

# Economy and Environment Policy Committee

*Members of the Growth, Infrastructure and Environment Policy Committee:*

Cllr Adrian Dearnley (Chairman)

Cllr James Knight (Vice Chairman)

Cllr B Bernard

Cllr Chris Brown

Cllr Fleur Curson

Cllr Daniel Elmer

Cllr Gerry Francis

Cllr Kevin Hurn

Cllr Robert Savage

## 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 speak on an agenda item, please email your request to

[democracy@s-norfolk.gov.uk](mailto:democracy@s-norfolk.gov.uk), no later than 5.00pm on Wednesday 14 October 2020



## Agenda

### Date

Friday 16 October 2020

### Time

2.00 pm

### Place

To be hosted remotely at:

South Norfolk House  
Cygnet Court  
Long Stratton  
Norwich  
NR15 2XE

### Contact

Leah Arthurton  
tel (01508) 533610  
Email: [democracy@s-norfolk.gov.uk](mailto:democracy@s-norfolk.gov.uk)

Large print version can be made available



# **A G E N D A**

- 1. To report apologies for absence and to identify substitute members**
- 2. Any items of business which the Chairman decides should be considered as a matter of urgency pursuant to Section 100B(4)(b) of the Local Government Act, 1972. Urgent business may only be taken if, "by reason of special circumstances" (which will be recorded in the minutes), the Chairman of the meeting is of the opinion that the item should be considered as a matter of urgency**
- 3. To Receive Declarations of Interest from Members**  
(Please see guidance form and flow chart attached – page 4)
- 4. To confirm the minutes of the meeting of the Growth, Infrastructure and Environment Policy Committee held on Friday 7 August 2020**  
(attached – page 6)
- 5. Recycling Initiatives Scoping Report**  
(attached – page 8)
- 6. Consultation on the Waste Management Plan for England**  
(attached – page 27)
- 7. Exclusion of the Public and Press**  
  
To exclude the public and press from the meeting under Section 100A of the Local Government Act 1972 for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act (as amended)

## **8. Exempt Minute**

(page 28)

NOT FOR PUBLICATION by virtue of Schedule 12A Part 1 of Paragraph 3 of the Local Government Act 1972 (as amended)

To receive an exempt minute of the meeting held on 7 August 2020 regarding the Waste Services Review

