



**Exeter City Council**

## **RECYCLING PLAN 2011-2016**

 **recycle for Exeter**

**Don't let Devon go to waste.**

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## 1. Introduction

As an authority rated 'excellent' for waste services by the Audit Commission, Exeter City Council is exempted from the requirement to provide a Recycling Plan. However in the interests of good quality service planning, a Recycling Plan is produced, reviewed and updated as appropriate.

Waste management remains one of the most visible frontline services provided by a local authority. Over the past 20 years, local authorities' statutory responsibility for removing the waste generated by society has shifted dramatically from simple waste disposal towards resource management; encouragement to reduce waste and the collection of materials for recycling to balance both environmental and financial issues arising from different collection and treatment systems.

Historically refuse collections were provided by a council solely for reasons of public health. Since 1990, National and European legislation has been introduced that require a Waste Collection Authority (WCA) like Exeter City Council, to devise and implement a range of policies to recycle, reduce or recover the energy from a significant proportion of the waste it previously collected and sent for disposal. This is now mainly driven by the Landfill Directive 1999 which was transposed into UK law by the Landfill (England and Wales) Regulations 2002.

Exeter City Council has also agreed to adopt and develop (in partnership with the other local authorities in Devon), the principles outlined within the Municipal Waste Management Strategy for Devon. This strategy and the targets for the recycling and composting of waste in Devon are presently under review.

Reaching any proposed targets will require continued close working with Devon County Council, the Waste Disposal Authority (WDA) which is responsible for disposing of the waste collected by Exeter City Council. The avoided disposal cost of any waste that is collected and not sent to land-fill but is recycled or composted is paid to Exeter City Council as a recycling credit (for 2010-2011 this is £48.87 for recycling and £40.37 for garden waste).

Recycling of waste has been a significant feature of Exeter City Council's Environmental Policy for many years. Nationally, the recycling rate is a combination of both 'dry recycling' and 'organic', (leaves, garden and kitchen waste). Exeter's recycling rate reached 37% in March 2010; when the recycling from the DCC Household Waste and Recycling Centre at Exton Road, is included the annual rate is a highly creditable 47%.

The 'dry recycling' rate is one of the highest in the South West but due to the charge made for the Garden Waste service which deters many from taking up the service, and the lack of a doorstep kitchen waste collection, the combined total is now below most of the Devon District Councils who provide a free garden and kitchen waste collection service.

Maintaining the current rate without the introduction of new service variation will be the next challenge for Exeter and the proposed new Energy from Waste plant at Marsh Barton may further impact on collection issues within Exeter, due to operate from 2013

This document represents the Council's latest thinking on recycling and waste minimisation, and sets out policies that will enable Exeter to use its resources most effectively, change public attitudes and responsibly manage the collection, recycling and disposal of waste in a cost effective and environmentally responsible way.

The Council welcomes comments, suggestions or observations from residents, businesses, agencies or other interested parties about any of the proposals contained in this recycling plan, or our existing services. Correspondence should be addressed to: Head of Environmental Health Services, Exeter City Council, Civic Centre, Paris Street, Exeter, EX1 1RQ or email:

[Robert.Norley@exeter.gov.uk](mailto:Robert.Norley@exeter.gov.uk).

## 2. Aims

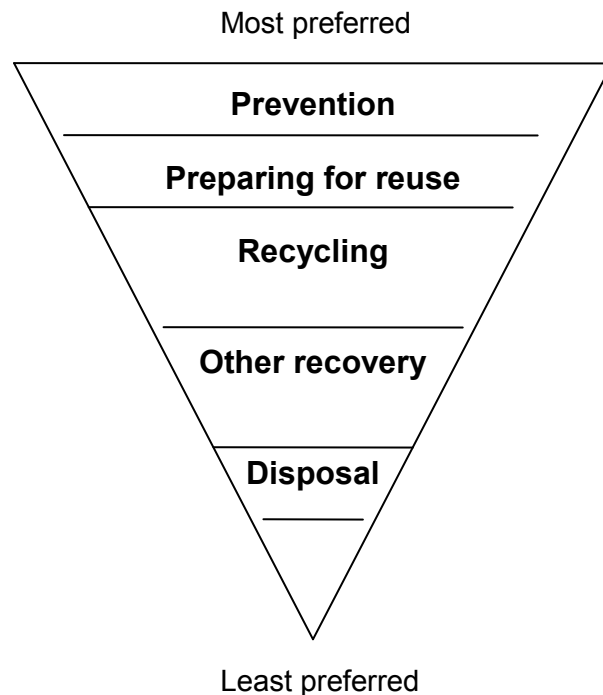
Exeter City Council is responsible for delivering a wide range of key services including housing, environmental health, waste collection, planning and leisure to over 123,500 residents, businesses and communities living and working in Exeter.

As a community leader, our mission is to enhance Exeter as the regional capital and to work with partners to improve the quality of life for all people living in, working in and visiting the city. Dealing with the city's waste in a sustainable, cost effective and environmentally responsible way will play an important part in achieving this.

By reviewing and improving existing recycling and refuse services, introducing new schemes where appropriate, and developing waste minimisation initiatives, the Council aims to contribute towards the protection and enhancement of both the local, regional and global environment.

The Council supports the principles of the new Waste Hierarchy (see below) that will be introduced by the transposing regulations of the revised Waste Framework Directive 2008/98EC that member states are required to apply as a priority order to waste prevention and management. For these principles to be effective, the necessary infrastructure and services need to be in place and supported by the people of Exeter.

The new Waste Hierarchy lists the preferred environmental options for dealing with waste in a descending order of desirability:



The broad objective of the Council's waste policy is to move waste management activities higher up the waste hierarchy.

### **3. Objectives**

The following objectives remain unchanged and continue to underpin the Recycling Plan:

- to reduce the amount of waste produced within Exeter;
- to support initiatives to encourage the re-use of waste and waste minimisation;
- to offer a high quality recycling infrastructure and service;
- to encourage local people to recycle;
- to promote policies and practices maximising environmental benefit;
- to actively seek and encourage local markets for recyclable materials;
- to work with the WDA to consider long term options to manage residual waste;
- to work within the financial constraints facing Exeter City Council; and
- to maintain or improve the recycling rate

Achieving these objectives will require the City Council to continue to work in partnership with other authorities, community groups and local businesses as well as making best use of new technologies and supporting programmes from central government and their agencies.

### **4. Legislation and links to other strategies**

The role of Exeter City Council as a Waste Collection Authority is largely laid out in the Environmental Protection Act (EPA 1990). This together with the relevant Statutory Instruments and amendments brought in by later legislation (notably the Environment Act 1995, the Waste Minimisation Act 1998, the Waste and Emissions Trading Act 2003 and the Household Waste Recycling Act 2003) sets out the legal framework for recycling and other waste management activities carried out by the Council. The revised Waste Framework Directive 2008/98EC is the latest legislation shaping strategy. It requires member states to achieve a 50% recycling/composting rate by 2020 (this is in line with the Government's Waste Strategy 2007) and improve the amount of plastics collected.

#### **4.1 National Waste Management Strategy**

On 15 June 2010, the Secretary of State for the Department for Environment, Food and Rural Affairs, the Rt. Hon Caroline Spelman MP announced that the Government would undertake a full review of waste policy in England. The Government's ambition for waste management in England was defined in the Coalition's Programme for Government and Defra's Structural Reform Plan as 'working towards a zero waste economy'. The purpose of the review is to look at all aspects of waste policy and waste management in England to ensure that we are taking the right steps to delivering this ambition. Until the results of this review are published it will not be practicable to finalise how Exeter will support the new strategy with any long term plan.

#### **4.2 The Municipal Waste Management Strategy for Devon**

This is also being revised but further work is on hold pending the Government's lead on new waste policies. The objectives of the strategy to date have been:

- to minimise the production of domestic waste by households;
- to establish the facilities necessary to manage and dispose of the household waste produced within the county until 2025;
- to make beneficial use of as much household waste as possible through materials recycling and composting;
- to select waste management methods which represent the optimum balance between environmental and economic costs and benefits, and which minimise the risks of immediate and future environmental pollution and harm to human health.

### **4.3 Regional Waste Strategy for the South West**

The strategy, 'From Rubbish to Resource' was written by the South West Regional Assembly and sets a vision for waste management in the region for the period to 2020. Its objectives in terms of recycling rates have already been exceeded by Devon and as with all other extant strategy documents (statutory or non-statutory), whilst its aims are under review within the Government's waste policy review.

### **4.4 The Exeter Vision**

The Recycling Plan accords with one of the main themes of the Exeter Vision, 'A city that cares for the environment', and details how the Council's strategic objective, 'to use resources effectively and provide high performing, value for money services that focus on customer needs' will be met. A further strategic objective to 'Enhance and protect the environment, reducing the cause and minimising the impact of climate change' is reflected through the recycling plan.

### **4.5 The Landfill Directive**

UK waste management legislation is increasingly being driven by EU Directives. The key piece of legislation affecting the management of municipal solid waste (MSW) is the Landfill Directive which sets limits on the amount of biodegradable MSW that can be land-filled.

