

SOUTH HOLLAND DISTRICT COUNCIL

**RECYCLING
STRATEGY**

2007-2010

A SUBDIVISION OF OUR EMERGING ENVIRONMENTAL & CLIMATE CHANGE STRATEGY

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1 Introduction

This is the Recycling Strategy document for South Holland District Council. In it we address the national and regional priorities for waste and recycling and reconcile these with our own local objectives.

This is our fourth Recycling Strategy. We have produced it because Section 49 of the Environmental Protection Act 1990 places a duty on Waste Collection Authorities to provide and issue a Recycling Plan. We produced our first plan in May 1992. A recycling plan is essential in response to mandatory targets set by the Government which required local authorities to achieve a 25% recycling rate by the year 2005. This requirement followed the obligations under EU legislation:

- Waste Framework Directive 91/156/EEC
- Landfill Directive 99/31/EC
- Hazardous Waste Directive 91/689/EEC
- Packaging Waste Directive 94/62/EC

In July 1996 the Government set up a Review Group on the Local Authority Role in recycling and published their report in February 1997. One of the key recommendations was that Waste Collection Authorities should carry out investigations to decide what changes to their recycling plans may be needed. It was also decided that the Government should issue revised guidance to Local Authorities on the preparation and revision of these recycling plans. This was set out in the Government's guidance booklet 'Guidance to Local Authorities on preparing and revising Recycling Strategies and Recycling plans' that was produced in 1998.

The timescale for the revision of plans from the Government was for a revised plan to be finalised by the end of 1998. We produced an initial Recycling Strategy for a seven year period to incorporate targets set for 1999-2006.

Progress towards achieving the 25% target, after district strategies were produced, was poor almost everywhere and in response to under achievement the Government produced the National Waste Strategy in 2000. As part of this, in 2002 Lincolnshire County Council devised the 'Developing the Lincolnshire Municipal Waste Management Strategy,' of which South Holland District is a part. As a result, the National Waste Strategy targets were approved as Council Policy in September 2000.

To ensure that all local authorities contribute to achieving targets the government set new performance targets amended from previous targets required local authorities to double their 1998/9 performance by 2004 and to treble the performance by 2006.

These target dates have now passed and there are currently no further firm Government targets. In 2006 the Government carried out a review of the Waste Strategy providing an opportunity to reflect on existing policies and delivery mechanisms, including those arising from the Government's response to the recommendations made in the Prime Minister's Strategy Unit report on waste and to consult on proposals for a revised waste strategy

Seven years after South Holland District Council's Recycling Strategy was first accepted, a review has been undertaken. This is to incorporate changes that we have made and progress towards the Strategy target. A three year timetable will be used to build on current practices and develop new initiatives. Regular reviews of the plan will take place on a yearly basis.

We are the leaders in our community and by seeking external funding for recycling initiatives, consulting and building partnerships with stakeholders including the Waste Disposal Authority, Environment Agency, Parish Councils, private sector, voluntary sector and the residents of South Holland this will contribute towards achieving the aims of this strategy. Informing and advising the public on matters relating to recycling and 'green' policies, advocating the reduction of excess packaging, the use of the Best Practical Environmental Option and the integration of the Recycling Strategy in an overall Waste Management Plan will encourage waste minimisation thereby reducing waste disposed to landfill.

By building on current good practice to produce a quality, reliable, value for money recycling service and providing a combination of services to suit the needs of the community will create an alternative to landfill disposal and provide the basis to achieve Government targets that have passed and new targets that may be set.

We have made good progress towards our goals but we need to plan to do more as we have not achieved the 2006 target and this is becoming increasingly challenging to achieve. These plans are set out in this strategy and we have a robust and fully considered, prioritised and resourced Action Plan that will deliver the objectives of the Strategy

2 About South Holland

South Holland is a unique environment in the Fenland area of eastern England. It is sparsely populated and has a rural and farming infrastructure. It is located in the south of Lincolnshire and has boundaries and affinities with the economies and housing needs of neighbouring rural authorities in Cambridgeshire and Norfolk but also the urban conurbation of nearby Peterborough. The eastern boundary of the district is the unspoilt coastline of the Wash.

The extreme rural nature of the district does present some logistical and operational difficulties in providing a cost effective and environmentally sustainable recycling service and we are currently unable to provide a comprehensive service to all of our households.

Some facts about the district:

- the area consists of 74,238 hectares consisting primarily of small rural communities and five towns of Spalding, Holbeach, Long Sutton, Crowland and Sutton Bridge
- one third of the population live in the administrative centre of Spalding
- there is a population of 80,700 (resident population estimate mid 2004)
- 0-19 age group within the population showing an increase of 5.3% by 2011
- the greatest growth being in the over 65 age, “active pensioner” group
- the "older" retirement group, i.e. those 80 and over, growing by almost 53%, 1,800 more people, by 2011
- there is a 2.8% black and minority ethnic population (Census 2001), however there is a growing community of EU migrant workers supporting the seasonal agricultural economy
- unemployment was 1.4% in July 2005
- the average gross annual earnings is £20,204 compared to the national average £25,170 (New Earnings Survey 2003).

Political and management structures within South Holland

South Holland is a district council located in the county of Lincolnshire and within the administrative region of the East Midlands Government Office. The Council has 38 Elected Members made up of:

- Conservative 26
- Independent 10
- Others 2

Political direction and policy is driven by the Cabinet which includes a Portfolio holder for Economic and Environment.

Operational delivery

The recycling service is part of the Community and Neighbourhood Service. We have a Neighbourhood Services Manager who is responsible for the development of the service and a Street Scene Coordinator whose job is to identify and introduce recycling initiatives, together they are responsible for the 'client' function and the service is delivered directly from our depot in West Marsh Road in Spalding.

3 Vision and Priorities

Our vision is for South Holland to be a thriving, living and working rural community.

The South Holland District Council Corporate Plan aims to develop and promote this through four themes:

Leading	to be a leading edge authority providing value for money, quality services
Listening	to listen and involve the community and work with partners
Providing	to provide a safe, secure and healthy place to live
Developing	to develop a thriving rural community.

The Council's key priorities for recycling are:

- Priority 1** Achieve waste reduction in the district
- Priority 2** Exceed the Government targets for South Holland as set out in the National waste Strategy
- Priority 3** Provide effective education and publicity
- Priority 4** Work in partnership with others to achieve national, regional and local targets and objectives