## 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?

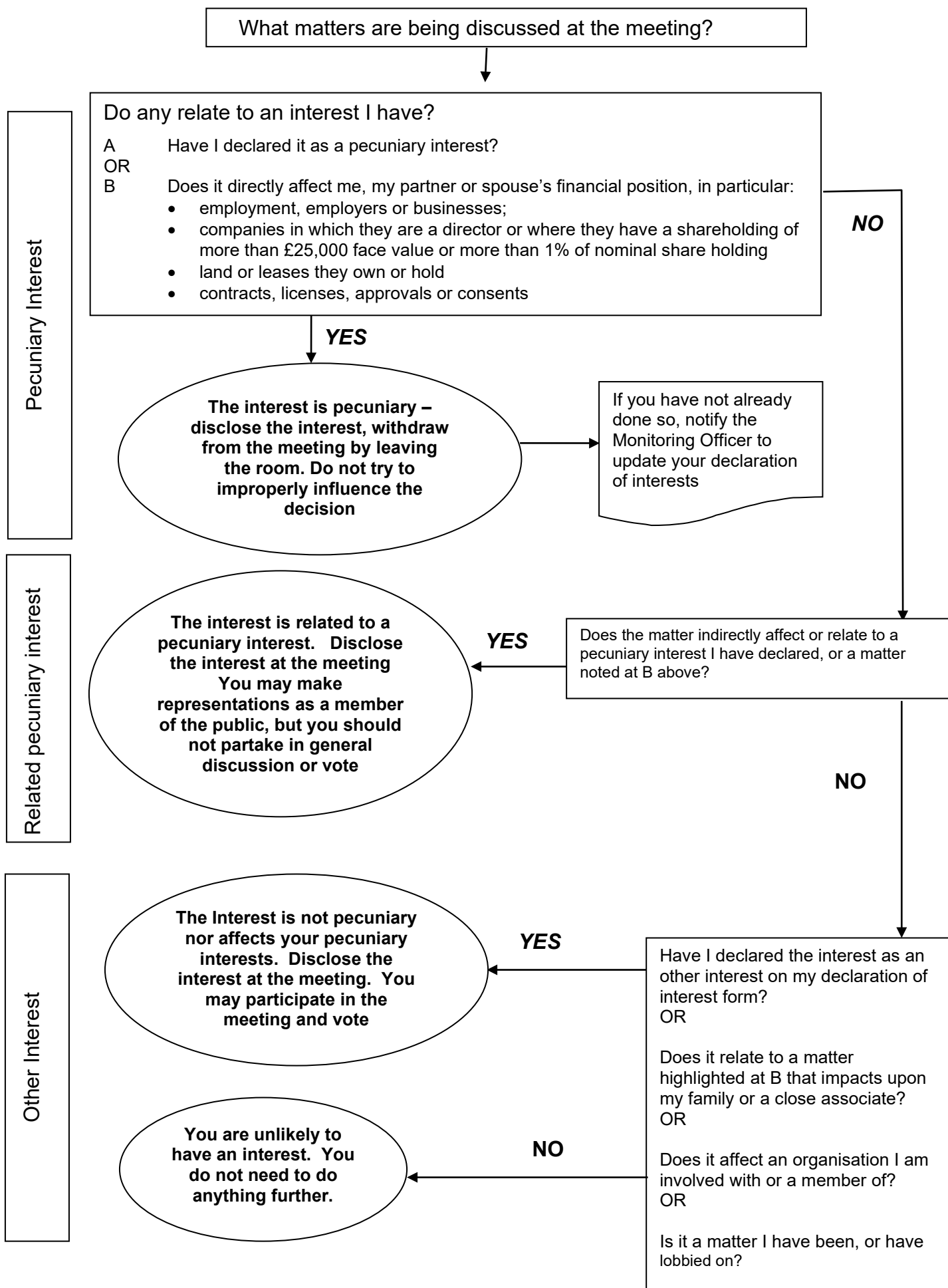
If yes, you need to inform the meeting. When it is discussed, you will have the right to make representations to the meeting as a member of the public, but you should not partake in general discussion or vote.

Is the interest not related to any of the above? If so, it is likely to be an other 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





## Economy and Environment Policy Committee

**Minutes of a remote meeting of the Economy and Environment Policy Committee of South Norfolk Council held on Friday 7 August 2020 at 2.00 pm**

**Committee Members Present:** Councillors: A Dearnley (Chairman), D Burrill, D Elmer, G Francis (for part of the meeting), K Hurn, J Knight (Vice Chairmen) T Laidlaw and R Savage.

**Apologies:** Councillors: B Bernard and C Brown

**Other Members in Attendance:** Councillors: M Edney and L Neal (for part of the meeting)

**Officers in Attendance:** Director of People and Communities (J Sutterby), Assistant Director Finance (R Fincham) Assistant Director Governance and Business Support (E Hodds) and Democratic Services Officer (L Arthurton).

### 1 MINUTES

The Minutes of the meeting of the Growth, Infrastructure and Environment Policy Committee, held Friday 19 June 2020, were agreed as a correct record.

### 2 DECLARATIONS OF INTEREST

Cllr R Savage declared an 'other' interest, as a recipient of a local government pension.

### 3 EXCLUSION OF THE PRESS AND PUBLIC

It was

**RESOLVED:** To exclude the press and public from the meeting under Section 100A of the Local Government Act 1972 for the following item of business on the grounds that it involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act (as amended)

### 4 WASTE SERVICES REVIEW

The Director of People and Communities gave the Committee a presentation, which set out the final business case for a joint South Norfolk and Broadland Waste Service.

Members were advised that a preferred option for a joint delivery model that would best meet the requirements of the Council had been identified following an initial review of both Council's waste services in November 2019. A member-led Joint Working Group had been formed and had met regularly to shape and oversee the development of the project.

Nationally, a key driver for the project was the Government's forthcoming Resources and Waste Strategy which was likely to deliver some significant changes in requirements for waste collection and disposal over the next five years, whilst locally there was an increasing emphasis on partnership working to improve service delivery and reduce costs.