The effect of these targets is to place strict limits on the amount on municipal waste containing biodegradable material that can be sent to landfill sites for disposal. The implementation of this Directive in the UK is by the Landfill Allowance Trading Scheme and the effects of the scheme are discussed in detail later in the plan. The key effect is that the allowances for sending unsorted MSW to landfill will be progressively reduced, necessitating the development of alternative ways to treat waste.

### **4.6 Waste collection and disposal contracts**

Exeter City Council is responsible for the collection of municipal waste within the city and this is provided in-house by Cleansing Services staff, providing a flexible and responsive service to the public.

Collected waste is transferred to Devon County Council, as the Waste Disposal Authority, for disposal via a contract with Devon Waste Management. In April 2010 the Waste Transfer Station on Marsh Barton closed until the site is developed for the new Waste to Energy plant. Refuse is being taken to the transfer station at Greendale Business Park, Woodbury for bulking prior to transport to the Heathfield Landfill Site, approx 15 miles away in the Teign Valley.

Recycled materials are sorted and stockpiled by Exeter City Council before being sold for recycling to appropriate re-processors. Materials are also purchased from a number of third party recyclers in the city, which increases the revenue from the MRF. Paper and glass is also purchased from East Devon, Mid Devon and Devon County Councils

## **5. Targets**

The current national recycling target is 50% by 2020, but this is a nationwide target and at present there are no recycling targets being set for individual councils. The main driver for all councils is the tonnage allowance allocated under the Landfill Allowance Trading scheme (LATs). Failure to reach these targets will trigger severe financial penalties, ultimately falling on local tax payers for non-compliance. This approach is being used to encourage the removal of biodegradable waste from landfill as part of the UK strategy to meet the requirements of the Landfill Directive. There is discussion at Government level whether the LATs scheme is the most effective way to manage future waste arisings to landfill and there is some question whether it will remain in place in the future.

## 5.1 National targets

The UK is bound by the EC Landfill Directive (99/31/EC), which sets mandatory targets for the reduction of biodegradable municipal waste sent to landfill. The UK national targets are:

- by 2010 to reduce biodegradable municipal waste land-filled to 75% of that produced in 1995;
- by 2013 to reduce biodegradable municipal waste land-filled to 50% of that produced in 1995;
- by 2020 to reduce biodegradable municipal waste land-filled to 35% of that produced in 1995;

The UK is expected to reach the 2010 target but may not reach the 2013 without an increase in facilities such as new EfW plants and anaerobic digesters which will divert waste from landfill.

To help meet these requirements and building on the National Waste Strategy 2007, a greater focus on waste prevention will be recognised through a new target to reduce the amount of household waste not re-used, recycled or composted from over 22.2 million tonnes in 2000 to 15.8 million tonnes in 2020 – a reduction of 45%. This is equivalent to a fall of 50% per person from 450 kg/person to 225 kg/person.

The Government had also established new national targets for recovery of municipal waste and recycling/ composting of household waste but these will also be subject to the pending overall review of waste strategy.

The current national recycling/composting targets are to achieve at least:

- 40% of household waste by 2010;
- 45% of household waste by 2015;
- 50% of household waste by 2020.

The National recovery targets (including energy recovery) are:

- to recover value from 53% of municipal waste by 2010;
- to recover value from 67% of Municipal waste by 2015;
- to recover value from 75% of Municipal waste by 2020.

## 5.2 Targets for Exeter City Council

Up to 2008/09 the statutory and local waste management and recycling targets were achieved. However by 2009/10 the situation had changed and the local target of 37% was missed, albeit by less than 1% (36.26%). Best Value Performance Indicators have now been replaced by National Indicators (NI), but these are also under review and may be abolished during 2011/12. There are now no individual district targets set at a national level. Devon County Council however has set local targets for NI 191, NI 192 and NI 193.

### DCC NI 192 – % household waste sent for reuse/recycling/composting

NI 192	2010/11	2011/12	2012/13	2013/14	2014/15	2019/20
Target %	54%	56%	57%	59%	60%	62.5%

There is an informal agreement amongst authorities that in order for Devon to achieve its revised targets the 2<sup>nd</sup> tier authorities (districts) would need to do achieve a 41% recycling rate by 2011/12, but this may also be changed when the Devon Waste Strategy is reviewed.

## Exeter's Provisional NI Targets

### NI 192 % household waste sent for reuse/recycling/composting

NI192	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Target	37%	37%	37.5%	38%	39%	40%

It is not expected that Exeter City Council will reach the 41% that DCC set as a provisional target for each district. However the overall recycling rate for Exeter, including the HWRC, currently stands at 47%.

### NI 191: Residual Household Waste per household (kg/hh)

Waste sent to landfill is predicted to continue to reduce in line with national trends:

NI191	2007/8	2008/9	2009/10		2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Actual	571.61	491.45	483.45	Target	480	475	470	465	460	455

## 5.3 Landfill Directive targets

The Waste and Emissions Trading Act 2003 has set a framework to limit the amount of biodegradable municipal waste that Waste Disposal Authorities (WDA) can send to landfill each year until 2020. No specific targets are set for Exeter City Council as Devon County Council is the appropriate WDA, so an appropriate range of collection systems and treatment facilities are being developed across the whole county. The likely implications for the recycling activities of Exeter City Council are discussed in detail later in the Recycling Plan.

## 6. Recycling Services

Recycling services are provided by Cleansing Services, part of Environmental Health Services, based at Oakwood House, Exton Road.

All households within the city are provided with a collection of residual waste, a separate collection of mixed recyclables and are offered a garden waste collection service for an annual fee. In addition, the recycling team manage a large network of recycling bring-banks throughout the city and arrange educational and promotional activities as well as supporting third party community recycling projects.

All standard refuse and recycling collections from householders are made by operatives of Cleansing Services using a fleet of 10 special collection vehicles, mainly fitted with facilities to compact collected materials to minimise vehicle movements. Collected materials for recycling are delivered for sorting to the Council owned and operated Material Recycling Facility, while materials for disposal to landfill are taken to the Waste Transfer Station at Greendale Industrial Estate.

### 6.1 Recycle for Exeter (replacing Recycle from Home)

Currently the preferred collection system is for the Council to provide householders with two wheelie bins, a black one for residual waste and a green one for things that can be recycled. These are collected on a fortnightly basis; one-week waste, the next recycling. This system is used for most properties, and in 2010, 14,000 households that were previously on weekly residual collections were moved to fortnightly. The remaining 5,000 are high-density households (including large numbers of flats) that don't have the storage space for wheelie bins, and their residual refuse is collected weekly in black bags. These properties are also offered a fortnightly recycling collection; either small containers that can be stored indoors, communal large wheeled bins or clear plastic bags. The high dry recycling rate is a reflection on the success of this co-mingled collection system.



In 1990 Exeter City Council was the first local authority in Devon to introduce a kerbside recycle collection to 1,500 properties in the city. An extensive survey of participating households at the end of the trial indicated that 84% approved of the twin bin alternate weekly collection system. Following this positive response, the Recycle from Home Scheme was introduced to a further 16,500 properties in the city between 1994 and 1999. At this point the council's small Materials Recycling Facility (MRF) was running at full capacity, so a larger more advanced facility was commissioned. The new MRF opened in August 2001 and has allowed the council to introduce Recycle from Home to the remainder of the city, a process completed in autumn 2004 to almost 49,000 households in the city.

By 2010 the city and this service had expanded to over 50,700 properties (2009/10). The use of education and enforcement is constantly reviewed to maximise household participation and material capture rates, as well as addressing issues of contamination to minimise health & safety concerns for workers in the MRF, and maximise operational efficiencies.

The Council's policy for the next five years with regard to its kerbside recycling collection does not at present include the introduction of any new collection service. Maintaining or improving recycling rates must be achieved by maximising the quality and quantity of materials collected and recovered through the operation of existing kerbside collection and bring banks by:

- continuing to promote the benefits and requirements of the scheme to a wide range of Exeter residents by a variety of media methods;
- continuing to operate an education and enforcement programme to maintain the quality of materials collected for recycling;
- continuing to operate an alternate weekly collection in the majority of the city and maintain the side waste ban on residual collections to encourage maximum diversion of recyclable materials;
- ensuring all new housing developments built in the city follow the ECC guidance provided at the planning application stage to provide adequate, appropriate and easy to use refuse and recycling storage systems.

## **6.2 Material Reclamation Facility (MRF)**

The Exeter MRF represents a significant investment for the Council, illustrating a commitment to develop recycling in the City. The plant started operations in September 2001 and was designed to cope with all the recyclable household waste likely to arise in the city. All materials collected for recycling are delivered to the MRF for sorting and aggregation ready for sale to re-processors.

Subsequent significant capital investment in an optical sorter on the paper line has helped maintain the quality of the material output. However, some of the material coming into the MRF is not suited to our system - the pieces are too small. This fraction, plus other unsorted recycling is sent to a larger MRF designed to deal with a wider range of material.

In addition to its function as a sorting plant, the facility has also been designed to be used for educational visits. The plant has a large visitor room equipped with multimedia facilities and a closed circuit television link to the plant floor. This has proved extremely popular with schools and other groups and the council hosts an average of 40 visits a year.

