

**Rutland County Council**  
**Municipal Waste Management and Streetscene**  
**Strategy**  
**2022 - 2035**

## Executive Summary

Waste is everyone's business. It is a universal service and one that every person in Rutland uses. The Council has a statutory duty to collect and manage the responsible disposal of our waste. The budgeted expenditure for 2022/23 is £3,810,600 and covers the following services:

- Kerbside waste and recycling collections
- Household Waste and Recycling Centres (HWRCs)
- Bulky household waste collections
- Commercial waste collections
- Street cleansing operations
- Waste and recycling treatment and disposal

The delivery of these services resulted in 20,983.04 tonnes of municipal waste in 2020/21, with a recycling rate of 52.3% placing us in 61<sup>st</sup> position out of 341 English local authorities. However, the recycling rate has been steadily declining in recent years, it has declined from 56.4% in 2019/20. Waste tonnage produced in Rutland had been increasing year on year (832 tonnes between 2019/20 and 2020/21) but recycling decreased (by 817 tonnes from 2019/20 to 2020/21).

It is now a pivotal time in the resources and waste sector: the basic logistics of managing an increasing population and the rubbish that produces, combined with an urgent need to ensure the disposal of rubbish is ethically managed, minimising the impact on our environment. This drive is not Rutland specific; it is reflected in the Environmental Act 2021. The timing is good for Rutland: our current waste contracts are coming to an end as is the shelf life of our current waste strategy. Of course, all of this sits in the context of the overall authority budget, emerging budget pressures and an increasing sense of urgency regarding the climate crisis. Therefore, how we manage our waste going forwards must change.

Whether reviewing the amount of waste we produce, noting incidents of fly tipping or monitoring recycling rates, it is clear that we are an integral part of waste management. We produce the waste in the first place and therefore we are in a powerful position to change the story: whether this is through increased recycling, shopping with great care minimising our food waste or selecting items that have less packaging.

As Rutlanders we take great pride in our environment, we are thoughtful and considerate, applying high standards to how we live our lives. With a carefully managed approach to our waste, working together we will achieve our vision:

- To protect our resources and the environment, keep waste arisings to a minimum and to maximise the amount of waste re-used and recycled achieved through action from residents, businesses and the Council. This will also reduce costs as much as possible in the current economic conditions.
- To avoid and reduce overall carbon emissions.

- To comply with all relevant environmental policies and legislation, now and in the future.

This strategy is intended to enable and empower and has been written for both authority and resident alike but crucially it is written with a robust evidence base as the starting point. In many ways it is a 'must read' – for the sake of our todays but most crucially for all of our tomorrows.

### **Supporting documents**

Rutland County Council's Municipal Waste Management and Streetscene Strategy comprises three documents, each approved by Elected Members:

1. The main strategy document which sets out the Council's vision, objectives and targets for the waste management and streetscene service over the next thirteen years, until 2035.
2. A rolling three year action plan which sets out the key priorities for the service over the next 12 months and short term targets to achieve over the coming three years. This action plan directly contributes towards meeting the goals outlined in the strategy and allows the strategic direction of the service to be reviewed and amended, considering developing national policy and emerging legislation.
3. An annual communications plan to support each year of delivering the action plan.

## Glossary

Term	Acronym	Description
Anaerobic digestion	AD	Anaerobic digestion is the process by which organic matter such as animal or food waste is broken down to produce biogas and bio-fertiliser. This process happens in the absence of oxygen in a sealed, oxygen-free tank called an anaerobic digester.
Bio-waste		Biodegradable waste materials include garden and food waste.
Bulky Household Waste	BHW	Household waste items that are too large to put in the regular waste bin such as mattresses, furniture items and large electrical appliances.
Carbon		Carbon dioxide or other gaseous carbon compounds released into the atmosphere, associated with climate change
Circular economy		A circular economy is an alternative to a traditional linear economy (make, use, dispose) in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life.
Climate Emergency		A declaration of climate emergency made by governments, urging action to reduce or halt climate change and avoid irreversible environmental damage resulting from it.
Consistency in collections		All local authorities collect the same core set of dry recyclables from households and provide separate weekly food waste collections.
Commissioning Authority		Local authority responsible for the commissioning of service contracts.
Courtauld Commitment		A voluntary agreement between grocery industry players and other organisations in the food system to reduce household food waste, packaging and supply chain waste.
Deposit Return Scheme	DRS	A recycling system in which consumers pay a small deposit for beverage containers, which can be refunded upon return to a shop.
DRS All in		A DRS focused on all drinks containers, irrespective of size.
DRS On the go	OTG	A DRS restricted to drinks containers less than 750ml and sold as a single item.
Dry mixed recycling	DMR	Glass, plastic, metal, cardboard and paper