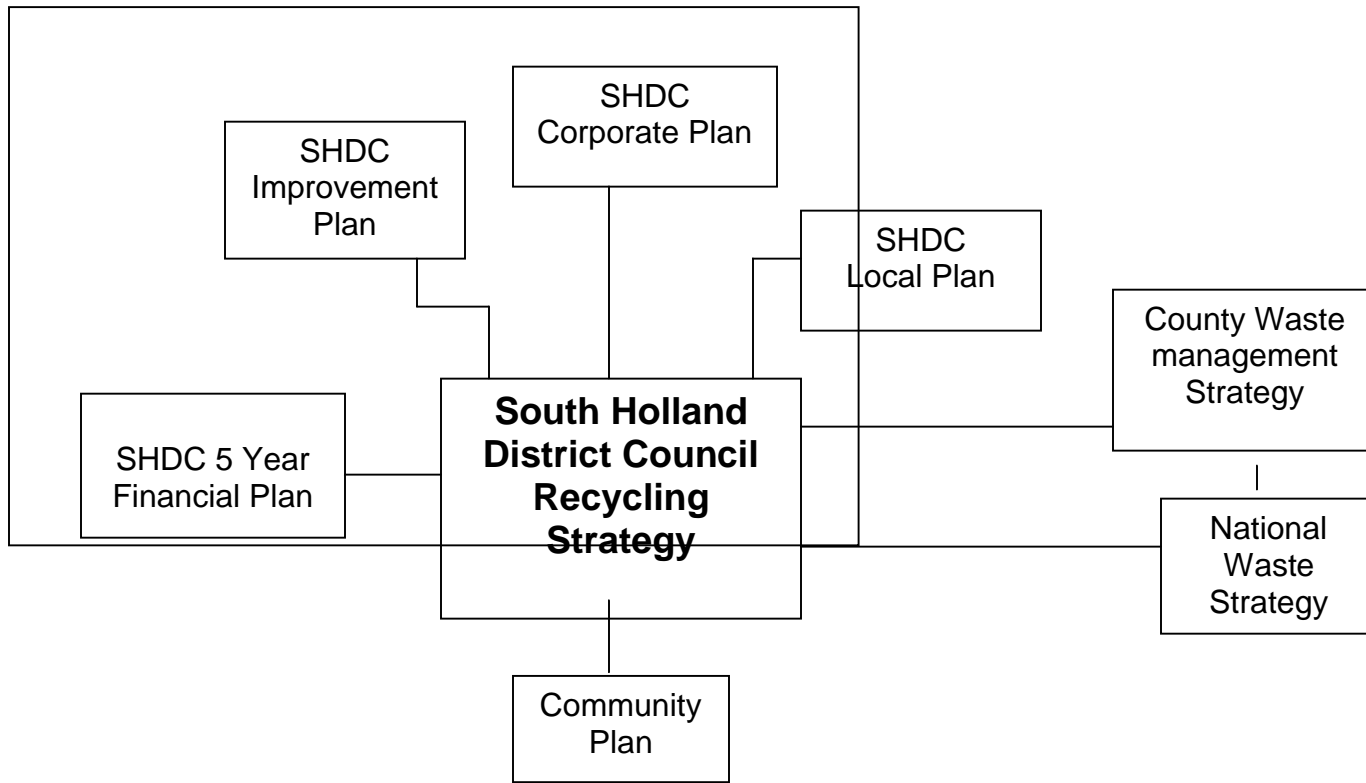
These are our priorities because these are the priorities for our communities and the people of South Holland. They have been agreed based upon:

- Consultation, principally through the Citizens Viewpoint Panel and by consulting with our customers about the way we deliver the service.
- The need to develop our recycling strategy consistently with our corporate objectives and with other policies and strategies including our financial plans. The 2006-2009 Corporate Plan stipulates that core services must be delivered well before work can take place on any other priorities, 'collecting the refuse and keeping the area clean and tidy comes before anything else'.
- Consistency with other service priorities.

- The Council has previously resolved to work to achieve the obligations set out in the National Waste Strategy 2000 and to encourage waste minimisation and recycling to help to achieve its local objectives.
- The strategy has been subject to a full six week consultation period and contributions have been received and incorporated into the document from a number of sources.

How the Recycling Strategy fits in

The diagram below shows how the Recycling Strategy fits in with the Council's objectives and plans. The Recycling Strategy is informed by and informs other key policies and strategies. The policy framework is a holistic set of documents that provide an integrated corporate plan.



Priority 1 Achieve waste reduction in the district

Options for improvement

We believe that collecting recyclable materials is important but that we must also address the issue of increases in the amount of household waste and reducing the amount that we collect as waste for land filling. This is important for our strategy as we aim to finance and resource the recycling service by identifying and achieving efficiency savings in refuse collection.

Waste minimisation initiatives are recognised as the best initial practice for South Holland. As well as developing a recycling collection service, we have also introduced waste minimisation principles. These include;

- support for the principle of home composting
- not collecting green waste as part of our refuse collection service
- Charging for the collection of garden waste to reduce the demand for the service
- Charging for the collection of bulky items to reduce the demand for the service
- ***Promotion of South Holland's Community Furniture Recycling Project***

What we have achieved so far:

- ***We currently have the lowest waste arisings per household/ year in Lincolnshire***
- ***Our waste arisings are increasing by a slower rate than the national average.***
- We have sold over 3,000 home composting bins and will monitor for impact on waste collection volumes
- We have extended the kerbside recycling service to 95% of the district to assist us in reducing waste to landfill
- ***We have encouraged householders to donate unwanted furniture and household goods of sufficient quality to South Holland's Community Furniture Recycling Project.***

Planned actions

- Continue with current waste collection methods which discourage the disposal of excessive amounts of household waste
- Encourage home composting and alternative methods of green waste disposal and lobby Government to include home composting in the our recognised recycling performance
- ***Promote re-use schemes where ever possible within the district.***
- Robustly follow a 'refuse to recycling' policy by identifying efficiency savings and investing in more recycling to increase alternative disposal options
- Strive to achieve annual reduction in residual waste collected

What the Government wants:

Waste Strategy 2000 stressed the importance of tackling the growth in waste, currently around 3% per year. Under Best Value, local authorities must set targets for waste reduction, separate from recycling targets, taking account of the Waste Strategy 2000 and recognising that waste reduction will be a priority wherever practicable. The Recycling Strategy should include proposals to meet waste reduction targets (sometimes called waste minimisation targets). Targets should be challenging and authorities should show continuous improvement in performance.

The Government believes that the concept of waste reduction is not well established in the household sector. Local authorities have powers to carry out initiatives to reduce the amount of waste generated in their areas under the Waste Minimisation Act 1998. The Act does not place any compulsion on authorities to carry out such initiatives nor does it allow councils to impose any requirements on businesses or householders in their area. Existing legislation does however allow authorities to determine both the form of collection and the receptacle from which waste is collected.

The Landfill Directive came into force on 16 July 2001. The main aim of the Directive is to prevent, or reduce as far as possible, the negative effects of land filling waste on the environment and on human health. As well as strict regulatory controls over land filling, the Directive requires the amount of biodegradable municipal waste going to landfill to be reduced, in three successive stages, to 35% of the 1995 total by 2020.

What the County Council is doing:

Currently 340,000 tonnes of municipal waste are collected and disposed of in Lincolnshire each year and the amount is increasing each year by around 3%. As Waste Disposal Authority, Lincolnshire County Council is responsible for the disposal of all household waste collected by the local district councils including South Holland. Over 65% of this waste currently goes for disposal in landfill sites, and the aim is to increase reuse, recovery, recycling and composting to minimise the amount of waste that is thrown away.