The Council's aims with regard to its MRF and trade of recyclates are:

- achieve (as far as is reasonably practicable) the material recovery rates from the mixed materials delivered to the plant;
- secure the best prices and most stable markets for recovered materials;
- continually monitor plant performance and modify or introduce processes to maximise material capture and throughput;

- minimise the recycling sent to the other MRF by maintaining optimum efficiency at the ECC MRF;
- to continue to promote the MRF as an educational resource and host visits for interested parties;
- ensure the council's MRF Operations work in a safe environment;
- to encourage and receive recyclates from third sector operators.

### 6.3 Recycling banks

Bottle banks were first introduced to the city in 1980. Since then the council has greatly expanded its network of bring sites, and the range of materials that can be accepted. There are now over 90 sites in Exeter, providing collection points for paper, glass, metal cans and aluminium foil, textiles, tetrapaks, shoes and books, though not all sites can take all materials. There are various charities and third party recycling organisations that collect textiles, books and shoes in the city and supply and service their own banks.

A range of bank types and sizes are currently used by the Council to collect recyclable materials. The type of bank used is dependant on the location and physical characteristics of the site and the level of use by the public, with the preferred type being igloo style that are insulated to reduce noise and are serviced in-house; smaller banks at locations where there is limited access are serviced by Devon Contract Waste.

The glass banks are especially important, as this material cannot be included in kerbside collections because the MRF is not designed to sort co-mingled materials containing glass. Glass banks yield over 2200 tonnes of material each year, contributing 5.8% to the recycling rate in 2009/10, and incrementally increase every year.

In contrast paper tonnages from bring banks have declined the last 2 years which may be explained to a drop in newspaper and magazine sales due to the economic downturn, and the current use of the kerbside collection for paper.

	<b>Paper</b>	<b>Glass</b>
	Tonnes	Tonnes
2005/6	541	1854
2006/7	469	2034
2007/8	488	2184
2008/9	423	2209
2009/10	354	2243

At a density of one site for every 1,500 residents, and with all households in the city within 1km of a site, the Council's recycling bank provision is one of the best in the country. Residents can find their nearest bring site by clicking on the councils "My House" part of the Council's web-site.

The recycling plan will need to reflect the trends in bank yields, and will be further developed to:

- maintain the existing network of sites number where practicable;
- reduce the number of low-yielding paper sites to improve efficiencies and/or increase provision for other recycling;
- add new sites for glass in areas where existing coverage is low;
- liaise with planning agencies and developers to provide locations within new housing developments.

## **6.4 Trade Recycling Service**

This fee-paying service was introduced in October 2007, initially collecting paper and card, and expanded to include plastic and metal cans in July 2008. A total of 425 tonnes of trade waste was recycled in 2009/2010 an increase of 65 tonnes from 2008/2009.

The introduction of a trade waste recycling service does not affect the recycling rate in Exeter as trade waste is classified as municipal waste, rather than domestic waste. However, it does mean that less of Exeter's waste is being sent to landfill and has helped traders to consider the impact of their waste on the environment.

## **6.5 Organic Waste**

About 68% of the waste generated by a normal household consists of organic materials. The rotting of this material (paper, card, garden and kitchen waste) causes some of the pollution problems associated with disposal by landfill. There are strict limits on the amounts of these materials that can be disposed of to landfill and the responsibility for reaching the disposal target rests with the Waste Disposal Authority, Devon County Council. However Exeter City Council recognises the need to reduce or compost as much of this fraction of waste as possible, and has introduced a number of policies and schemes to reduce the amounts Exeter sends for disposal. The Council's policy on organic waste is to:

- collect cardboard and paper through the kerbside collections, paper and textiles via bring banks and voluntary sector recyclers;
- compost garden waste through the Garden Waste Collection Scheme;
- educate and enforce the ban on garden waste in residual waste bins;
- in order to encourage householders to compost garden and kitchen waste at home, to sell cost price home composting equipment;
- compost leaf sweepings from Exeter streets;
- continue to support community composting schemes in the city and the Devon Community Composting Network.

## **6.6 Kitchen waste**

There are no plans to collect kitchen waste in Exeter as DCC intend to reach their future LATS diversion targets by providing a new Energy from Waste plant at Marsh Barton, which will divert all non-recyclable waste including the remaining organic fraction, away from landfill. Once this is operational within the expected time frame of 2013, then the amount sent to landfill will be minimal, just the bottom ash from the incineration process, which would fulfil the national targets.

## **6.7 Garden Waste Collection Scheme**

The garden waste collection service started in September 2004 in response to the need to reduce the amounts of land-filled organic waste and to help the City reach its statutory recycling targets. The system is based on the results of an extensive public consultation exercise laying out a variety of options, with the large majority of respondents favouring a chargeable service as being the fairest way of operating.

Residents either rent a brown wheelie bin or purchase biodegradable bags from retailers around the City. These containers are emptied or collected fortnightly for eight months of the year, and monthly on request during the winter.

Two collection vehicles and crews normally operate the service, reducing to one through the winter months. These vehicles service all properties in the city over a two week period, giving all residents the opportunity to opt into the scheme.

Until September 2011 collected materials will continue to be weighed and taken to the Council composting site at Water Lane in Exeter. The material is bulked-up and taken for composting to a local composting facility where the resulting product is used on farms to help improve the structure of the soil.

The launch of this scheme has allowed the Council to ban the placing of garden waste in the residual waste bin. As well as promoting the collection scheme, the Council continues to sell cost price home composters and reminds the public that they can take garden waste free of charge to the County Council Recycling Centre on Exton Road. Currently the garden waste collection service captures around just less than 2200 tonnes of material, which along with the leaves from street sweeping contributes 7.45% to the recycling rate in 2010

New legislation on waste permits means that from 1 October 2011 the site at Water Lane will not be licensed for either the bulking up of garden waste or the composting of Parks green waste. In order to deal with this enforced change the Council will in future take the garden waste directly to a 3<sup>rd</sup> party provider.

## **6.8 Leaves**

In 2011/12 the opportunities to enhance the garden waste collection services will be examined, and in particular there will be:

- a review of the effectiveness of collecting bio-bags city-wide on an ad-hoc basis;
- an examination of the merits of re-usable bags registered to an address to extend the choice of receptacles that may be hired, and improve the efficiency of the service.

## **6.9 Bulky Waste Recycling**

Bulky household waste such as old settees and fridges can be taken free of charge to the Household Waste Recycling Centre (HWRC) operated by Devon County Council at Exton Road, for recycling or disposal. A second HWRC is being built in Pinhoe and should be operational in April 2011, giving a much needed facility to the north of the City.

Alternatively, householders can use the services provided by Exeter City Council, such as the individual household special collection service (for a nominal charge), or take advantage of the collection days arranged at weekends at various sites around the city (free).

The Council's current policy on the recycling of bulky waste is to divert as many items as possible from bulky household collections for re-use and recycling, by supporting the work of voluntary sector re-use and recycling groups.

## **7. Other Recycling Policies**

### **7.1 The Council's Own Waste**

The Council seeks to lead by example through its own activities and has published a Corporate Environmental Strategy, which sets out policies and action plans to reduce waste within Council premises. A number of Corporate Environmental Performance Indicators are also monitored on an annual basis to assess the Council's environmental management performance, for which steady progress is being made. A summary of the progress made is the subject of a separate report to Scrutiny Committee Community (August 2010, Agenda Item 11).

### **7.1.1 Waste Minimisation Aims**

The Council's seeks to minimise waste by:

- adopting the principles of the 'waste hierarchy' in relation to our own activities, in order to reduce resource consumption and to minimise both the amount of waste disposed of and the production of greenhouse gases;
- reduce waste at source through the efficient use of resources and sustainable purchasing decisions;
- re-use as much material as practical, which might otherwise be regarded as waste;
- recycle or compost as much of the remaining waste as practical, including office paper, newspapers/magazines/leaflets, aluminium cans, printer/copier cartridges, organic office waste and grounds waste;
- ensure that all staff use the recycling facilities provided;
- ensure compliance with the Duty of Care Regulations by ensuring that waste is handled and stored safely and securely and is only passed to a registered waste carrier, waste management licence holder or exempt party for reuse/recycling/disposal;
- monitor the amount of waste produced by both the City Council and the local community.

To assist in these aims all Council employees are encouraged to:

- minimise the printing and photocopying of documents;
- use both sides of the paper from printing and photocopying;
- use scrap paper for photocopying and as notepads;
- use electronic means of communication and data storage in preference to paper.

In order to fulfil the Council's recycling policy a range of facilities for recycling are available at Council sites, including:

- small recycling boxes in each office throughout council offices, replacing individual waste bins;
- recycling containers near vending machines;
- wormeries at Exton Road for organic waste;
- larger recycling banks also available for use by the public at some ECC buildings;
- recycling toner cartridges and domestic batteries.

The new waste and recyclables collection arrangements that were introduced at many Council offices in February 2009 through the Environmental Champions scheme are still operating well. Although there has been a small increase (11%) in waste levels at the Civic Centre since last year (based on an audit in May 2010), this still represents a 32% reduction since the scheme was introduced and a 72% reduction since monitoring of waste levels began in April 1998. At Oakwood House, recycling rates have increased from 50% in April 2008 to 68% in May 2010, as a result of the new recycling arrangements.