Term	Acronym	Description
Ecodesign		A design approach for products that considers the environmental impacts of the product across its lifecycle.
Environment Act		A UK Government Act that makes provisions about targets, plans and policies for improving the natural environment.
Extended Producer Responsibility	EPR	A strategy designed to promote the integration of environmental costs associated with goods and/or packaging throughout their life cycles into the market price of the products.
Greenhouse gas	GHG	Gases that contribute to the greenhouse effect or atmospheric warming, by absorbing infrared radiation and emitting it back to the Earth.
Household Waste Recycling Centre	HWRC	A site for residents to dispose of and recycle green waste, electricals, textiles and bulky waste (also called Civic Amenity site)
Kerbside		The collection of recycling and residual waste from the curtilage of residents' properties.
Long term		The period from April 2028 to March 2035.
Material Recycling Facility	MRF	A specialised plant that receives, separates and prepares recyclable materials for marketing to end-user manufacturers.
Medium term		The period from April 2024 up to March 2028.
Multi-stream		Separate collections of DMR material, usually using kerbside boxes and/or reusable bags. Can include collecting paper and card together and plastic and metals together, to be sorted at a MRF after collection.
Municipal waste		Household waste and waste similar in nature and composition to household waste
Nearest Neighbour	NN	A CIPFA database that shows similar local authorities to Rutland in terms of deprivation, age profile, rurality, household size and ethnic profile.
Recycling rate		Calculated as the proportional value (%) of municipal waste recycled from the total municipal waste generated.
Residual waste		Materials that are not recycled / recyclable.
Resources and Waste Strategy	RWS	A strategy which sets out how we will preserve material resources by minimising waste, promoting resource efficiency and moving towards a circular economy in England.
Short term		The period from April 2021 – March 2024.

Term	Acronym	Description
TEEP regulations	TEEP	A criterion (which forms part of the waste legislation in the UK) that requires separate collection of waste for recycling including paper/card, plastic, glass and metals where 'Technically, Environmentally and Economically Practicable'.
Twin-stream		Dry recyclables are separated into two different receptacles. Generally, either paper and card or glass are kept separate from the other dry material streams.
Waste hierarchy		A legislative requirement that is given to waste management options which ranks waste prevention the highest. Where waste is produced, the hierarchy prioritises re-use, recycling, energy recovery and finally disposal in that order.
Waste Transfer Station	WTS	A temporary storage facility for collected waste that is unloaded, sometimes sorted and then bulked and compacted to be sent to their final treatment destination.
Rutland County Council / the Council	RCC	Rutland County Council. A unitary authority responsible for both the collection and disposal of Rutland's waste.

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## 1 Introduction

Rutland County Council has revised its waste management and streetscene strategy 2020-2035 to fully consider the future implications of the national resources and waste strategy and emerging policies and legislation. This is expected to transform how the Council needs to manage its waste from 2023 onwards. The Council will need to respond to these changes from 2024, when the re-procured Environmental Services contracts commence.

The Council must simultaneously respond to increasing budgetary pressures and reduce costs, whilst also increasing recycling rates. This strategy sets out the direction of travel for the service considering these drivers until 2035, the year the most recent national recycling rate target has been set for.

## 2 The Vision

The vision of this waste management and streetscene strategy builds on national and local legislative and policy drivers to reduce waste and offer a value for money service to its residents.

### **Vision:**

To protect resources and the environment, keep waste arisings to a minimum and to maximise the amount of waste re-used and recycled achieved through action from residents, businesses and the Council.

To avoid and reduce overall carbon emissions.

To comply with all relevant environmental policies and legislation, now and in the future.

## 3 Background

Based on current disposal prices (June 2022), waste management costs the Council:

- £128 per tonne to dispose of Rutland's waste.
- £14.28 per tonne to process Rutland's recycling.
- £24.78 per tonne to compost Rutland's garden waste.

If waste isn't generated for the Council to manage in the first place, or is re-used or repaired instead of being thrown away, there is no cost to the Council and therefore the costs of providing the service decreases. This also increases recycling rates which helps meet statutory targets. We want a waste management service which reduces costs by driving waste up the waste hierarchy. The Council is therefore committed to engaging residents and businesses in increasing the amount of waste reduced, re-used, repaired and recycled and decreasing the amount of waste collected and sent for disposal.