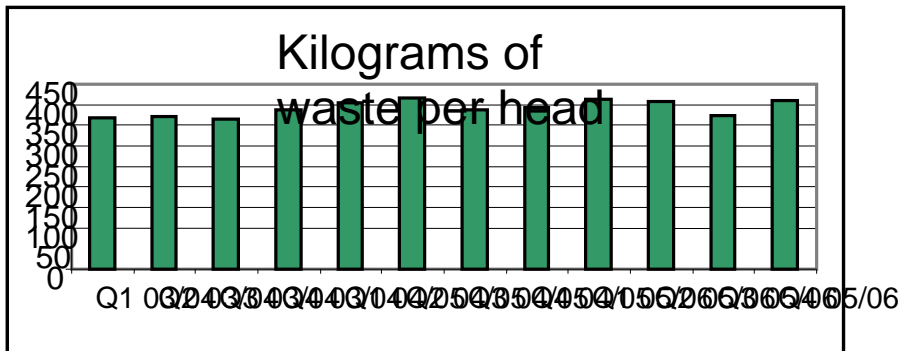
In the medium to long term national targets for recovery, including composting and recycling, form the basis of waste management strategy development for Lincolnshire beyond 2005/06. In summary, the national targets are as follows:

- By 2010 to recover 45% of MSW (including at least 30% recycling/composting of household waste)
- By 2015 to recover 67% of MSW (including at least 33% recycling/composting of household waste)

We are working in partnership with the County Council to support them in achieving these targets and meeting joint obligations.

Local objectives:

We aim to show that our policies are effective by reducing the amount of waste that we dispose of at landfill sites. So far we have been successful and our policies have contributed to keeping the waste arising in South Holland relatively low in comparison with other Lincolnshire Authorities. The primary role of South Holland District Council is as a Domestic Waste Collection Authority and the following chart illustrates the kilograms of domestic waste collected per head over the last three collection years.



We understand that sometimes waste minimisation principles are unpopular as they restrict the ability of householders to dispose of their waste quickly and cheaply. The policies of not collecting green waste and charging for bulky waste items are criticised by some. We will use our education and promotion resource to explain why we do things the way we do and how this contributes to improved Council performance in recycling and waste minimisation.

Priority 2

Exceed Government targets for South Holland as set out in the National Waste Strategy

Options for Improvement

There are a variety of ways in which our recycling targets can be achieved and we have fully considered all of these options. Following a Best Value Review and an Improvement Plan produced and adopted in 2000 we have decided that we will not make alterations to the current method of refuse collection by changing collection frequencies or methods of collection. The collection of recyclable material will be by a separate but complimentary method. We believe that any targets must be met without compromising the quality of the waste collection service. A summary of the alternatives that we have considered are set out in section 11.

What we have achieved so far:

- We have extended the kerbside recycling service to 95% of the district and achieved a recycling rate of 20.9%
- We have increased kerbside recycling frequency from fortnightly to weekly
- We have introduced a kerbside glass recycling scheme

Planned actions

- Improve and expand the Bring Site scheme in partnership with others to compliment the kerbside collections
- Extend the green box collection service to as many households in the district as is economically and environmentally practicable.
- Supplement the weekly recycling collection with the provision of clear sacks to replace the blue box scheme, extend glass collections to weekly and increase householder recycling capacity
- Increase the range of materials that are collected as recyclables

What Government wants:

The targets set in the Governments white paper 'Making Waste Work' 1995 were:

- To reduce landfill from 70% to 60% of controlled waste by the year 2005.
- To increase recycling and recovery so that they deal with 40% of municipal waste by the year 2005.
- Secondary targets including the recycling or composting of 25% of household waste by the year 2000.
- Easily accessible recycling facilities for 80% of households by the year 2000.
- 40% of all domestic properties with a garden to carry out composting by the year 2000.
- One million tonnes of organic household waste per annum to be composted by the year 2000.

The Government consultation document 'Less Waste, More Value' recognises the need for these targets to be achievable and identifies the need for intermediate and long term targets.

It was proposed in 1998 that any relevant targets set by the Government will be used as the minimum standard of achievement that we aspire to. Although the targets of the 1995 white paper have not been strictly followed a service development programme has been approved to allow for the individuality of the South Holland district.

We will revise our strategy and our plans in response to the Government's Waste Review carried out in 2006.

Government wants local authorities to work with them to tackle the issue of climate change and has a new branded statement: "**Tomorrow's climate, Today's challenge**" which is intended to help to unite climate change communications across Government and beyond. Reducing the production of new materials such as glass and aluminum cans through recycling helps to reduce CO² emissions.

What the County Council is doing:

In developing a strategy for Lincolnshire and in turn for South Holland, the Landfill Directive, national waste management policy as set out in the 'Waste Strategy 2000' and statutory performance standards provide the overarching policy framework for this current strategy.

The Lincolnshire Municipal Waste Management Strategy was a partnership group formed with the aim of producing a waste strategy for Lincolnshire. The production of a strategy is a Government requirement.

Consultants were appointed to prepare a document that set out options for the development of a strategy. The consultants brief was to:

“develop a strategic framework of waste management options and solutions which can be implemented in such a manner that will ensure Lincolnshire County Council and its seven constituent District Councils achieve the targets set by the UK Government and also comply with National and European legislation”

The report was produced in March 2002 and our Cabinet at its meeting on 16th July 2002 approved acceptance of the proposals. We are fully supportive of the County Strategy and are working in partnership to achieve its objectives.

Lincolnshire County Council provides a Household Waste Recycling Centre (HWRC) located on West Marsh Road, Spalding. This site provides a facility for the delivery and sorting of household waste by the public. Materials including Paper, Card, Wood, Glass and Textiles are accepted for recycling and Green Waste for Composting. Lincolnshire County Council plans to provide more Household Waste Recycling Centres so that 90% of Lincolnshire is within 7 miles of a site. However this is subject to finding appropriate sites for agreed development.

Local objectives:

Our local objective is to meet the Government targets and in the period covered by this strategy document our targets for recycling are as follows for the South Holland District:

South Holland District Council - performance										
	2000/01	2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10
	Actual	Actual	Target	Target	Target	Target	Target	Target	Target	Target
Council performance Statutory Target	9.40%	10.69%	13.50%	16%	16%	24%	24%	25%	26%	27%
			Actual	Actual	Actual	Actual				
			14.50%	15.10%	16.30%	20.90%				

The recycling target set by the Government in 2005/6 was 24% of household waste; in this year we achieved 20.9% missing the target principally through failure to attract funding from Defra to implement our recycling plans at an earlier date. Although the target has passed what we aspire to achieve in 2006/07 is 24% of household waste collected as recyclable material. We will review and amend this objective if new Government targets are set following the waste review.

In developing our service we have taken fully into consideration the advice that we have received from our customers and we have tried to meet their expectations of the service in our plan. Each resident in South Holland has an equal opportunity to have household waste collected from their property be it for purposes of recycling or landfill. Living in a rural area such as South Holland, it is never going to be 'environmentally friendly' to add everyone onto a recycling route due to the balance of fuel usage against the weight of the material involved. Council tax is not a direct payment for services received or used by the council tax payer, but a contribution towards the cost of those services which each authority provides. There is no provision to offer a discount or reduction to a council tax payer if they do not receive, or use a specific service.