### **7.1.2 Purchase of Recycled Products**

The Council's Sustainable Purchasing Policy in relation to the minimisation of waste and purchase of recycled materials is to:

- minimise purchases by using resources efficiently;
- use the least environmentally damaging products wherever practicable, taking into consideration the environmental impact of production, use and final disposal.

To encourage the purchase of recycled paper, the Council has registered with the Supply of Printing and Copier Papers Framework, operated by OGC Buying Solutions. This enables the Council to access good quality recycled copier and printing papers at a reduced cost, both when purchasing paper directly or via a printing contractor. It is estimated that savings of approximately 20% can be made by purchasing paper through the framework.

### 7.1.3 Performance Monitoring

The Council has a number of Corporate Environmental Performance Indicators, including targets for waste minimisation and paper consumption.

### 7.1.4 Waste Minimisation Targets

The Council's Environmental Strategy sets the target of reducing the amount (by weight) of office waste for disposal from the Civic Centre by 60% by April 2011, from a baseline of April 1998 (60 tonnes) and thereafter stabilise production at this level. The results for waste reduction at the Civic Centre are summarised below:

Year	Waste produced (Civic Centre)	Percentage change from baseline (April 1998)
May 2006	27.3 tonnes	55% reduction
May 2007	28.4 tonnes	53% reduction
May 2008	24.7 tonnes	59% reduction
May 2009	15.1 tonnes	75% reduction
May 2010	16.7 tonnes	72% reduction

The results were calculated from a waste auditing exercise, which involves monitoring the total amount of waste (for landfill disposal) produced from the Civic Centre during a week. From this data, the mean quantity of waste disposed of per day and thus the annual waste production is estimated.

A 72% reduction in the amount of waste (by weight) for landfill disposal from the Civic Centre was observed in May 2010, compared to the baseline of April 1998. Although this represents an 11% increase since the previous year, the result is significantly above the target of a 60% reduction by April 2011. In addition, the results represent a 32% reduction on May 2008 levels, before the new recycling scheme was introduced, suggesting that the benefits of the new scheme are still being achieved.

### 7.1.5 Paper Consumption Targets

#### Paper Use

The Council's Environmental Strategy sets the target to reduce paper consumption (office paper, copier paper, headed paper, compliment slips) within the Council by 10% by 2007/08 from a baseline of 2005/06 levels. Results are shown in the table below:

Year	Total paper purchased/consumed (reams*)	Percentage change over previous year	Percentage change from 2005/06 levels
2005/06	10,459 reams	3.9% decrease	-
2006/07	10,867 reams	3.9% increase	3.9% increase
2007/08	9,280 reams	14.6% decrease	11.3% decrease
2008/09	8,936 reams	3.7% decrease	14.5% decrease
2009/10	8,577 reams	4.0% decrease	18.0% decrease

\* A ream comprises 500 sheets of standard A4 paper, or its equivalent

The figures are calculated from data supplied by the relevant administrative sections on the quantity of paper used during the years in question. Due to difficulties in quantifying 'ad hoc' uses of paper, such as leaflets for promotions, only paper in every day use (copier paper, headed paper, compliment slips) is included and this is used as an indicator of overall performance.

The target for this indicator was achieved in 2007/08 and the aim since then has been to achieve a steady decrease in paper consumption each year.

The results of monitoring paper consumption in 2009/10 show that a total of 4.3 million sheets of paper were used, which represents a 4.0% decrease since the previous year and a decrease of 18.0% since the baseline year of 2005/06. This reduction is thought to be due to a drive towards duplex printing and electronic forms of data handling and storage, as well as increased awareness brought about by campaigns run by the Environmental Champions.

## **7.2 Domestic Waste Minimisation**

Preventing waste being produced remains at the top of the waste hierarchy and accordingly continues to be a high priority for the City Council. However, unlike recycling where the Council provide a service and the results can be easily measured, to be successful in waste minimisation entails changes in householder behaviour where the effect is difficult to quantify.

The core elements of the Council's waste minimisation aims are:

- to raise awareness of the need to reduce and re-use materials to avoid the production of waste, before looking for opportunities to recycle;
- to operate waste collection services and systems that encourages waste minimisation by the householder (by opting for an alternating refuse / recycling collection in most of the City, and limiting the amounts of residual non-recyclable waste that can be disposed of each week, the Council encourages householders to find ways to reduce the amounts of residual waste thrown away and to recycle as much as possible);
- to continue to promote home composting by running awareness campaigns, road shows, and providing low-cost compost bins and wormeries to residents;
- to work in partnership with others to promote the benefits of using washable cloth nappies to parents and health professionals by supporting local and national awareness campaigns;
- to use enforcement tools where necessary in order to bring about positive changed behaviour, and avoid contamination of recyclates.

## **7.3 Re-use**

Following the principles of the waste hierarchy, preparing for re-use is the preferred option to recycling. Opportunities to support re-use initiatives are limited as consumers are constantly encouraged by advertisers to buy new to replacing existing items. The Exeter Turntable Project is a co-operative furniture and white goods re-use and recycling project providing learning opportunities for long-term unemployed and disabled volunteers. The Turntable Project collects unwanted good quality furniture and white goods from the general public, which are refurbished or repaired by volunteers; reconditioned items are offered at low cost to families in need.

The Council's policy on re-use is to continue to support the Exeter Turntable Project, and via membership of the Devon Waste Reduction and Recycling Committee to support other furniture and re-use groups in Devon by paying re-use credits and promoting their activities to residents and businesses.

## **7.4 Communication with the general public**

Ensuring the public are aware of both the need to deal with the waste the city produces and the waste management and recycling services on offer is vital to the success of any sustainable waste management policy.

To this end, the Council runs successful education and publicity schemes and in partnership with the other Devon authorities helped develop and deliver the 'Don't Let Devon Go to Waste' (DLDGTW) campaign. The council continues to support DLDGTW via its membership and annual contributions to DAWRRC, and uses the logo on publicity material whenever possible. The national 'Recycle Now' iconography, in the form of 'recycle for Exeter' is used on all waste and recycling publicity materials. The challenge is to ensure that our high quality recycling services are properly used. Communication is clearly a key tool and a separate Communication Plan is updated on a yearly basis.

The Council's present policy is to:

- provide high quality educational materials promoting recycling and waste minimisation to the Exeter's residents;
- carry out visits, road shows, promotional events and give tours of the MRF to interested groups;
- continue to develop the Education and Enforcement Officer's role in providing Exeter's schools with a comprehensive recycling service, and promoting the Green Team;
- support appropriate national and local education and awareness campaigns such as 'Recycle Now!', 'Don't let Devon go to Waste', and the 'Love Food Hate Waste' campaigns;
- ensure the recycling pages on Exeter City Council's website are up to date, informative and engaging;
- continue to support the running and upkeep of the Devon Authorities Waste Reduction and Recycling Committee website [www.recycledevon.org](http://www.recycledevon.org).

## **7.5 Markets for Collected Materials**

The sale of materials collected for recycling generates important income for the Council. The price of collected materials shows significant fluctuations through the year and therefore the Council has entered into three long-term fixed price contracts. Joint contracts in partnership with other Devon authorities have been set up with re-processors for paper, textiles and glass. As the re-processor is guaranteed all of Devon's materials for the period of the contract, Exeter City Council and the other partners have been able to negotiate more favourable terms for these materials than if they operated alone. Other materials are sold on 'spot' price to obtain best value, and there are also pan-Devon contracts with hauliers for the transport of these materials.

A particular issue in the South West is the geographic distance to reprocessing companies, and the consequent economic and environmental costs in transporting materials out of the area. Accordingly, the Council endeavours to try and find the closest re-processors to Exeter where this does not conflict with the need for a stable market and reasonable price. The Council supports initiatives to create favourable conditions for reprocessing companies to locate in the area and to develop alternative local markets for some low value high volume materials such as green glass and compost.

The Council's policy on markets for collected materials is to:

- find the best price for collected materials;
- research, develop and support local alternative markets for materials;
- ensure that all brokers or re-processors are compliant with National, European and international regulations on the handling and shipment of waste.

## **7.6 Consultation and local participation**

In future details of new proposals, policies and targets for recycling will be published on the website as the main focus. The Exeter Citizen, the City Council's quarterly newspaper will no longer be used as the main method of conveying this information, instead there will be an annual mail out of the collection calendar and an opportunity to send information to each household at that time.

The Council holds regularly participates in a range of public engagement meetings around the City, which provide an opportunity for a two-way exchange of views and issues between the Council and local residents. As refuse collection is a high profile service of local government, and recycling is an issue high on both the public and Council agenda, questions relating to the city's waste management functions are frequently and usefully aired.



Feedback is also sought through the Wavelength panel facilitated by the Council. Questionnaires on services provided by the Council are sent to a panel of 1000 residents. This has provided valuable insight into what is important to citizens and what concerns they have. A recent consultation exercise on budget expenditure saw the recycling service as very important in the public view, with over 85% stating that as a statutory service it should have priority.

With regard to service development in recycling, new proposals will always include considering the views of residents, meaning the community will help shape plans. Support from the community will be critical in delivering recycling targets.