Waste management affects all residents and businesses in Rutland as waste is produced at home and at work. The types and quantities of waste generated by residents varies according to the differing demographics and socio-economic factors across the county. The types of



waste generated by businesses varies according to the business sectors and types of industry present too.

Key statistical data compiled by the Council has been analysed to assess Rutland's demographics. Output Area Classification data from the UK Office for National Statistics has been used to show the socio-economic profile of residents living in Rutland.

Rutland has 17,795 households (April 2022). It is the smallest of all local authorities in the U.K. Household growth is small, with the number of households in the County increasing by 1% each year (an average of 167 new homes built per year). 55% of residents are 'Rural residents', 18% are 'Urbanities', 17% are 'Sub urbanities' and 8% live in 'Hard pressed' urban areas. The number and types of properties residents live in and the rurality of these areas informs how the waste and recycling service is delivered by the Council.

Rutland is ranked 149th out of 152 Upper-tier Local Authorities in the 2015 indices of deprivation, making it the third wealthiest authority in the U.K. Only 1% of residents are out of work on benefits, below the national average of 2.7% (May 2019). This is important for waste management because evidence shows a clear link between deprivation and the increase in the quantity of waste generated.

61% of Rutland residents are working age (aged 16-64) with 67% of the population in full time employment, in line with the national average. 60.5% of residents live and work in Rutland. Key industries in the county are manufacturing, wholesale and retail trade, accommodation and food services and education. The presence of these business and industrial sectors informs how the commercial waste management service is delivered by the Council.

### **Rutland's current waste management and streetscene position**

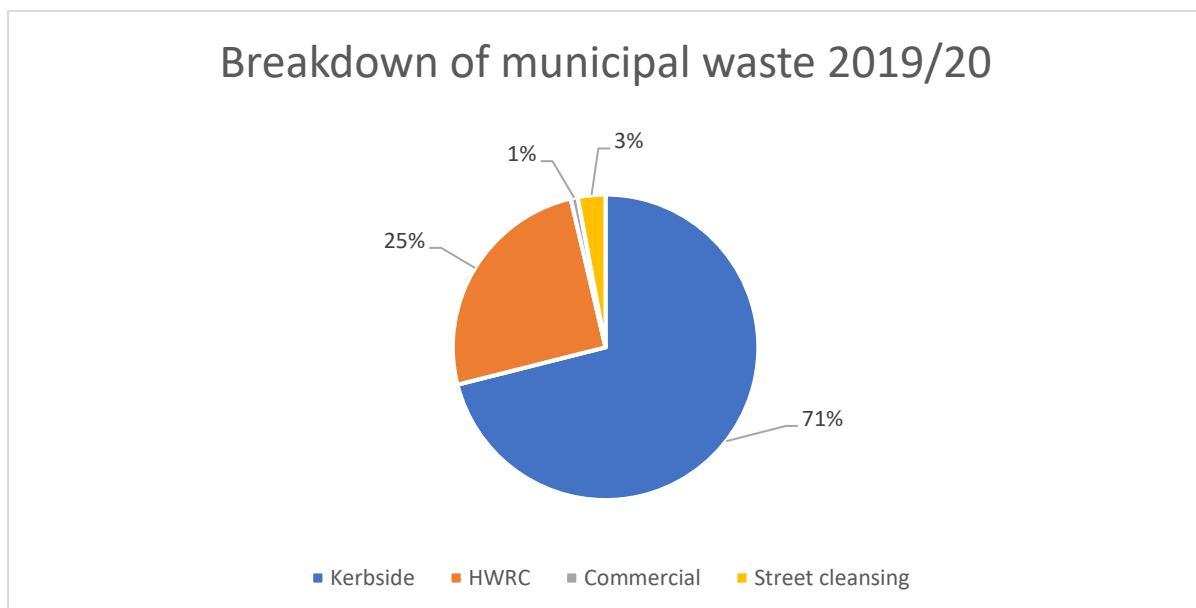
Waste management is a statutory responsibility. Rutland has a duty to separately collect, manage, treat and dispose the 'municipal waste' generated in the county. Rutland also has a statutory function to operate at least one Household Waste Recycling Centre (HWRC).