Priority 3 Provide effective education and publicity

Options for Improvement

Education and publicity is an **essential** part of the Recycling Strategy. *This education may be in the form of informative presentations to community groups and schools, information leaflets to householders initiated recycling schemes or even physical activities such as 'litter picking'. However, primary school education will be the core element of publicity as we believe this to be the most effective form of education and promotion.*

Publicity will be improved by working with the local press on a regular basis to release up-to-date information about collection days, recycling changes and generally to promote recycling in South Holland.

Encouragement needs to be made not only to the public to recycle but also to recycling crews to keep motivation levels high. The issues in respect to "Duty of Care" for householders and businesses will be included in educational presentations where appropriate.

These duties form part of the role of the Street Scene Coordinator. The educational process will utilise the Councils recycling mascot "Romeo" to a greater extent than previous years.

What we have achieved so far:

- We made 27 presentations to schools and other groups in 2005/6
- Our Recycling mascot 'Romeo' made 13 appearances in 2005/6
- We hosted an 'Environment Week' event at the Council offices in March 2006 and an 'Environment Day' event at the South Holland Centre, Spalding November 2006.
- ***We utilised the back page of the South Holland Now magazine, delivered to all properties in the district, to promote our waste initiatives.***

Planned actions

- Improved education and publicity calendar of events including publicity and information about recycling
- Information campaigns explaining how recycling can help to reverse climate change
- Use all forms of media and develop the South Holland web site as a principal source of information
- Carry out a Performance and Participation analysis (2007/08) and use the results of a previous survey (2002) to target residents who do not currently recycle in order to increase participation across the district to 65%.
- To initiate partnerships to encourage recycling through education and promotion

What the Government wants:

The Government believes that public awareness campaigns encourage individual consumers and householders to help achieve sustainable waste management through producing less waste, buying products made from recycled materials, separating waste for recycling and home composting, and taking part in local debates on waste management. The 'Recycle Now' campaign is the main driver to raise public awareness of waste and recycling issues.

'Recycle Now' is a nation-wide awareness campaign. Targeted predominantly at the general public, the programme aims to encourage and maintain positive change in public awareness, attitudes and behaviour towards waste production and management. The initiative aims to encourage people to adopt more responsible attitudes towards waste and to deal with it in ways that are more sustainable, such as reduce it (at source), reuse it, recycle it, or dispose of it safely if no other alternative exists.

What the County Council is doing:

The County Council supports the principle of education and publicity. South Holland District Council is a partner to the Schools Waste Action Club (SWAC), an established education programme supported by L.C.C, which offers schools the opportunity to incorporate waste education into the curriculum and cut waste by up to 80%.

Trained staff support teachers and help deliver a series of activities. A variety of activities are offered to introduce the ideas of reducing, reusing and recycling. These are available as an assembly, for the whole school or particular year groups, or as a class activity.

The initial activities are then followed up by pupils thinking about what sort of materials are thrown away in schools and the quantity of waste. Once a fact finding investigation has taken place and results have been analysed an action plan is drawn up to help cut down on the waste generated.

Local objectives:

We understand that education and publicity is essential as part of the Recycling Strategy. For many years education and publicity had been promoted under the Civic Pride Programme. This was a platform for education in schools and with youth groups to encourage, amongst other environmental issues, recycling. This had taken place under the guidance of the in-house waste management staff. The balance worked well taking the recycling message throughout the district.

This has now changed and the Civic Pride programme has been phased out and completed. However, education and publicity is still a crucial factor for maximum efficiency of the recycling service. Education within schools and of all community groups, not just youth groups, is now undertaken as one of the many roles of the Street Scene Coordinator. This education may be in the form of informative presentations to groups, initiated recycling schemes or even physical activities such as 'litter picking'.

The emphasis on publicity will be increased by working with the local press on a regular basis to release up-to-date information on collection days, recycling changes and generally to promote recycling in South Holland to all. In our campaigns we will communicate effectively with our residents to ensure that there is general understanding about:

- The reason for the campaign;
- How it supports recycling initiatives;
- Audiences at which the campaign is directed;
- Anticipated/desired behaviour change.
- Greater understanding about the materials that we collect.

Priority 4

Work in partnership with others to achieve national, regional and local targets and objectives

Options for Improvement

Waste disposal is a council service that has a wider impact beyond the local community. What we do has consequences for our neighbours, the general population and upon the environment. We cannot make plans or provide the service without having regard to the views and opinions of others.

We cannot provide the service without the help and support of partners. Waste disposal goes beyond the boundaries of South Holland and we need to work closely and in co-operation with partners and stakeholders.

What we have achieved so far:

- We were members of the County Waste Strategy Group which set out a blueprint for future waste disposal in Lincolnshire
- We were a part of the Peterborough Cell which was a public/private partnership which provided finance to introduce and extend our recycling services.
- We worked in partnership with our neighbours South Kesteven to assist them in introducing recycling services in their district.
- We have worked with our recycling disposal contractors to increase the range of materials that can be recycled

Planned actions

- Work with Government in support of their environmental policies where they apply to South Holland and seek to access Government funding opportunities.
- Work with Lincolnshire County Council and other districts to achieve the objectives of the County Waste Management Strategy and our own recycling strategy
- Work with partners in developing solutions to shared objectives and priorities
- Work with contractors to identify cost effective disposal options

What the Government wants:

The Government wants local authorities to work together to set out a programme agreed by both the collection and disposal authorities, and to demonstrate how they will work together to deliver the targets and to address wider links with authorities outside the area covered by the Recycling Strategy, and the regional perspective. It wants partnerships to cover the relationships with local community groups, the waste management industry, reprocessors and others, such as packaging compliance schemes, and what these partnerships are intended to achieve, and how they relate to the local strategic partnership.

The Government wants strategies to be open to meaningful and wide-ranging consultation and for local authorities to determine how this should be done in the light of their local circumstances.

The development of a Recycling Strategy may highlight areas of difference between local authorities. The final Strategy should reflect an agreed position. The Government therefore expects authorities to work together and overcome their differences. If, despite best efforts, a specific disagreement remains, a public statement should appear in the Strategy of the point at issue and how it shall be resolved.

What the County Council is doing:

The County Council facilitates the County Waste Management Strategy Group which is a steering group comprised of members and officers which considers the future of waste management in the County.

We support the County Council and our other district partners in aspiring to achieve the targets for Lincolnshire.

The County Waste Disposal Strategy was adopted in 2002 and is a medium to long term plan to provide a disposal infrastructure for Lincolnshire that will enable the County Council and the district councils to achieve their obligations in respect of waste disposal.

Local objectives:

Due to the unique rural nature of our district we have developed a Recycling Strategy and service that most meets the needs of our residents. We will work together with our local authority and commercial partners to design and develop these services.

4. The emerging South Holland Climate Change and Environmental Strategy

Because of predictions that our environment is changing due to climate change, the Government has increased the emphasis on what local authorities can do to work together with Government to decelerate and reverse this trend. It has a new branded statement: "**Tomorrow's climate, Today's challenge**" which is intended to unite climate change communications across Government and beyond. A new UK Climate Change Programme was published in March 2006 which sets out policies & priorities for action in the UK and announced a Climate Change Fund to support local & regional communication projects.

The Government have identified that local authorities have a crucial role because they have power & influence through their statutory duties and because of their position of leaders in their communities. Defra have announced that action on climate change will be part of post 2008 local government performance framework .