## **7.7 Enforcement activities**

Enforcement is a vital tool in the support of waste collection and recycling. It is important, for the efficient operation of the sorting plant and the health & safety of staff, that contamination of kerbside collected materials is minimised. The recycling team is tasked with responding to the collection crews' feedback on any incorrect items that residents place in their kerbside collection containers and to carry out an educational intervention where residents are misusing the system.

In the majority of cases, residents respond to this feedback in a positive manner. However in a minority of cases, an escalation approach is followed, which may lead to enforcement action, firstly in the form of a compliance Notice, followed by a fixed penalty notice and/or prosecution.

## **8. Partnership Working**

Partnership is a key aspect of the way the Council works, ranging from legal agreements for third parties to operate recycling systems in the city, to ad hoc support for community recycling projects and sponsorship links with businesses as opportunities arise. A highly successful example is the Green Team (described below).

### **8.1 Schools**

The Council is aware of the importance of educating young people to take responsibility for the waste they produce. Accordingly it is seen as important that recycling services should be available at educational establishments, mirroring as closely as possible the services offered through recycle from home. It is hoped that fostering the recycling habit in young people will make recycling second nature for our future citizens.

### **8.2 Schools Recycling Scheme**

The Council has good relationships with schools in the city, and has devoted large amounts of time to give talks and run workshops in schools, and host school visits to the MRF. The Council has also helped develop the Devon Waste Education Strategy in partnership with other Devon authorities.

The Schools Recycling Scheme was launched in September 2003 in response to requests for a recycling service by teachers and pupils and to build on the education activities targeted at schoolchildren and hence their families. By 2010 all Exeter's schools were actively participating in the scheme; currently this service is offered free of charge by the Council.

The Green Team is a partnership between Exeter City Council, The Express and Echo and Gregory's Distribution who transport recycled materials from the Council's Materials Recycling Facility. Every Tuesday in term time a Green Team page in the Express and Echo has puzzles, competitions and cartoons plus update reports from participating schools on any exciting news.

The Council's aims with schools education and recycling is to:

- offer the provision of receptacles and free collections of mixed recyclables to all Exeter schools;
- host educational visits using the multi-media education room at the MRF;
- provide ongoing educational support to participating schools, including newsletters and other incentives such as the Green Team, (as part of the Green Team scheme, school children have been recycling more waste, reducing their energy usage, and creating gardening areas in their school grounds).

### **8.3 Further education establishments**

Students and young people are in 'difficult to target' groups as recycling is seen as 'untrendy' and low on their list of priorities. In addition, the student population tends to be transitory, moving into and out of the City and swapping accommodation a number of times during their stay in Exeter, making it difficult to provide them with up to date information on waste management services for their locality. However as a university city the numbers of students is high and therefore students are one of the key groups targeted by the recycling team to encourage changed behaviour.

### **8.4 The University of Exeter**

The Education and Enforcement Officer has been working closely with the University from 2009 onwards to increase the amount of recycling collected from student areas and to increase awareness about all areas of refuse and recycling collections. Specific initiatives in 2009/10 include:

- tailored website and specific e-mail – developing a student specific website/email address. [www.exeter.gov.uk/students](http://www.exeter.gov.uk/students);
- easier access to replace lost information such as collection calendars and leaflets;
- fridge magnets with information about refuse and recycling collections have been produced jointly by ECC and the University and delivered by Student Wardens at the same time as their Community Guide (waste details included in this guide);
- a poster is now available for student houses (a copy of the fridge magnets), which is proving very successful as a quick fix for students failing to read the other information;
- specific initiatives to cope with end of term waste such as "Students on the move" and "Community clear up days".
- strengthening relationships with the University Community Liaison Officer and with the University Student Wardens;
- working to establish electronic communications with landlords and letting agents with the aim of establishing partnership working in educating private sector student tenants;
- establishing an accreditation scheme for student properties, part of which would focus on providing appropriate waste and recycling facilities at the property (launched December 2010).

### **8.5 Exeter Prison**

Exeter Prison is the largest penal establishment in Devon and produces large quantities of waste: the Council buys a range of recycling materials from the prison and pays recycling credits on these materials. It also provides advice and support where practical to help the prison maximise the amounts collected for recycling and increase the range of materials collected.

### **8.6 Devon Authorities Waste Reduction and Recycling Committee (DAWRRC)**

Exeter City Council has a long history of joint working with other authorities in Devon and is an active member of DAWRRC.

DAWRRC has been in existence in some form since 1992 when a joint committee of officers and councillors from the Devon authorities was set up to promote countywide recycling initiatives, support waste minimisation, re-use and recycling projects and to administer joint contracts for the procurement of services or supply of materials where this conferred a financial benefit to the partners.

DAWRRC continues in these roles today, and the Council through its membership of the committee currently supports the following groups and initiatives:

- Devon Community Recycling Network
- Devon Community Composting Network
- Devon Furniture Forum
- Don't Let Devon Go to Waste campaign - [www.recycledevon.org](http://www.recycledevon.org)
- Devon Real Nappy Project
- the Recycling Credit Scheme
- DAWRRC stand at the Devon County Show
- joint contracts for the sale and transport of collected materials
- seeking alternative markets
- lobbying for appropriate changes to waste regulations

The budget available to DAWRRC is provided by an annual voluntary contribution from its members, the level of individual contribution reflecting the amount of waste produced within each local authority. The Council's policy on partnership working and DAWRRC is to continue to work in partnership with the other Devon authorities to support the activities of the committee, and to monitor and evaluate joint working agreements and projects to ensure their operation and objectives are in line with the Council's own aims and 'add value'.

## **8.7 The Voluntary and Community Sectors**

The Council has always recognised the important role the voluntary and community sectors can play in both increasing awareness about environmental issues and in collecting materials for recycling and re-use. Paper and a very small amount of other materials collected by voluntary groups are purchased by the council to ensure the groups have easy access to markets for materials they have collected.

In addition to the intrinsic value of the materials, the Recycling Credit Scheme acts as a powerful financial incentive for community groups to collect recyclable materials. Under the scheme, the Council and Devon County Council pay participating groups a sum equal to the amount it would have respectively cost each authority to have collected or land-filled the materials removed from the household waste stream by the group, (currently £49.57per tonne).

In addition to Recycling Credits the Council, in conjunction with Devon County Council, pays a sum for re-used furniture and white goods – a contribution over and above the customary requirement for landfill credits payment legally required.

In 2009/10 voluntary sector collections contributed around 2.75% to the city's recycling rate. The Council's policy is to continue to promote the Recycling Credit Scheme to community groups, voluntary organisations and charities, and harness the enthusiasm, initiative and flexibility of the community sector in the development of re-use, recycling and waste minimisation in the city.

## **9. The Way Forward**

Exeter's recycling rate has now reached a plateau and achieving further increases in the recycling rate will be difficult and challenging.

The short-term action plan (Appendix C) outlines proposed actions to be taken by the Council for the medium term. Long term plans will necessarily be dependant on the result of the Governments Waste Review, the consultation period for which has now closed and early results of the review are expected in Spring 2011.

This short-term action plan focuses on doing the things we already do better, maximising the efficiency of present services. However there are a number of key issues currently being debated that will impact on recycling services and these are outlined further. Annual reviews of this plan will provide an opportunity to keep the plan up to date as the resolution or effect of these issues becomes clear.

## **10. Drivers for Change – Key Challenges 2011-2016**

### **10.1 The MRF and the value of recycling.**

The MRF was commissioned in 2001 and the life expectancy of the equipment, 10 years, is due to expire during the period of this Recycling Plan. At present the MRF is maintained in good working order through the maintenance budget but any significant breakdowns will require capital investment.

A review of the cost effectiveness of the MRF was carried out in 2010 and it was established that during 2009/10 the cost of processing recycling through the MRF was approximately £13 per tonne. This was in part due to the high material prices achieved during the year, a reflection of the developing economy in Asia driving the price of raw and reclaimed materials. This is a highly competitive price for processing a tonne of recycled material through a small MRF, but is dependent on achieving high material sales in a market known for its volatility. Paper, textiles and glass are sold on long term contract; other materials are sold on the basis of the best available price. The current price for sending materials to another MRF for sorting is £32 per tonne.

There is a proposal by Viridor for a large commercial/domestic MRF to be built on the Heathfield landfill site. If this goes ahead, Viridor will require supplies of co-mingled material (which would include glass) and may bid to process Exeter's recycling materials at a more competitive price than in-house processing can achieve. We will continue to monitor and evaluate costs of processing through other MRFs.

### **10.2 Finance - resource implications**

#### **Identified saving (2010-11 and onwards)**

The introduction of a revised collection service in September 2010 for refuse and recycling is predicted to make considerable savings. By moving 14,000 households from weekly to fortnightly refuse collections, and streamlining the collection routes a reduction in the number of collection crews (reduction of vehicle, driver and crew) will make annual savings of a minimum of £84,000 a year.

In addition the proposed 'remote working' with in-cab- technology and improved electronic communications links will provide further savings when it is introduced in 2011 (estimated at a minimum of £18,000 pa).

However it is unlikely that these savings will be directly re-invested into further improvements of other areas of recycling services, such as future capital requirements to update the MRF and many of the costs of providing effective waste management and recycling services will continue to rise against a background of cuts imposed by Central Government. It is expected that the budget for recycling will be reduced and as a consequence some areas of the service, schools/education or general communication may have to be cut back.