Municipal waste is waste from households and businesses whose waste is 'household like' (sometimes referred to as Local Authority Collected Waste). The waste management and streetscene Council services relating to collecting municipal waste are:

- Kerbside waste and recycling collections
- Household Waste and Recycling Centres (HWRCs)
- Bulky household waste collections
- Commercial waste collections
- Street cleansing operations

22,983 tonnes of municipal waste was collected in Rutland in 2020/21. The percentage attributed from each Council service above is detailed in the following pie chart. During 2020/21 the HWRCs were closed due to Covid 19 restrictions. Therefore, the 2019/20 financial year has been used in the pie chart only as a more accurate depiction of a 'normal' year. All other graphs show the 2021/22 financial year; the most recent datasets available.

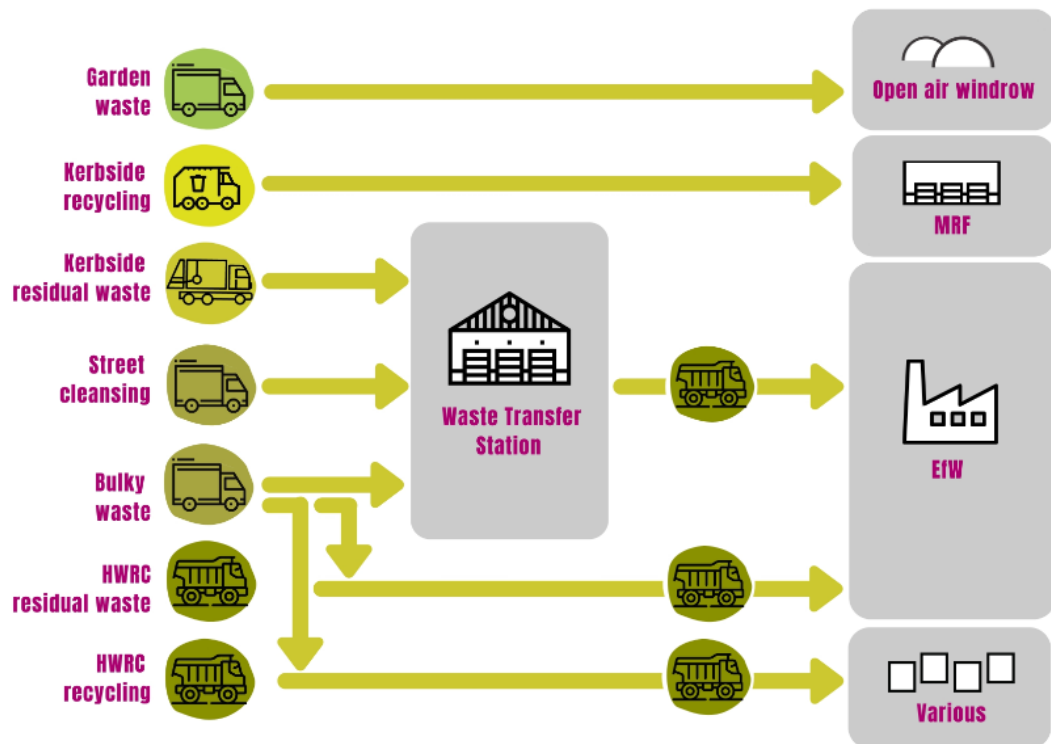
It should be noted that the tonnage arising from manual street cleansing are included in kerbside waste arisings and that bulky household waste collections are included in HWRC waste arisings.



Rutland is a commissioning authority and therefore all waste services are contracted out. The waste management and streetscene services are currently split into the following contracts:

- Household residual waste, garden waste and dry mixed recycling (DMR) collections, commercial waste collections, Bulky Household Waste (BHW) collections, HWRC collections and street cleansing;
- Treatment of DMR;
- Green Waste Treatment; and
- Residual waste treatment.