In response to this we have identified our climate change and environmental strategy and in 2006 the Audit Commission inspected our Environment Services and we were assessed as a good (2 star) service with promising prospects for improvement (2 star). The Inspectors report included the statement:

‘The Council is proactive in assessing the impact of climate change on the local area. It has carried out considerable work to assess the local risks.... This work provides a clear basis for monitoring the impact of climate change on the local environment, providing a robust policy framework upon which to base planning decisions and to protect local people, buildings and businesses....’

The recycling strategy is an important part of our Climate Change and Environmental Strategy as it places an emphasis on waste minimisation and recycling principles which contribute to reductions in energy use and CO2 emissions.

In 2006/7 we will be developing and consulting on our emerging strategy which is currently taking shape in the following format:

Where to find our...



5 The Current Recycling Service

There are currently two main services for recycling within South Holland which are bring sites and the kerbside collections. There are other secondary recycling initiatives which include white goods collected as bulky waste and tyres that are recovered from flytips.

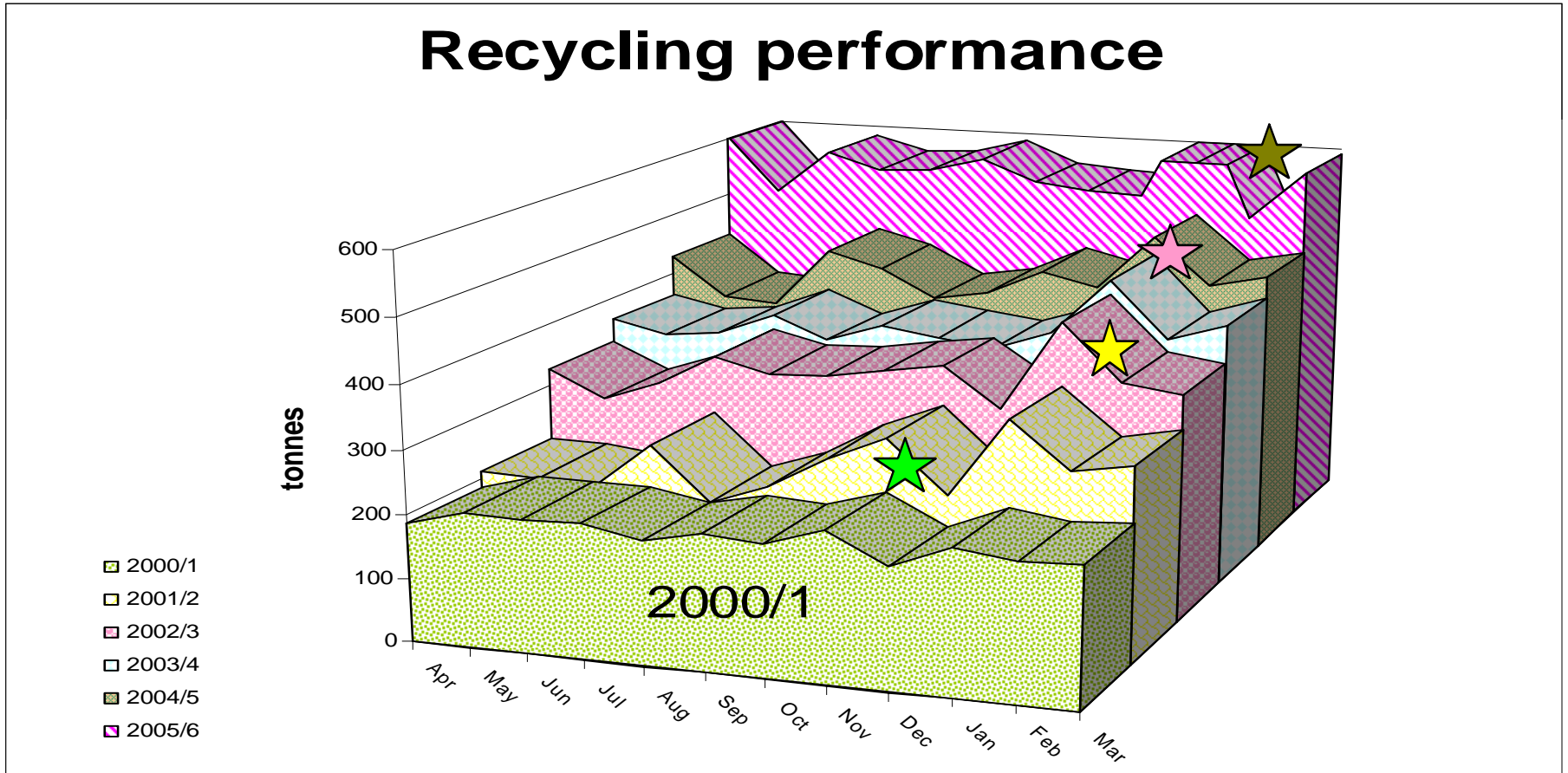
Currently there are 31 Bring Sites around the district that can be used for disposal of recyclables. All are serviced regularly and account for nearly 1000 tonnes of recyclables each year. Companies providing the service include: Aylesford (Newspapers), Kan a Can, UK Glass Ltd and the Salvation Army. There are also revenue costs relating to the upkeep of the sites.

The Council operates a kerbside collection scheme for newspapers, magazines, tin foil and trays, household plastics such as yoghurt pots and plastic milk bottles, cans (both steel and aluminium), textiles, aerosols, phone books, yellow pages and packaging card. This service is more successful at generating tonnage than the bring site service at approximately 420 tonnes per month.

The service began in Crowland in 1999 and has been developed over the last five years to include the greater part of the district. This is available to approximately 34,500 households (approximately 95% of the total number of households). Collections are weekly and materials are collected in 55 litre green boxes. The boxes are placed on the front curtilage of the property and collected in a Refuse Collection Vehicle dedicated to the collection of recyclables. Glass, polystyrene foam, green waste or kitchen waste are not included due to handling and contamination factors.

All materials collected via the kerbside recycling scheme are taken to a Transfer Station at Market Deeping and then transported to Mid UK, Recycling LTD, Caythorpe which is a Materials Recycling Facility near Grantham.

The total daily waste collected from the kerbside scheme has been showing an improving trend from March 2000 and the chart below illustrates this sustained improving performance over six years:



The star symbols represent the best performing month in that financial year.