### **10.3 An increasing population**

The rate of population growth has increased significantly in Exeter, especially so since the last Census of 2001, with a rate of growth nearing three times above national average and more than double the regional average.

Area	Change between census years		Change to present day		
	1981 to 1991	1991 to 2001	1981 to 2008	1991 to 2008	2001 to 2008
Exeter	4.2%	6.1%	22.8%	17.8%	11.1%
East Devon	9.3%	6.8%	23.2%	12.7%	5.6%
Mid Devon	10.4%	8.0%	30.9%	18.5%	9.7%
Teignbridge	14.2%	10.8%	33.2%	16.6%	5.3%
EHOD	9.3%	7.9%	26.9%	16.1%	7.6%
Devon	6.8%	4.3%	18.2%	10.6%	6.0%
South West	7.0%	5.4%	18.8%	11.1%	5.4%
South East	5.3%	5.2%	15.7%	9.8%	4.4%
England & Wales	2.2%	3.2%	9.7%	7.3%	4.0%

Source: 2008 Mid Year Population Estimate @ ONS, Crown Copyright

Local economic success and the quality of the environment means Exeter is a desirable place to live. There is a need for more housing and in particular affordable homes which will mean large numbers of new residential units will be added to the City over the period of this plan. Many of the new housing units will be high density, with limited space for waste and recycling storage and collection facilities.

The re-organisation of the collection routes and the move to fortnightly collection for 14,000 properties in 2010 has made the service more efficient, freeing up a vehicle and crew. This will allow for greater flexibility than previously for the integration of new dwellings as they are developed.

To ensure that new developments provide suitable and sufficient storage for the number of properties being developed, part of the planning application procedure now requires developers to include waste storage facilities on their plans. A guide is available detailing information on bin sizes and bin store dimensions plus standard collection points for refuse and recycling. The Recycling Team check that on the larger developments the proposed storage will be sufficient and accessible by the collection crews.

#### 10.4 Waste generation – where from here?

Increasing affluence and economic growth has been linked to increased consumption, in turn leading to more waste. Breaking the link between economic prosperity and waste generation has been a challenge facing society. However, in the last few years the economic down turn has led to a reduction in overall household waste arising throughout the UK. Between 2008/9 and 2009/10 there was a decrease of 2.7%. In fact household waste has been declining annually since 2006 and this is mirrored by municipal waste, which dropped by 2.9 % between 2008/9 and 2009/10.

At the same time the UK recycling rate has reached an average of nearly 40%. So great has been these two combined effects that the industry foresees problems ahead with fulfilling existing contracts to supply non-recyclable waste to EfW facilities in the longer term.

Government and industry have a significant role to play in achieving this trend by minimising waste at source. There is legislation to support this, e.g. The Packaging (Essential Requirements) Regulations 2003 apply if a business produces packaged products, or places packaging or packaged goods on the market.

In addition the Producer Responsibility Obligations (Packaging Waste) Regulations 2007 apply if a business handles more than 50 tonnes of packaging in a year and has a turnover of more than £2 million. The regulations require producers of packaging waste in England, Scotland and Wales to contribute towards recovering and recycling a proportion of the packaging produced.

The Government has maintained the Landfill Tax escalator, which is progressively making disposal to landfill more expensive and untaxed alternatives more attractive. In 2010/11 the tax is £48 per tonne and it is scheduled to rise by £8 a year until 2014

In Exeter and Devon, the importance of addressing this issue was recognised at an early stage and a combination of educational and promotional work under the Don't let Devon go to Waste banner, together with Council policies to ban the collection of side waste and restrict residual disposal capacity for householders, means that the increase in waste arisings has been addressed and the amount of waste collected (the total for disposal and recycling or composting) in 2010 was virtually the same in Devon as that produced in 2005/6. This is mirroring the National trend and emphasises the problems the industry is experiencing with its inaccurate predictions on waste arisings and the consequence for planning disposal capacity into the future when arisings are estimated to be + 3% per annum.

### Total Waste Arisings

Year	Exeter City		Devon Area (exc. Plymouth & Torbay)	
	Total Household Waste Arisings (tonnes)	Yearly Change	Total Household Waste Arisings (tonnes)	Yearly Change
2005/06	39065	+ 0.5%	379904	+ 0.8%
2006/07	39193	+ 0.32%	391543	+ 3.06%
2007/08	38922	- 0.69%	391949	+ 0.1%
2008/09	38731	- 0.49%	389981	- 0.5%
2009/10	38157	-1.48%	379259	-2.74%
	Change between 2005/06 and 2010	- 2.32%	Change between 2005/06 and 2010	-0.16%

Source: Devon County Council.

In 2010 the average amount of waste generated (and collected by the WCA) by each person in Exeter was 310.58 kg, whereas the UK average is nearer to 500 kg per person/year, (this includes waste taken to the HWRCs).

### 10.5 Energy from Waste Facility

Provided this facility is completed and on stream to accept domestic waste in 2013, DCC will meet its landfill allowances for Devon, thus avoiding costly fines. However there may be a negative effect on the recycling rate in Exeter if the public perception is that burning waste and extracting the energy derived is as environmentally sound as recycling, whereas in reality the former is higher on the waste hierarchy.

### 10.6 New communication technology

The introduction in 2011 of mobile working for the refuse/recycling collection crews, along with improved inter-departmental IT links will increase the efficiency of both the collection of the bins and the back room functions. Cleansing Services is taking a lead on this new technology that should facilitate better synergy between the collection crews, the Education/Enforcement Officer and back office, thereby allowing swifter interventions to deal with poor recycling or contaminated recycling.

## **10.7 Compulsory recycling and incentives**

### **Compulsion**

At present it is difficult for the Council to compel people to recycle, though by restricting the space in bins for waste disposal, and offering an alternate weekly collection there is a strong incentive to increase the amount put out for recycling. In September 2010, a further 14,000 properties were moved from weekly to fortnightly refuse collection and it is expected that there will be a measurable increase in the tonnages collected for recycling as a result of this change.

A number of collection authorities are considering making recycling compulsory through being very specific about what waste can be presented in what bin, and rigorously enforcing this, however there are a number of practical difficulties around enforcement that would make such compulsion problematical at this stage. In addition, in practice it is more effective to encourage the complaint majority through education, leaving enforcement as the next stage when this fails.