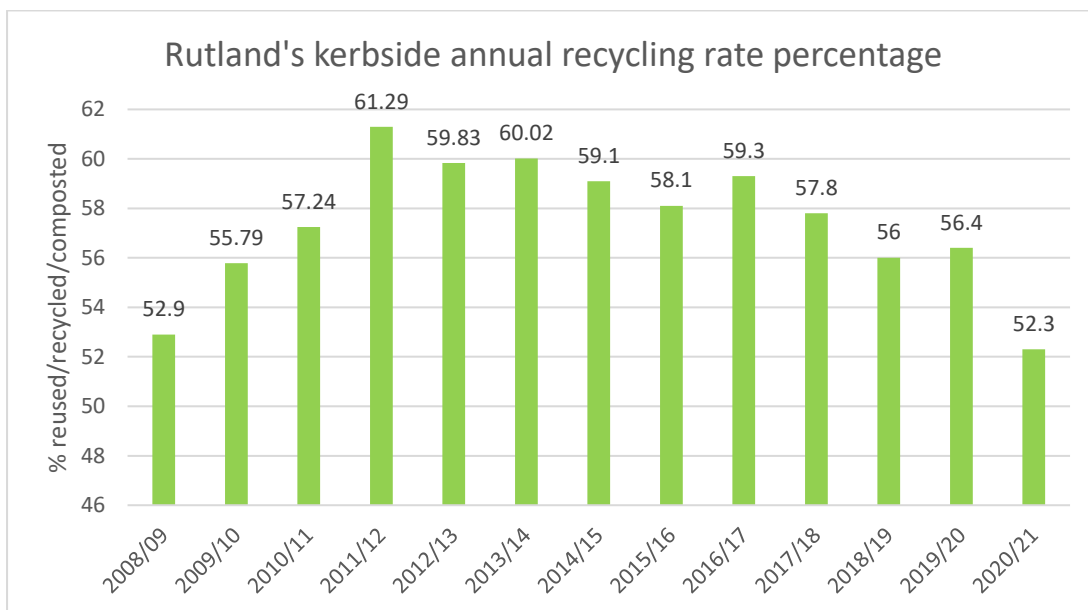
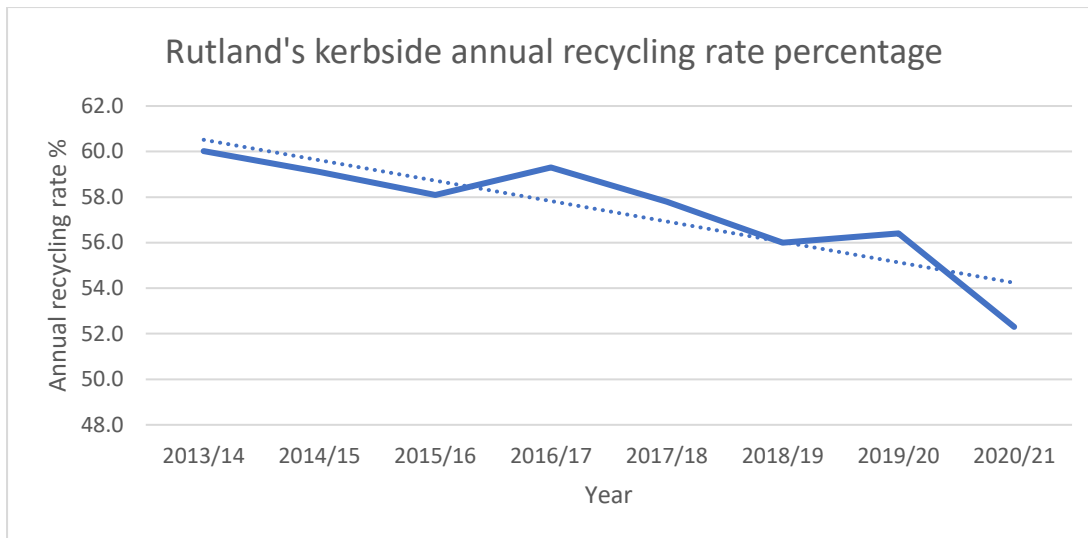
The flow of all material waste streams in Rutland is detailed in the following infographic:



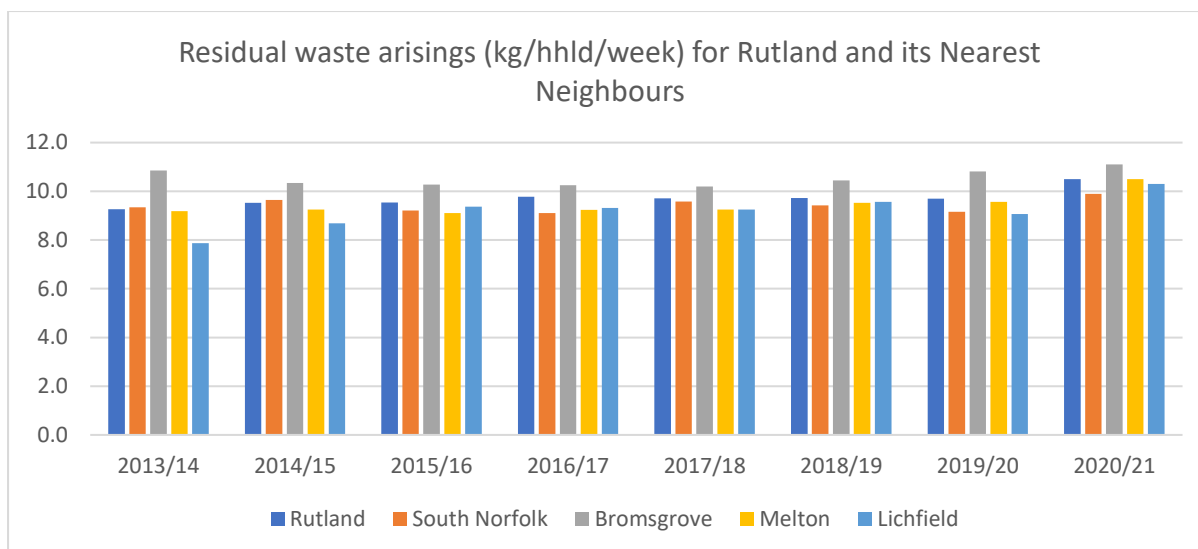
The kerbside household waste collection service comprises a fortnightly collection service of dry mixed recycling (glass, metal, plastic, paper, card and batteries) collected using 240 litre wheeled bins on alternating weeks with residual waste, which uses the same containment type and size. A chargeable fortnightly garden waste collection service is also offered, again using the same containment.

Rutland has a recycling rate of 52.3% (2020/21), which places the Council in 61st position out of 341 English local authorities. The highest performing authority was St Albans City and District Council with a recycling rate of 64.2% (2020/21). Rutland's recycling rate is significantly above England's average rate of 43.8% and is also above other comparable local authorities who have very similar demographics and the same waste and recycling collection services as Rutland, known as Rutland's 'Nearest Neighbours'. These are South Norfolk District Council (41.8%), Bromsgrove District Council (41.6%), Melton Borough Council (43.5%) and Lichfield District Council (45.9%).

However, the recycling rate has been steadily declining in recent years, despite rallying in 2016/17.

