environmental Protection and Anti-Social Behaviour
- Activities from the Environmental Strategy
- Opportunities to Increase Recycling Rates

**NOT FOR PUBLICATION BY VIRTUE OF SCHEDULE 12A OF PART 1
PARAGRAPH 3 OF THE LOCAL GOVERNMENT ACT 1972 (AS AMENDED) BY
THE LOCAL AUTHORITIES (ACCESS TO INFORMATION) (VARIATION) ORDER
2006 (contains information relating to the financial or business affairs of any
particular person (including the authority holding that information))**

Pages 34 to 35 are not available to the public because the information is confidential as it includes exempt information about the financial or business affairs of a person