### **Incentive schemes**

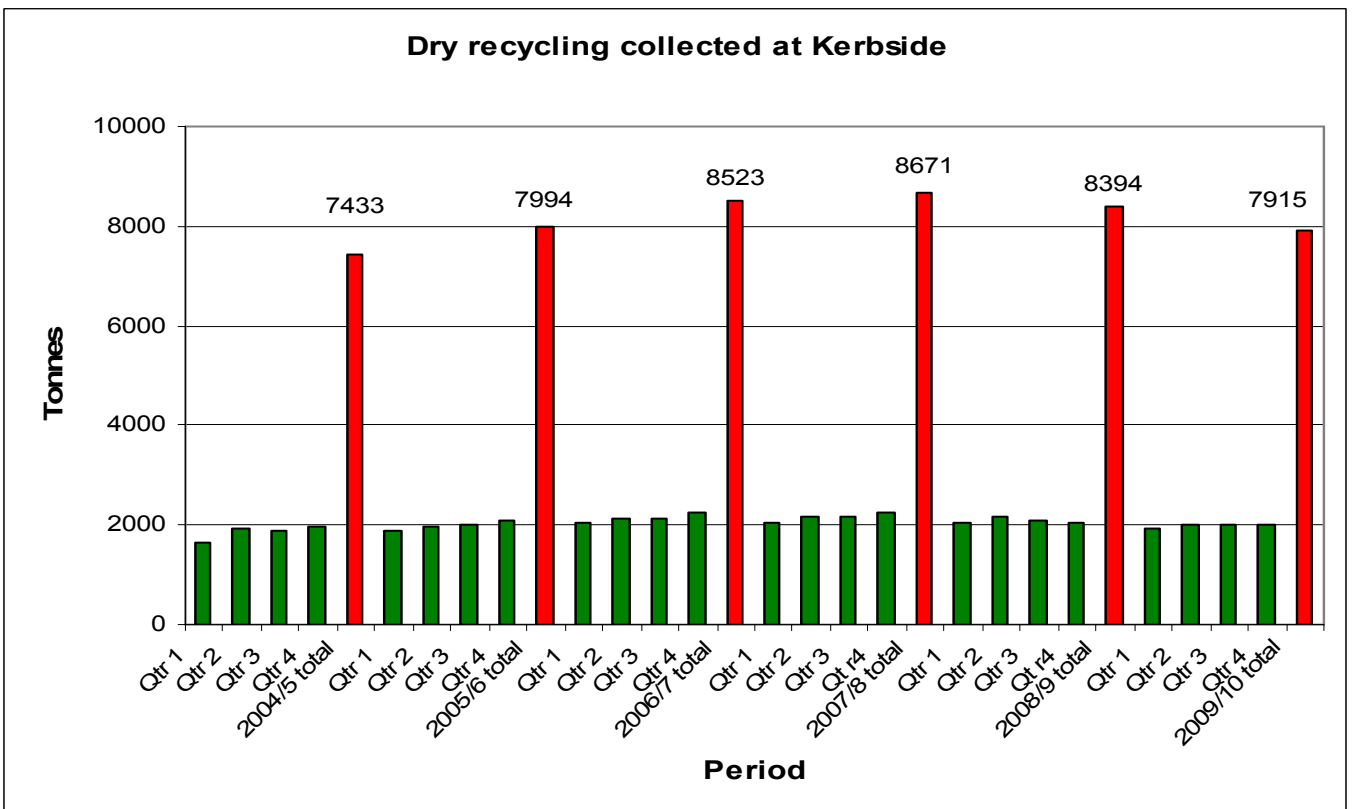
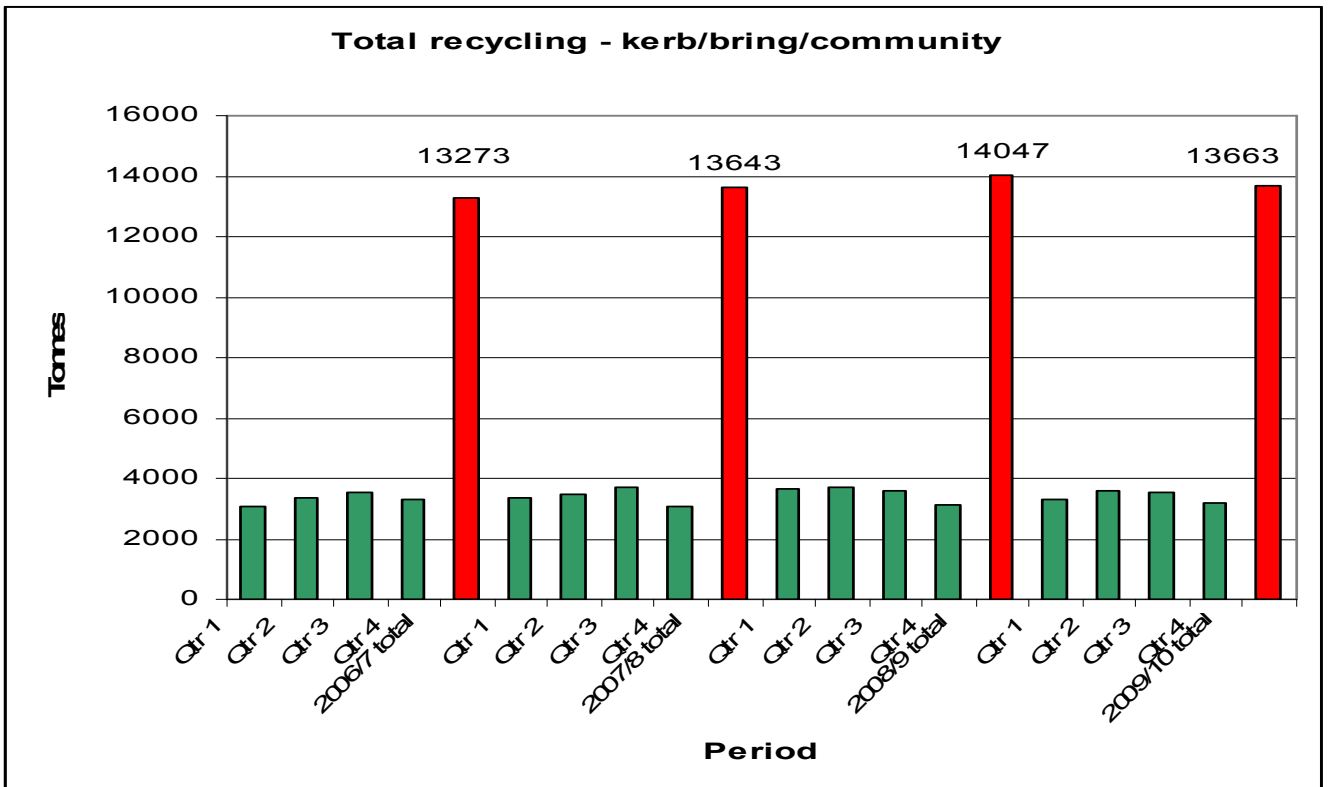
Schemes that place a value on waste and recyclates, and link that value with the domestic producer of the waste, engage a powerful driver for changed behaviour. Well established schemes can be found in Germany, Holland and Belgium where the waste bin and recycling bins are weighed, attributed to each household and a value placed on the waste produced.

This may be presented as a 'pay as you throw' scheme, where the householder is invoiced for the amount of residual waste produced (but not for the recyclates), thereby encouraging more recycling and less residual waste. In such schemes, following initial resistance, the wish to cut down household disposal costs has had the ripple effect of galvanising households to change their shopping habits, and choose goods with less packaging. In turn, this has been noticed by retailers and manufacturers who have responded by providing goods with less packaging, thereby saving on resources and waste.

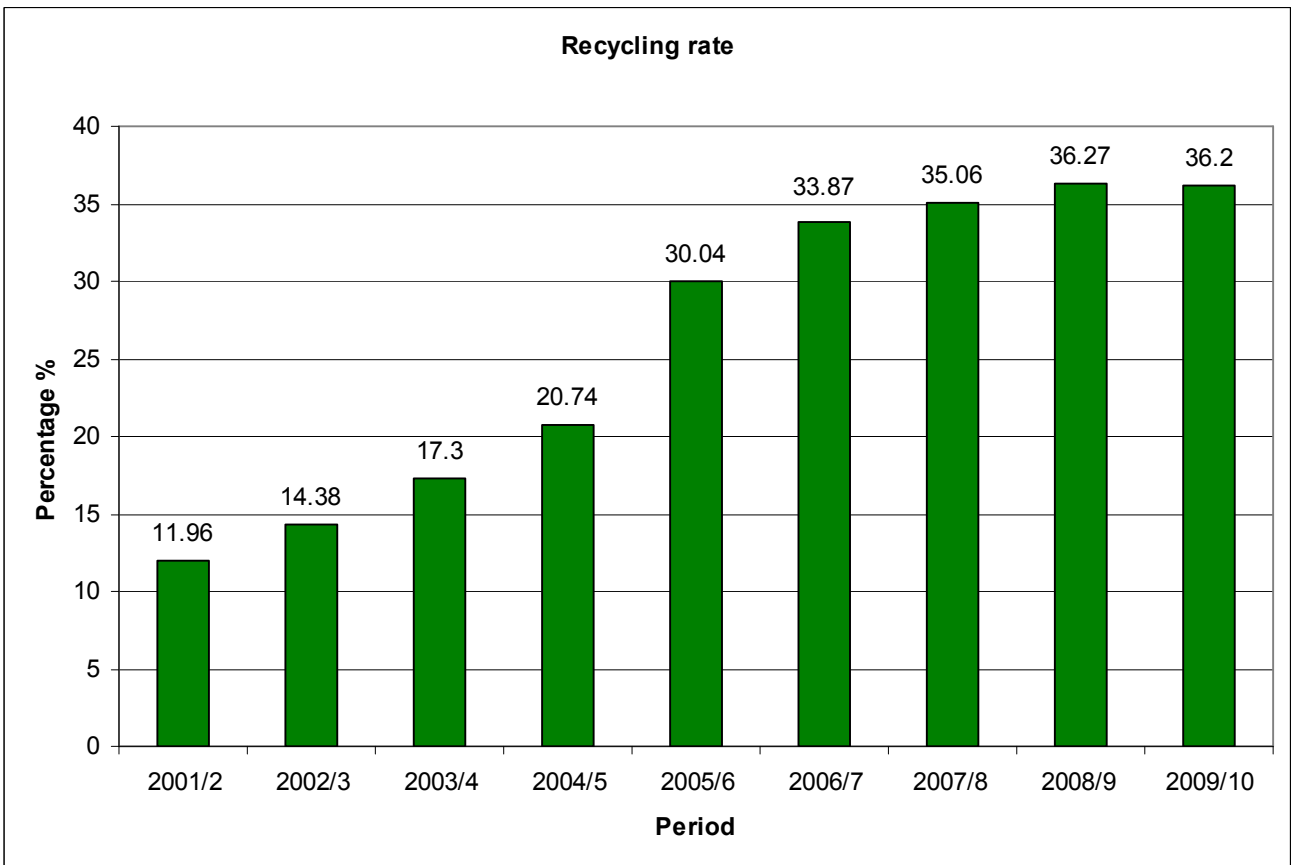
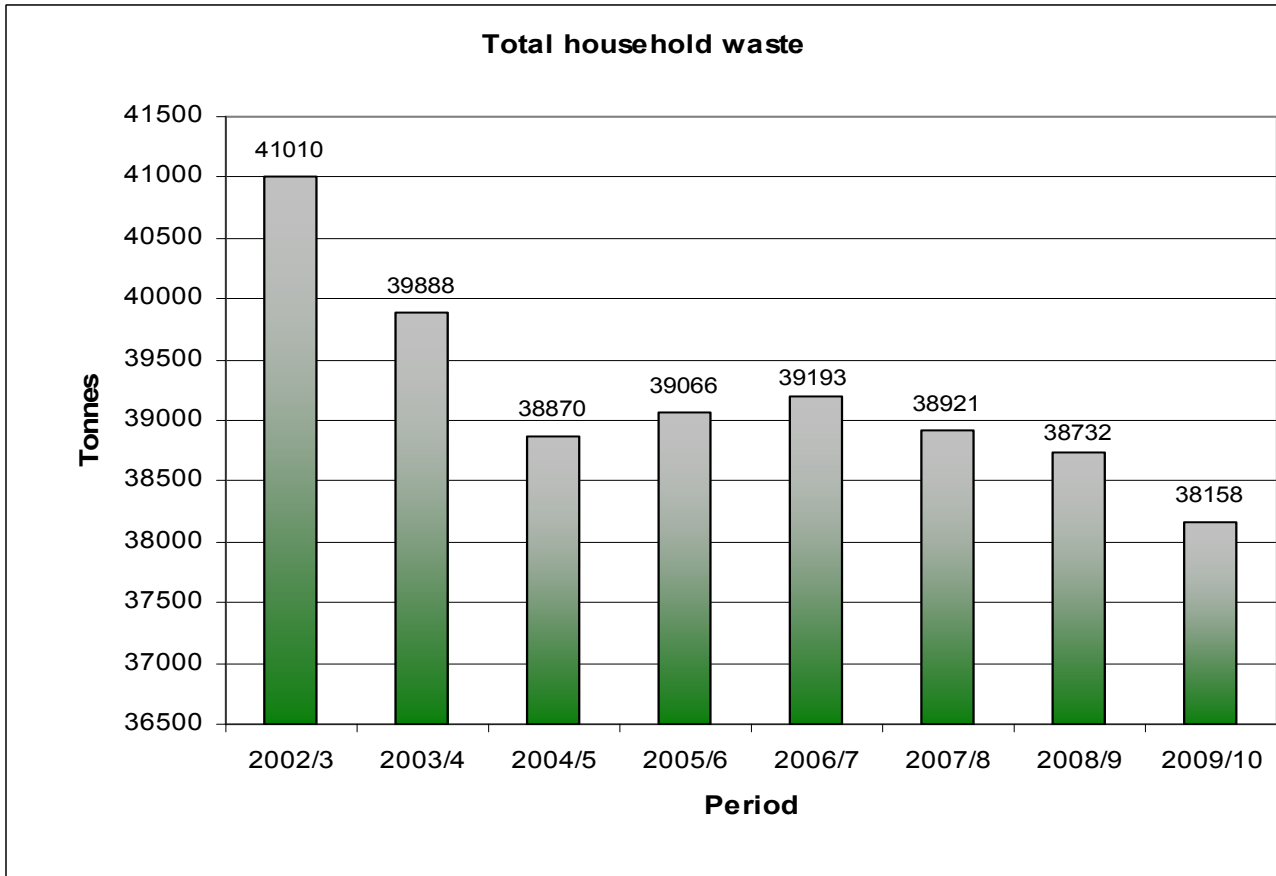
There are several variants of such schemes in operation on the continent, in varying degrees of sophistication so that low income households are not disproportionately disadvantaged.