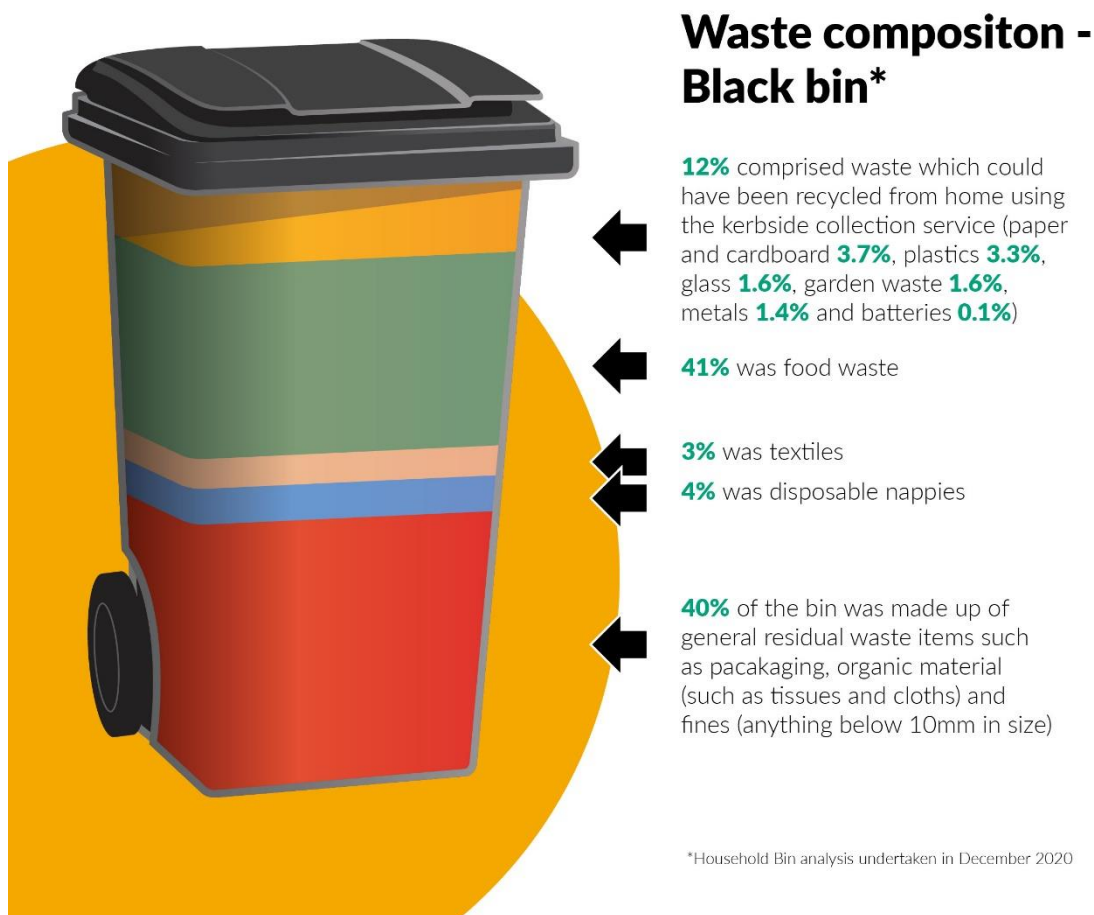


One factor contributing towards this recycling rate reduction is increasing residual waste arisings. Since 2012, the amount of residual waste generated per household per year has been steadily climbing, although it has plateaued since 2017/18. In the six-year period from 2013/14 to 2019/20, the amount of waste generated has increased from 9.27kg/hhld/week to 9.71 kg/hhld/week. The trend of increasing residual waste arisings has similarly occurred for Rutland's Nearest Neighbours Bromsgrove District Council and Melton Borough Council.



The graph further illustrates that Rutland’s residual waste arisings remain higher than South Norfolk, Melton and Lichfield Councils, with only Bromsgrove having higher residual waste arisings. Rutland’s residual waste arisings are also above the national average of 8.88 kg/hhld/week.

Waste composition analysis undertaken in December 2020 shows the typical make up of waste that is currently being thrown away in a Rutland household waste bin. This shows that 41% of a typical bin comprises food waste and 12% comprised waste which could have been recycled from home using the kerbside collection service (paper and cardboard 3.7%, plastics 3.3%, glass 1.6%, garden waste 1.6%, metals 1.4% and batteries 0.1%). Additionally, 4% was disposable nappies and 3% was textiles. The remaining 40% of the bin was made up of general items such as packaging, organic material (such as tissues and cloths) and fines (anything below 10mm in size).



The waste analysis shows that residents are good at recycling and composting garden waste. However, if residents recycled everything they could at home, the recycling rate would increase to 67.8%.

There are currently two Household Waste Recycling Centres (HWRCs) in Rutland; Cottesmore to the north and North Luffenham to the south of the county. The HWRCs have good recycling rates at around 77.5%, higher than the national average of 60% (2013/14 figures).

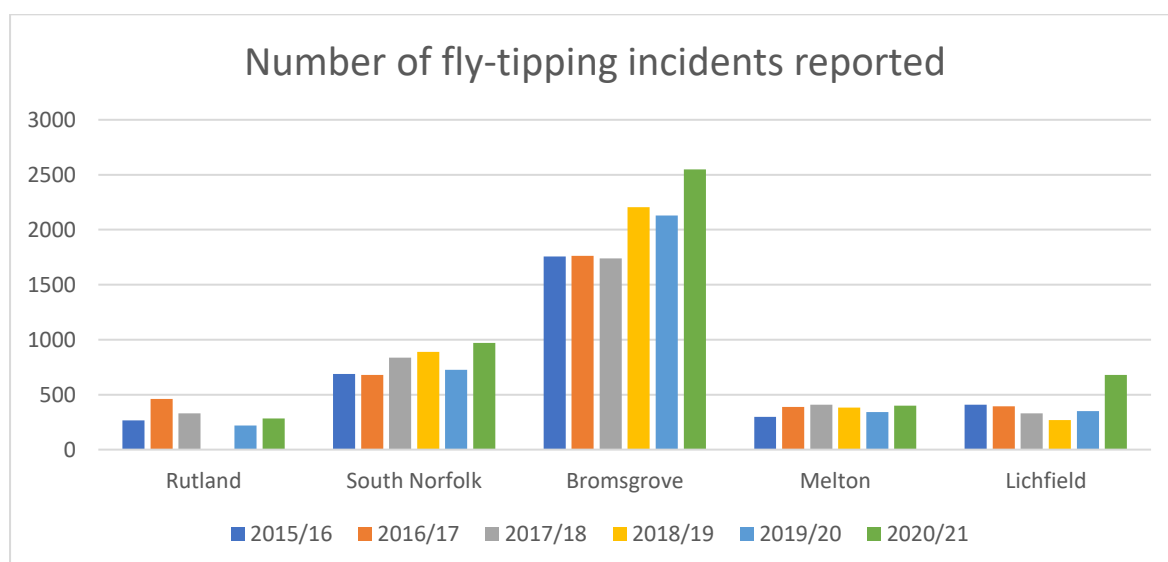
Key statistical data shows that there are circa 1,700 businesses in Rutland. Of note, 15% are in the wholesale and retail trade, 15% in education, 13% comprise accommodation and food services and 12% in manufacturing. Businesses are currently offered a residual waste and recycling collection service of varying wheeled bin sizes and collection frequencies and a collection and disposal charge for refuse and recycling is levied. Commercial residual waste and recycling collections are offered on a frequency to suit the business. The same suite of dry mixed recycling is collected as for households. Currently, 1,273 tonnes per annum (2019/20) of business waste is collected by the Council.