6 Influences on the South Holland Recycling Strategy

Legislation

Section 49 of the Environmental Protection Act 1990 places a duty on local authorities to produce and issue a recycling plan. The Act requires:

- (1) It shall be the duty of each waste collection authority as respects house hold commercial waste arising in its area –
 - a) To carry out an investigation with a view to deciding what arrangements are appropriate for dealing with the waste by separating, baling or otherwise packaging it for the purposes of recycling it;
 - b) To decide what arrangements are in the opinion of the authority needed for that purpose;
 - c) To prepare a statement "the plan" of the arrangements made and proposed to be made by the authority and other persons for dealing with waste in those ways;
 - d) To carry out from time to time further investigations with a view to deciding what changes in the plan are needed; and
 - e) To make any modification of the plan which the authority thinks appropriate in consequence of any such further investigation.
- (2) In considering any arrangements, or modification, for the purposes of subsection 1(c) or (e) above it shall be the duty of the authority to have regard to the effect, which the arrangements or modification would be likely to have, on the amenities of any locality and the likely cost or saving to the authority attributable to the arrangements or modification.
- (3) It shall be the duty of a waste collection authority to include in the plan information as to:

- a) The kinds and quantities of controlled waste which the authority expects to collect during the period specified in the plan;
 - b) The kinds and quantities of controlled waste which the authority expects to purchase during that period;
 - c) The kinds and quantities of controlled waste which the authority expects to deal with in the ways specified in subsection (1) (a) above during that period;
 - d) The arrangements which the authority expects to make during that period with waste disposal contractors;
 - e) The plant and equipment which the authority expects to provide;
 - f) The estimated costs of savings attributable to the methods of dealing with the waste in the ways provided for in the plan.
- (4) It shall be the duty of a waste collection authority before finally determining the content of the plan or a modification, to send a copy of it in draft to the Secretary of State for the purpose of enabling him to determine whether subsection (3) above has been complied with; and if the Secretary of State gives any directions to the authority for securing compliance with that subsection, it shall be the duty of the authority to comply with the direction.
- (5) When a waste collection authority has determined the content of the plan or a modification it shall be the duty of the authority:-
- a) To take such steps as in the opinion of the authority will give adequate publicity in its area to the plan or modification; and
 - b) To send to the waste disposal authority and waste regulation authority for the area which includes its area a copy of the plan or, as the case may be, particulars of the modification.
- (6) It shall be the duty of each waste collection authority to keep a copy of the plan and particulars of any modifications to it available at all reasonable times at its principal offices for inspection by members of the public free of charge and to supply a copy of the plan and of the particulars or any modifications to it to any person who requests one; on payment by that person of such reasonable charge as the authority requires.

- (7) The Secretary of State may give to any waste collection authority directions as to the time by which the authority is to perform any duty imposed by this section specified in the direction; and it shall be the duty of the authority to comply with the direction.

Government targets

We have based our plan on the obligation to meet the recycling targets as set out in the National Waste Strategy 2000 which required us to achieve a recycling performance of 24% by 2005/06.

Additionally the Household Waste Recycling Act 2003 requires further provision regarding the collection, composting and recycling of household waste. The Act requires all English Waste Collection Authorities to provide a separate collection of at least two recyclable materials to all households by 2010 where economically and environmentally practicable.

Council Policy

The current recycling policy is carried out in accordance with Council Policy that has been resolved and determined over a number of years:

• Recycling Strategy 1999-2006	E&LS ¹	06.01.99
• Peterborough Cell	E&LS	01.09.99
• Waste Strategy 2000	E&LS	20.09.00
• Recycling Publicity Strategy	E&LS	01.11.00
• Fortnightly collections	E&LS	18.02.02
• Recycling trial schemes	E&LS	18.02.02
• Lincolnshire County Waste Strategy	Cabinet	16.07.02
• Blue box kerbside glass recycling service	PfH ²	17.02.04
• Recycling Strategy 2004-2006	Council	20.07.05

1 Environment & Leisure Services Committee

2 Portfolio Holder Report

Performance Monitoring Panel (PMP)

Scrutiny by the PMP of the Council's existing kerbside recycling scheme was made in 2004. This was with a view to identify strategies to ensure that the Government's recycling performance targets are met and to identify ways of ensuring that the scheme is introduced to as many residents within South Holland as possible. Recommendations made by PMP were incorporated into the Recycling Strategy 2004-06 and are carried forward into this new Strategy.

Comprehensive performance Assessment

The Comprehensive Performance Assessment was carried out by the Audit Commission in November 2003. The Council was assessed as fair. One of the key findings was that the Council has...

"...clear ambitions for improving the local quality of life which are rooted in a good understanding of the needs of the area."

Some areas for improvement were identified and included:

- Production of a new recycling plan

This was urgently addressed and was produced in 2004.

The Community Plan

The South Holland Community Plan, "Our Community, Our Future" was produced in January 2003. The strategy and a three-phased supporting action plan have been developed by the Local Strategic Partnership to bring added value to the many services provided by statutory and voluntary bodies within the area. The partnership also forms the core of an innovative Rural Action Zone.

In meeting community aspirations the partnership include in their priorities under 'Sustaining a green environment':

- Continuing to expand our recycling facilities across the district

Best Value

A Best Value Improvement Plan was adopted in 2000 to develop the waste management service and contribute towards achieving the Government targets. All of the action points in the Improvement Plan have been completed.

Linked to the above, a Best Value review of Access to Services in 2002 has led to the introduction of a customer focused reorganisation which became operational on 1 April 2004. The new arrangements provide a fully integrated customer service which focuses on enhanced customer care skills, providing first class waste management advice, and meeting the needs of our customers.

The new service embraces the culture of working with partners which has led to the programme receiving significant government funding which will lead to South Holland residents having a seamless service from all participating organisations.

Consultation

The Council has previously undertaken two customer surveys specifically addressing the issue of recycling. The results of the surveys confirmed resident's priorities to improve the recycling service and confirmed the necessity to examine the above options.

In 2000 the Council undertook a Best Value Review of waste management including the recycling service. In a customer survey exercise residents were asked to list their priorities for improving the service.

There were 1,438 replies, 4.3% of all households and the results were:

	priority 1		priority 2		priority 3		priority 4		weighted score
Extend to rural areas	527	37%	213	15%	170	12%	115	8%	3202
Paper to full service	320	22%	355	25%	171	12%	98	7%	2785
Collection frequency	277	19%	146	10%	232	16%	297	21%	2307
Increase box size	92	6%	170	12%	281	20%	333	23%	1773
Total	1216	85%	884	61%	854	59%	843	59%	

In response to the opinions expressed in the survey the following improvements have been made to the service:

- The kerbside scheme has been extended to an additional 2,000 properties in rural communities who did not previously enjoy the benefits of the service in July 2002.
- The paper only scheme that served 14,000 properties was expanded to full green box service in 2001.
- The collection frequency was changed from twice monthly to fortnightly in July 2002.

The top three priorities of South Holland residents have been addressed and changes to the service have been implemented.

In addition the survey asked what could be done to improve the bring site service. 58% of respondents said that there should be more in the rural areas. In response, the Council has extended the service in accordance with the views of residents and will introduce further sites wherever possible.

In 2002 there was a Citizens Viewpoint Panel consultation questionnaire specifically about the recycling service. There were 235 responses of whom 76.1% expressed satisfaction with the kerbside green box service and 84.7% expressed satisfaction with the bring site service. The areas of dissatisfaction generally corresponded with the issues identified in the Best Value Review survey and which are being addressed.

Further Consultation.