Alternatively, recycling can be weighed and rewarded. A scheme piloted in the Royal Borough of Windsor & Maidenhead, gives credits for the weight of recyclates produced by households, which can then be redeemed for vouchers at various national retailers. This relatively small reward successfully galvanises people to recycle more, although it is questionable whether they would be motivated to change their purchasing preferences and buy products with less packaging, as has happened with 'pay as you throw' schemes.

Attempts to introduce pilots on pay as you throw schemes in the UK have been unsuccessful, largely due to negative media interest that has been so strong that most councils have found it politically unacceptable to contemplate introducing such schemes. The current Government favours the approach of rewarding good recycling, and it is therefore likely that any new incentive schemes introduced in the short to medium term, will be of this type. The merits of such schemes will be examined in order to see their applicability to Exeter.







**Best Value Performance Indicator Figures**
**Appendix B**

Number	Description	2003/04	2004/05	2005/06	2006/07	2007/08	2008/9	2009/10
NI 191	Residual HH waste/HH	NA	NA	NA	NA	517.61	491.45	483.45 kg
NI 192	Percentage HH waste sent for reuse/recycling & composting	NA	NA	NA	34.32%	35.18%	36.2%	36.2%
82a	Percentage of HH waste arising which have been sent for recycling (dry)	16.64%	19.05%	23%	29.17%	30.13%	29.44 %	28.84%
82b	Percentage of HH waste sent for composting	0.65%	1.69%	3.2%	5.15%	5.68	6.74%	7.45%
82bi	Tonnage of HH waste sent for composting	260.51t	655.65t	1173t	2033t	2219t	2607.5 t	2831.16t
84a	Kilograms of waste collected per head of population	359.11	343	340.1	335.6	326.61	315.98	310.58
84b	Change from previous year in the amount of HH waste collected per head		-4.49%	-0.8%	-1.32%	-2.68	-3.25%	-1.71

	PRIORITY	ISSUE	HOW	WHEN	TARGET	COMMENTS
1	H	<p>Increase tonnages collected via Exeter kerbside collection and bring bank system</p> <p>Overall tonnage decreased during 2009/10 and this trend looks likely to continue through 2010/11 until the economy recovers.</p>	<p>All households are on kerbside collection scheme.</p> <ul style="list-style-type: none"> <li>• Education and promotion of the full range of acceptable recycling materials via communications campaign, with special focus on glass to bottle banks.</li> <li>• Organised visits to the MRF, Road shows and events</li> <li>• Proposal to continue to promote the Green Team using existing staff resources in partnership with the Express and Echo and Gregory's Transport to promote this highly effective scheme in schools throughout Exeter</li> </ul>	Ongoing	<p>Target is 37% recycling rate – if move to bi-weekly ( 14,000 properties in Sept 2010) has expected affect on reduced landfill tonnage with increased recycling rate this may be achieved</p>	<p>Target will still be hard to reach due to light-weighting of packages and challenge of persuading reluctant recyclers to do more.</p>
2	H	<p>Reduce the amount of contamination in the recycling stream.</p> <p>Increase the amount of material sent for recycling and charge for the removal of contaminated recycling containers.</p>	<p>Continue with the education and enforcement programme with householders. Increase liaison with Landlords and the University</p> <p>Continue to use contamination sticker that gives householders the option to remove the contamination and present the container with their next recycling collection <u>or</u> pay for a special collection (£13.50) to remove the waste to landfill</p>	<p>Ongoing</p> <p>Implemented in 2009/10</p>		<p>Customers that contaminate usually respond to system of educational visits/s46 letters. Those that do not are often the most vulnerable and the decision to pursue specific individuals has not yet been seen as the right option.</p>

	<b>PRIORITY</b>	<b>ISSUE</b>	<b>HOW</b>	<b>WHEN</b>	<b>TARGET</b>	<b>COMMENTS</b>
3	H	MRF efficiency and clinical waste.	Continue to minimise clinical contamination into the MRF by working with Drs, PCT and others.	On-going		
4	H	Markets for recycled materials	Continue to source highest price for materials ( not already contracted)	On- going		
5	H	Waste minimisation. Growth in waste arisings has levelled out: 2003/04 39,888 tonnes 2004/05 38,870 tonnes 2005/06 39,066 tonnes 2006/07 39,193 tonnes 2007/8 38,922 tonnes 2008/9 38,731 tonnes 2009/10 38,158 tonnes	Combination of activities to promote recycling and waste minimisation, as outlined in the Recycling Plan.  Continue to promote Food Waste Reduction –	On-going	Zero increase in waste arisings for landfill.	Maintaining good relations with the local press is an essential element of promoting recycling.
6	H	Bring banks service	New glass collection vehicle has weighing facility which enables each bank to be individually assessed for usage.	Spring 2011	Reduce number of banks	Reduced number of banks will make savings in collection and maintenance costs
7	H	Garden Waste Collection Scheme	In addition to households renting brown bins, biodegradable sacks are available from selected retail outlets throughout the city. Approximately 30,000 bags were sold in 2009/10 at a cost to the customer of 60 pence per bag. However, the disadvantage of this system is that all roads in the City must be visited on the relevant collection day in case a bag is put out by a resident. The cost-effectiveness of this option will be examined, with the possibility of replacing the sacks with re-usable bags for hire.	Spring 2011	Rationalise collection rounds and reduce costs	Possible savings in admin/vehicle costs/ staff

	<b>PRIORITY</b>	<b>ISSUE</b>	<b>HOW</b>	<b>WHEN</b>	<b>TARGET</b>	<b>COMMENTS</b>
8	M	Review Incentive schemes	Incentive schemes which reward those households with high recycling yields are highly topical currently. Some Councils, such as the Royal Borough of Windsor and Maidenhead, are already piloting such schemes in association with national retailers. The Council will investigate the merits of such incentive schemes that encourage more recycling, and assess their relevance to Exeter.	Autumn 2011	Look at best practice and assess for Exeter	Exeter's bins are not micro-chipped so implementation costs may be too high.
9	L	Waste to Energy Plant	Planning permission granted by Devon County Council for an Energy from Waste incinerator.	Likely to be commissioned 2012	60,000 tonnes of waste incinerated pa, of which 27,000 will be ECC derived.	Will greatly assist in reducing waste to landfill and meeting LATS targets. But may have negative effect on recycling rate.