Following a thorough consideration of the recommendations before it, as well as the alternative options set out in the report. it was;

**RESOLVED:**

**To Recommend that Cabinet**

1. Notes the final business case; and
2. Approves recommendations 2a and 2b, as set out in the report.
3. Alternatively, or in the event of a non-reciprocated decision by Broadland District Council, it was recommended that the options set out in paragraphs 5.1.1 and 5.1.3 of the report be explored.

(The meeting concluded at 3.57 pm)

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Chairman

## **RECYCLING INITIATIVES SCOPING REPORT**

**Report Author(s):**

Michaela Beaumont  
Recycling & Partnerships Officer  
01508 533665  
[michaela.beaumont@broadland.gov.uk](mailto:michaela.beaumont@broadland.gov.uk)

Naageen Noorani  
Recycling & Partnerships Officer  
01508 500873  
[naageen.noorani@broadland.gov.uk](mailto:naageen.noorani@broadland.gov.uk)

Lisa Fountain  
Recycling & Partnerships Officer  
01508 533641  
[lisa.fountain@broadland.gov.uk](mailto:lisa.fountain@broadland.gov.uk)

Victoria Parsons  
Policy & Partnerships Officer  
01603 430457  
[victoria.parsons@broadland.gov.uk](mailto:victoria.parsons@broadland.gov.uk)

**Portfolio:**

Clean and Safe Environment

**Ward(s) Affected:**

All

**Purpose of the Report:**

This scoping report presents to the Economy and Environment Policy Committee 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. Economy and Environment Policy Committee to note the content of the report and to make recommendations on which proposals to take forward for further development.

## **1 SUMMARY**

- 1.1 South Norfolk Council has an aspiration to achieve a 60% recycling rate by 2025, an uplift from the current rate of 43% (2019/20)
- 1.2 This scoping report presents to committee 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 South Norfolk Council Environmental Strategy was formally adopted in July 2020. Contained within this are aims to:
  - A 2% increase in the recycling rate by Q4 2020/21 across the district. With a further aspiration to achieve 60% within the 5 year life of the strategy
  - To explore the provision of food waste collections across the district
  - To minimise the reduction of single-use wet wipes
- 2.2 From a wider perspective, South Norfolk Council is a partner in the Norfolk Waste Partnership (NWP). The partnership brings together Norfolk's County, District, Borough and City councils 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 South Norfolk Council, along with Norwich, are top in terms of dry recycling rates for both 2018/2019 and 2019/2020. In comparison Broadland Council is top in terms of total recycling rate and composting 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 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 South Norfolk.

- 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 South Norfolk and Broadland 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 South Norfolk and Broadland 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 South Norfolk and Broadland. 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 South Norfolk Council**

- 3.4 South Norfolk currently offers
- Fortnightly co-mingled kerbside collection service for dry recyclables
  - Fortnightly residual waste collection
  - Fortnightly paid garden waste collection
  - Textile banks
  - Glass banks
  - Paper banks
  - Paid bulky waste collections
  - Side waste collection
- 3.5 South Norfolk currently accepts residual side waste. We do not have figures on the tonnage collected but in areas of dense population, such as Diss, Wymondham and Hethersett up to 2 bags of side waste will be collected per household. Complaints are received if all side waste placed out is not collected. However, the collection of side waste can be seen as not supporting DEFRA's Waste Management Plan for England (August 2020) to promote recycling.
- 3.6 A detailed breakdown of South Norfolk's current waste collection services can be found at Appendix 3.

## **National Examples of Best Practice in increasing recycling**

- 3.7 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.
- 3.8 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.
- 3.9 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 a 60% target 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.
- 4.3 **Food Waste Collections to all Properties in South Norfolk**
- 4.4 South Norfolk currently does not provide a food waste collection service. Providing this service to all households would have a net cost of £463,437 per year along with an initial £1,165,959 in capital costs. Covering the whole district including

rural areas might see an increase in carbon emissions from collection vehicles. Consideration will need to be given to the depot at Ketteringham. The current depot is not big enough to handle the 42% increase in collection vehicles that the proposed actions require.