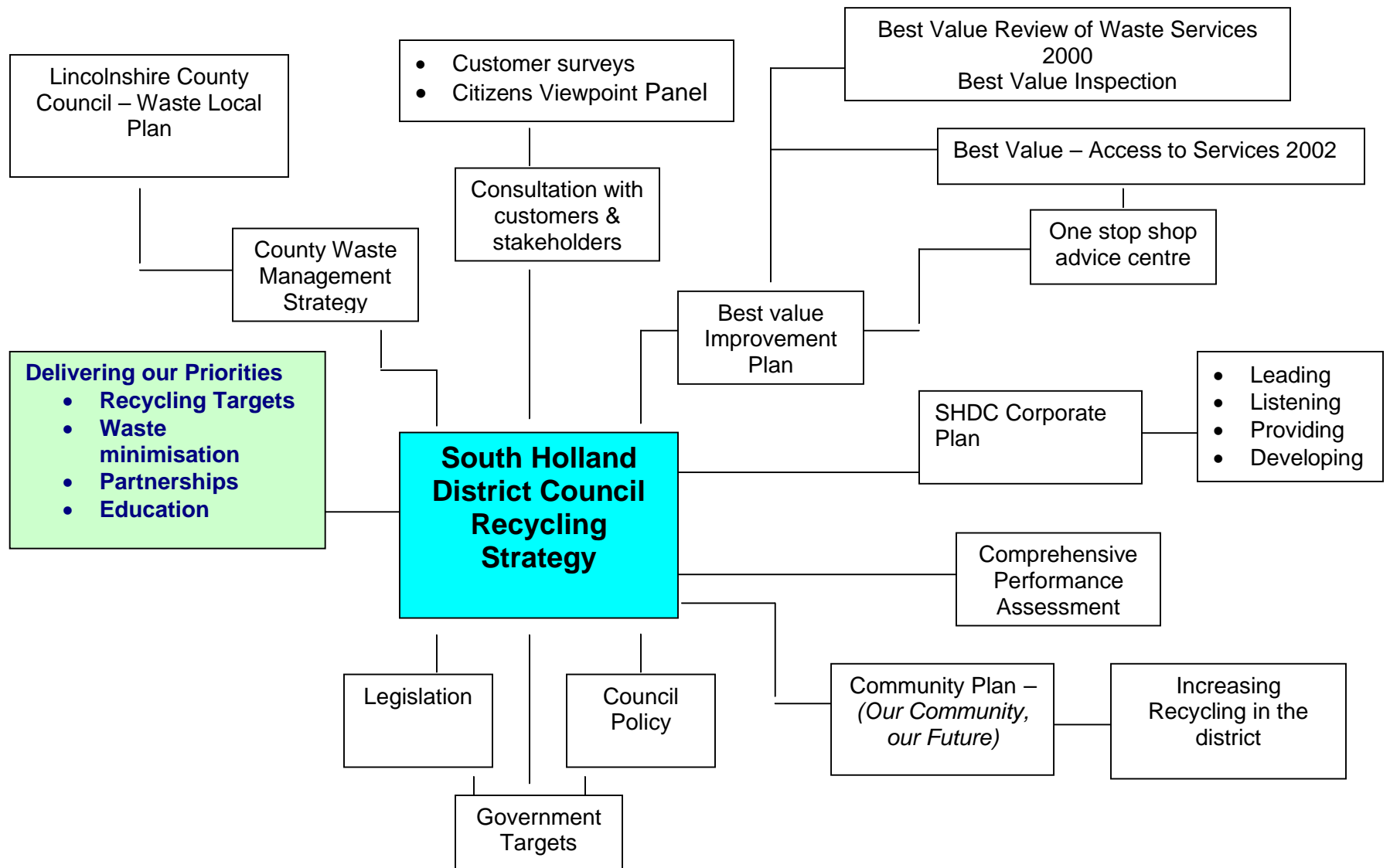
Support for local authorities for waste and recycling, comes from the Government's Waste and Resources Action Programme (WRAP). In August 2005 the Council received free advisory support from WRAP's Recycling and Organics Technical Advisory Team (ROTATE). This service provides hands on advice to local authorities on their collection programmes and on their local communications and awareness programmes for kerbside and brings schemes.

Stakeholders

Stake holder consultation has played an important part in informing the Recycling Strategy. Stakeholders to the strategy are as follows:

- i. **Lincolnshire County Council** – as WDA has duty to provide a disposal / treatment infrastructure.
- ii. **Parish Councils** – input comments from the general public in individual parishes.
- iii. **General Public** – consultation through customer surveys. Service users.
- iv. **EnCams** – gives knowledge of best practice and supporting education for the recycling service.
- v. **The Environment Agency** – advise on the legislative licensing of recycling.
- vi. **The Drainage Board** – allow consultation of fly tipping within the District.
- vii. **C.P Davidson's** - provide fleet maintenance and vehicle expertise/advice.
- viii. **Julian's** – Recommended Trade Waste Contractors.
- ix. **Mid UK** – Processor of collected materials

Influences in the production of the South Holland Recycling Strategy



7 Resources

Our Five Year Financial Plan includes provision for continuation of the current levels of service.

Year	Recycling Spend	Refuse Spend
06/07	593,470	1,091,170
07/08	725,630	1,118,340
08/09	732,080	1,126,120
09/10	751,950	1,158,240
10/11	772,400	1,191,300

We had hoped to be successful in a bid to the DEFRA waste and recycling fund to provide finance for an extension of services to achieve the Government targets. Our bid was unsuccessful and alternative financial arrangements had to be put in place for the service expansion that we introduced in 2005/6.

It is proposed to finance additional or improved services by:

- Refuse to Recycling initiative

If we collect more of our household waste as recyclable material then this resource could be alternatively utilised for recycling.

- DEFRA grant

From 2005/6 the method of allocation of DEFRA's waste and recycling fund was changed to guarantee all councils a share of a £45 million pot. This has been based on population and South Holland District Council received in 2005/06 £65,790 and is set to receive £68,920 for 2007/08. Allocations in subsequent years will be based on rewards for performance for those authorities that demonstrate a 4% point improvement per annum above the 2003/4 base.

It is proposed to use the estimated £35,000 grant to fund the additional service. Our plan to achieve our targets will also achieve the 4% point improvement in the two qualifying years and give us access to the DEFRA fund in subsequent years to continue providing funding for the service.

8 Links to more information

The Recycling Strategy is one of our key corporate strategies. If you want to know more or want to see how it fits in with the overall corporate plan then see these documents:

- **The Corporate Plan.** This document sets out the Council's vision and priorities at the highest level.
- **The Community Strategy.** This is the delivery document of the Local Strategic Partnership and sets out our commitment and pledges to achieve the priorities of the community of South Holland.
- **The Council Improvement Plan.** This is our agreed plan for responding to areas for improvement which were identified at the Council's Comprehensive Performance Assessment by the Audit Commission.
- **The Five Year Financial Plan.** This has details of our planned use of resources and how we will fund our priorities.
- **The Asset Management Plan.** Has details of our plans for managing the Council's assets including the housing stock.
- **The Capital Programme.** Has details of our capital spending commitments and plans for all of our services.
- **The Local Plan.** This document is currently being prepared and will be the principal document that will set out our strategy for managing the housing market in South Holland.
- **Economic Development Strategy.** This document says how we will support and develop the rural economy of South Holland for which the provision of housing for local people is so important.
- **Crime & Disorder Strategy.** People want to live in safe places. This strategy sets out our commitment to building crime free and sustainable communities.

If you want to see these documents or learn more about them then contact **Glen Chapman**, the Neighbourhood Services Manager or **Emily Rowell**, the Street Scene Coordinator on 01775 761161.