- 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 If this was to be offered on a pilot project to 1,000 households it would cost around £100,000 in capital costs. This would need to be supported by Master Composters and Love Food Hate Waste Champions through Norfolk County Council.
- 4.7 Undertaking a communication campaign linked to behaviour change on the minimisation of food waste. This would build upon behaviour changes that have been reported nationally due to households being more food savvy during the lockdown period. This will help to minimise food waste in line with the Governments objectives and reduce residual waste.

### **Expand Garden Waste Service**

- 4.8 The paid for garden waste service could be advertised more widely to garner higher uptake. A free 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 £56.30 per year, (£50.20 for those paying by direct debit) and the service has a net spend of £120,131 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 £249,448 per year, an increase of £129,317, with an initial capital requirement of £945,000. There would also be a yearly amount of £1,352,637 in foregone revenue.
- 4.9 Alternative methods of dealing with garden waste could be promoted, for example through the Norfolk Waste Partnership compost scheme to all householders to encourage composting at home. In 2019/20, 159 South Norfolk residents purchased subsidised home composters through [www.getcomposting.com](http://www.getcomposting.com)

### **Smaller Residual Waste Bins**

- 4.10 Reducing the size of the residual bins from 240L to 180L will drive lower amounts of household waste as more will be directed to food, garden and dry recycling bins. The capital requirements for changing all residual bins to 180L will be £1,012,500 along with £202,500 for delivery of the bins. This is a total of £1,215,000. 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.

- 4.11 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**

- 4.12 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.

### **Removal of side waste collection/ charge for side waste**

- 4.13 South Norfolk is one of the few local authorities to still collect residual side waste. Although the non-collection of side waste may result in complaints and residents having to use the County Household Waste Recycling Sites this will bring South Norfolk in line with other Councils. In addition, the residual waste collected is difficult to accurately predict due to the agreement to take away an unspecified amount of side waste, resulting in the risk of being up to the vehicular weight limit on some days and having capacity on others.
- 4.14 The non-collection of side waste will prove beneficial in stabilising to some extent the collection weights of residual waste. It will also result in residents having to manage their waste more at home, helping to promote other methods such as waste minimisation, reuse and recycling that are higher up the waste hierarchy. This supports DEFRA's Waste Management Plan for England (August 2020). This change would need a strong communication plan to support it before implementation and promoting the Household Waste Recycling Centres an alternative option or a charging mechanisms operated by the Council similar to that of the bulky waste collection service.

## **Kerbside Collections of Textiles, Batteries and WEEE**

- 4.15 Providing a kerbside collection service for textiles, batteries and Waste Electrical and Electronic Equipment (WEEE) items will increase the convenience and capture of items to be recycled. This would require lorries equipped with a cage to collect the items. South Norfolk is currently in contract with ASTCO who have 38 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**

- 4.16 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 carried out 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 garden waste projects and reducing residual waste.
- 4.17 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.
- 4.18 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.
- 4.19 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**

- 4.20 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 Committee. These proposals will include a full assessment of opportunities and risks, with opportunities for greater engagement with high achieving local authorities and other stakeholders an option. They will also contain detailed costings and resource requirements in addition to timescales for delivery.

## **6 OTHER OPTIONS**

- 6.1 Committee may decide against progression of any of these proposals. However, it would then be extremely unlikely that the Council would be able to increase its recycling rate to 60% as per their aspiration.

## **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 As stated above the collection of side waste can lead to difficulties to accurately predict the amount of residual waste to be collected, leading to some vehicles being at capacity on some days. Removal or a charging arrangement for side waste would provide stabilisation in managing weights.
- 7.4 **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.
- 7.5 **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.
- 7.6 **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 Economy and Environment Policy Committee 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 Committee 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
<b>Broadland</b>	<b>48.2</b>	<b>21.45</b>	<b>26.79</b>		<b>49.6</b>	<b>21.97</b>	<b>27.61</b>
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
<b>South Norfolk</b>	<b>41.3</b>	<b>22.15</b>	<b>19.2</b>		<b>42.5</b>	<b>22.49</b>	<b>20.04</b>

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

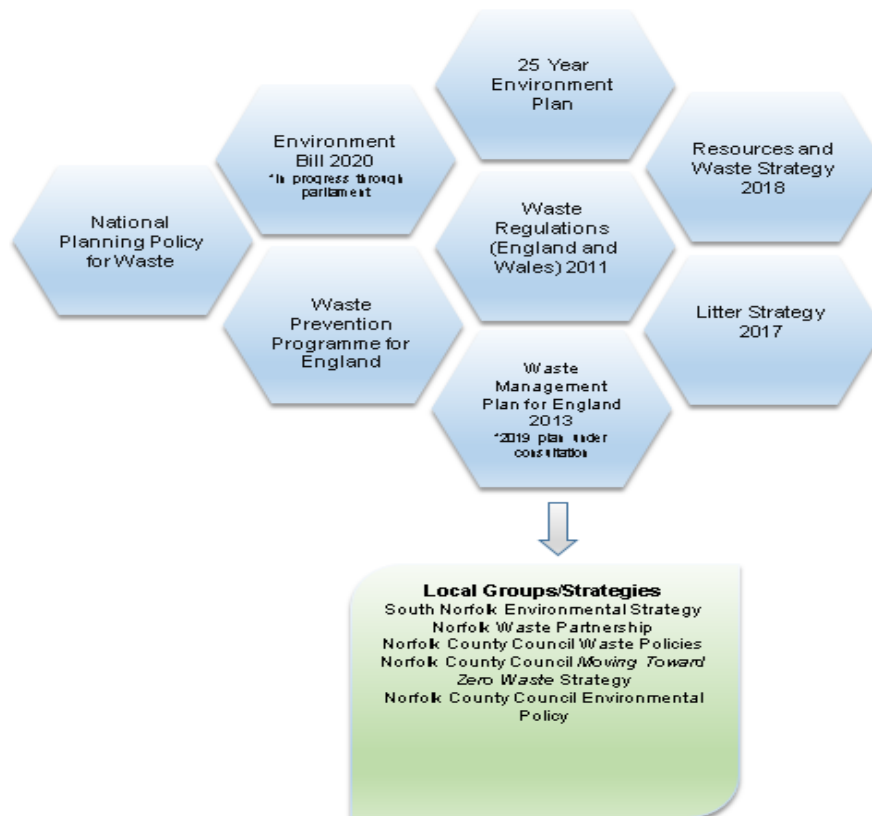
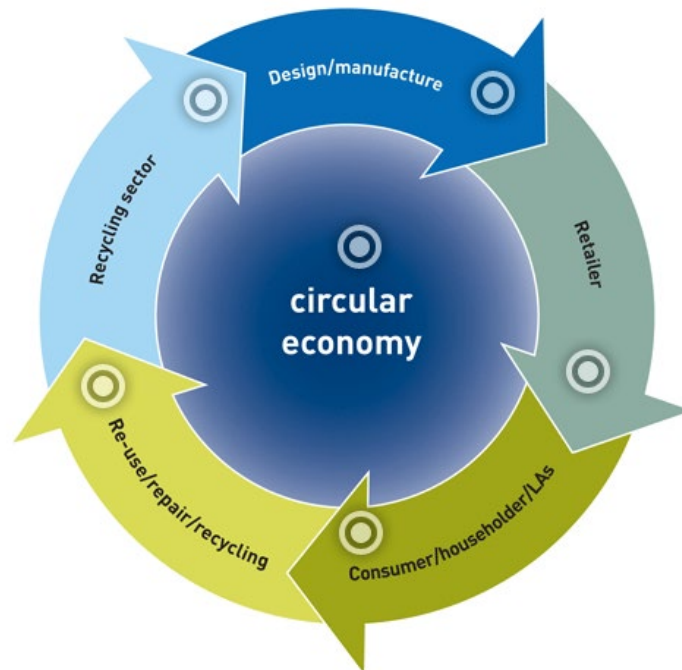


Figure 1: National and Local Strategic Context

The aspiration 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 South Norfolk.

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 South Norfolk

### Dry Recycling Collections

South Norfolk currently collects mixed dry recycling at the kerbside from 240L green bins for individual properties, with some larger households having 360 litre bins. Communal or shared areas may have 360L, 660L or 1100L bins and a few properties will also have a clear 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

South Norfolk currently accepts residual side waste. We do not have figures on the tonnage collected but in areas of dense population, such as Diss, Wymondham and Hethersett up to 2 bags of side waste will be collected per household. Complaints are received if all side waste placed out is not collected. However, the collection of side waste can be seen as not supporting DEFRA's Waste Management Plan for England (August 2020) to promote recycling.