Some of the documents are available on the Council's web-site www.sholland.gov.uk

9 ACTION PLAN 2004 –09

Priority 1 Achieve waste reduction in the district

Strategic Objective: Achieve annual reduction in residual waste collections								
Proposed Outcome: A Waste to landfill per household reduces annually								
Action Point:								
Project	Description	Priority	Lead role	Opportunities and Risks	Resource Implication	Target	Milestones	Progress
A	Continue and expand current policies of discouraging disposal of excessive household waste	High	Neighbourhood Services Manager	<p>O To demonstrate progress toward waste minimisation</p> <p>R Household waste disposals increase</p>	Officer time within existing budget	Household residual waste continues to fall	Weekly/monthly/Quarterly monitoring	
A	Encourage home composting & alternative methods of green waste disposal	Medium	Street Scene co-ordinator	<p>O To reduce customer demand for a green waste collection service</p>	Officer time within existing budget	Sale of 2,000 compost bins	Monthly monitoring	

A	Provide high quality education & promotion of recycling & waste minimisation	High	Street Scene co-ordinator	O Increase participation in recycling schemes R More participation may increase costs	Officer time within existing budget	Increase public participation	Update the participation data in 2007	
A	Review services to robustly follow the refuse to recycling policy	High	Neighbourhood Services Manager	O Increase recycling services from efficiency savings	Officer time within existing budget	Additional recycling services within existing budgets	Carry out a thorough review in 2007	

Priority 2 Exceed Government targets for South Holland as set out in the National Waste Strategy

Strategic Objective:		Exceed the Government 24% target						
Proposed Outcome: A		Exceed the Government 24% recycling target						
B		Improve customer satisfaction with the service						
Action Point								
Project	Description	Priority	Lead role	Opportunities and risks	Resource Implication	Target	Milestones	Progress
A & B	Extend the green box scheme to additional properties	High	Neighbourhood Services Manager	As above	Included in above	Exceed 24% Recycling target		
A & B	Extend and improve the Bring Site Service	Medium	Neighbourhood Services Manager	O new partnerships. Increased range of materials R current arrangements are 'informal'	Budget £3,000	Achieve 24% Recycling target	N/A	
A	Change refuse sack provision arrangements to stimulate more recycling	High	Street Scene Manager (Operations)	O increase in participation and capture of materials R Increased service costs	Additional sack costs and distribution £98k /annum	Sack provision changed April 2007	N/A	

A	Lobby Government to recognise home composting as contributing to Council recycling performance targets	High	Neighbourhood Services Manager	● recognition of home composting contributing to recycling performance	Low	Recognition by April 2008		
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Priority 3 Provide effective education and publicity

Strategic Objective: Effective education & publicity								
Proposed Outcome: A Improved awareness B Support the principles of improved customer service								
Action Point :								
Project	Description	Priority	Lead role	Opportunities and risks	Resource Implication	Target	Milestones	Progress
A & B	Improved education & publicity calendar of events	high	Street Scene co-ordinator	○ improve customer services	Low	Published plan by June 2007		
A & B	Identify & use all forms of media	high	Street Scene co-ordinator	○ Improve communications	Low	Published plan by June 2007		
A & B	Use our participation data to target non participants	High	Street Scene co-ordinator	○ to change services to meet customer expectation. Increased participation	Moderate	Published plan by 2008	Update the participation data in 2007/8	

A & B	Carry out more public consultation to better understand the expectations and preferences of our customers	Low	Street Scene co-ordinator	<p>○ to change services to meet customer expectation.</p> <p>Increased participation</p>	Low	Published plan by June 2007		
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Priority 4 Work in partnership with others to achieve national, regional and local targets and objectives

Strategic Objective: Effective Partnerships								
Proposed Outcome: A Stronger Partnerships B Achieve shared objectives C Stronger contracts, reduce financial risk								
Action Point :								
Project	Description	Priority	Lead role	Opportunities and risks	Resource Implication	Target	Milestones	Progress
A & B	Work with LCC & others to achieve the County Waste Management Strategy	high	Neighbourhood Services Manager	O improve partnership working	Low	As per the County Waste Management Strategy Action Plan		
A & C	Work with contractors to identify cost effective disposal options	High	Neighbourhood Services Manager	O reduce expenditure on recycling	Low	Examine & review our contractual arrangements to reduce/eliminate risk	Carry out a thorough review in 2007/8	

10 Monitoring and Review

The Recycling Strategy is a sub-division of our emerging Environmental and Climate Change Strategy and is an important document in our Performance Management framework. This Strategy sets out the action plan which supports the objectives and priorities that are contained in the Corporate Plan.

As part of current officer duties, we will monitor progress against the plan through the following processes:

- Monthly analysis of performance using data supplied by Lincolnshire County Council
- Monthly budget monitoring meetings between budget managers and service accountants
- Quarterly reports to Cabinet on recycling performance through the basket of key indicators
- Six monthly review of performance against the Action Plan carried out by the Director of Rural Services
- Six monthly review of staff performance against Action Plan objectives
- Annual Review of the Action Plan and realignment with Government targets if necessary

11 Other Options that have been considered

Changes to refuse Collection Service

We have considered but ruled out the possibility of making changes to our current method of refuse collection as unacceptable to the residents of South Holland based on customer consultation. In a survey carried out in 2000 for the Best Value Review of the service 72% of respondents told us that they preferred to retain the weekly black sack collection in preference to a wheeled bin service. As the landfill site and recycling facility used by the Council are 27 miles apart, the use of split compartment collection vehicles are not considered viable or practical.

Green waste collections

We have considered the possibility of collecting green waste. We do not currently collect this material and based on trials that we have carried out this would be a very expensive service to provide. We also believe that to collect green waste is not consistent with our Priority 1 objective which is to achieve waste minimisation. The collection of green waste would significantly increase the kilograms collected per property in the district. In a survey carried out in 2000 for the Best Value Review of the service 68% of respondents told us that they did not want a green waste collection service.

In 1997/8 1000 home compost bins were supplied to the residents of Donington free of charge as part of a trial scheme supported by ourselves and Lincolnshire County Council. In 1998/9 the trial was extended and offered subsidised compost bins to all residents. 1533 bins were distributed in the district.

The main problem with recycling green waste is choice of container. We do not have the capacity to use wheelie bins (too expensive to buy and operate plus a high probability of contamination with other types of waste especially kitchen waste). Using a sack for green waste is not ideal because it is difficult to use. Using a biodegradable bag is not feasible because they do not degrade well in the kind of compost technique, a technique called 'windrow', used in Lincolnshire. Therefore, whatever kind of sack is used the waste needs to be taken out before it goes in to the vehicle. In the trial there was difficulty in emptying the bags. This means that the service is not very efficient in terms of time and resources.

We may reconsider the collection of green waste if this becomes an economically viable option towards meeting recycling targets

13 Organisations and people who have been consulted in producing this document

- Public consultation in 2000 to support the Best Value Review of Waste and Cleansing services
- Citizens Viewpoint panel
- Lincolnshire County Council
- SHDC Performance Monitoring Panel
- A six week consultation period where documents have been made available on our Web Site, at our Customer Service points and at libraries and other public buildings.