Table 2 below shows that the total amount of material placed out for collection in the green 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 2: Total amount of household recyclables collected in kerbside bin (includes rejects)

### Garden Waste Collections

South Norfolk Council has a paid for garden waste collection service with around 29,000 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 3 shows that there has been an average increase in customers of around 1300 per year. 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
31/03/2013	16416	
31/03/2014	18234	1818
31/03/2015	19707	1473
30/03/2016	21606	1899
28/03/2017	23592	1986
27/03/2018	24851	1259
27/03/2019	25811	960
30/3/2020	28899	3088

*Table 3: Number of garden waste customers*

### **Textile, Glass and Paper Collections**

Textiles, glass and paper are also collected via contractors who have sited 38 banks located at mini recycling centres across the district. The textile banks are 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 206t of textiles were collected per year, with local non-profit making organisations receiving annual payments for having the textile banks located on their land. Glass collected via mini recycling centres had an average of 578t collected per year and paper 55t per year.

### **Bulky Waste Collections**

South Norfolk Council operates a bulky waste collection service. Currently the items excluding electrical (WEEE) are sent for disposal. The last 3 financial years indicate that the amount of bulky waste items collected for disposal is decreasing, 206.36t (2017/2018), 161.98t (2018/2019) to 75.96t (2019/2020). The majority of these items will consist of furniture.

### **Residual Waste**

Residual waste is mainly collected in 240L grey bins on a fortnightly basis from individual properties, with some larger households having 360 litre bins. Communal or shared areas may have 360L, 660L or 1100L green bins. A few properties will also have a sack

collection due to limited space. Up to two bags of excess side waste is also collected mainly in the more urban areas.

Table 4 indicates that the kilograms of residual waste (material not sent for recycling or reuse) per head in South Norfolk has shown a slight downward trend over the last 3 years.

Financial Year	Kg of residual waste collected per household
2017/2018	498.19kg
2018/2019	490.9kg
2019/2020	476.51kg

*Table 4: Kg of residual waste collected per household*

The overall recycling performance in South Norfolk is currently around 43%, which is similar to the rate in 2017/2018 with a decrease being shown in 2018/2019. Table 5 shows that the dry recycling rate, the amount of material sent for recycling excluding garden waste, has decreased since the 2017/2018 rate. In contrast to this the amount of material sent for composting (or similar methods), has increased.

Financial Year	Total recycling rate (dry & composting)	Composting rate (garden & food)	Dry Recycling (excluding garden & food)
2017/18	42.9%	18.38%	24.49%
2018/19	41.3%	19.20%	22.15%
2019/20	42.5%	20.04%	22.49%

*Table 5: Recycling performance over the last 3 financial years*

This shows that the aspiration of a 60% recycling rate for South Norfolk Council area will not be easy and significant long term changes and resources will be required. 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
<b>Wales total</b>	<b>62.80%</b>		
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

EEPC 16<sup>th</sup> October 2020

## Consultation on the Waste Management Plan for England

### 1. Background

The recycling team have responded to the Government's Consultation on the Waste Management Plan for England (The Plan). This report is for information only to share the answers for the response, which were required by the 15<sup>th</sup> October 2020.

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.

The policies summarised in the Plan may place additional burdens on Local Authorities if they are adopted. These include:

- Weekly food waste collections may become mandatory for all households.
- Free garden waste collection service may be introduced for all households with a garden.
- To increase the quality of material glass may need separating from co-mingled collections

### 2. Deadline

The deadline for this to be submitted was the 15<sup>th</sup> October 2020 and the response has been completed. Please see the answers submitted below for information.

### 3. Questions for consultation

The section in bold highlights the answer submitted and the reasoning behind it.

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

**Response drafted by:**

Michaela Beaumont  
Recycling & Partnerships Officer  
01508 533665  
[michaela.beaumont@broadland.gov.uk](mailto:michaela.beaumont@broadland.gov.uk)

Naageen Noorani  
Recycling & Partnerships Officer  
01508 500873  
[naageen.noorani@broadland.gov.uk](mailto:naageen.noorani@broadland.gov.uk)