Streetscene functions include street sweeping and litter picking, providing and emptying litter bins, and removal of fly-tipping, fly-posting and graffiti, collecting dead animals from the highway and removing abandoned vehicles. These are undertaken across all Council property and on public land that is in the Council's control, including highway verges and green open spaces. The urban land is within a town or village and is marked by either a 30mph speed limit

sign or a 'welcome to...' sign. Everything outside these markers is rural. This regime meets the requirements of the Code of Practice on Litter and Refuse for England.<sup>1</sup>

Most incidents of fly-tipping, defined as an illegal deposit of controlled waste, reported to the Council are cleared by the street cleaning operatives. Fly-tipping incidents often go unwitnessed; however, instances are investigated to identify ownership of illegally dumped waste. Where the Council has clear evidence of responsibility, cases will be prepared for prosecution. It may be possible in the future for additional areas of high risk to be monitored by portable surveillance cameras. All reported incidents of fly-tipping are recorded and reported to Defra through WasteDataFlow.

Except for Bromsgrove District Council, Rutland and its Nearest Neighbours have seen the number of fly-tipping incidents reported remain largely constant in recent years, as detailed in the graph below. All authorities except Lichfield District Council saw a decrease in the number of fly-tips reported in 2019/20.



## 4 Setting the scene

Rutland must adopt the waste hierarchy when managing its waste. This is a legal requirement set out in the Waste (England and Wales) Regulations 2011. The waste hierarchy has driven some progress towards better use of resources. Progression has been made in recent years to drive improvements in the amount of waste prevented, then re-used and then recycled. The figure below shows the evolution in waste management practices:<sup>2</sup>

<sup>1</sup>

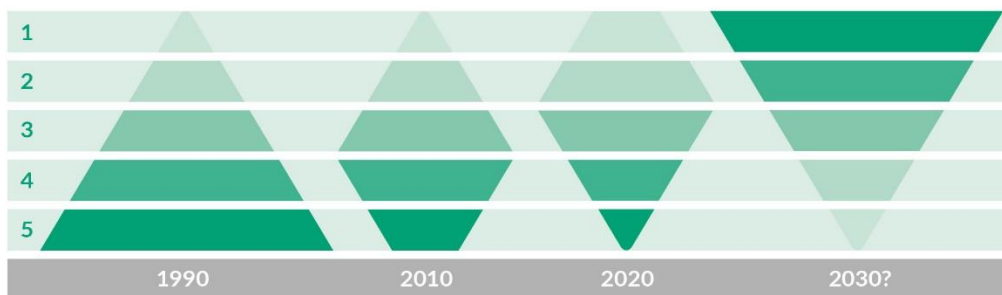
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<sup>2</sup> Source: Waste Management Plan for England, January 2021

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/955897/waste-management-plan-for-england-2021.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/955897/waste-management-plan-for-england-2021.pdf)

### Evolution of Waste Management Practices:

In the past, most waste was dealt with by disposal, but over time that will shift increasingly to recycling, reuse and ultimately prevention.



#### 1. Prevention

Using less material in design and manufacture. Keeping products for longer; reuse. Using less hazardous materials.

#### 2. Preparing for reuse

Checking, cleaning, repairing, refurbishing, whole items or spare parts.

#### 3. Recycling

Turning waste into a new substance or product. Includes anaerobic digestion and composting.

#### 4. Other recovery

Includes materials from waste and some landfilling; also co-incineration plants, and incineration plants.

#### 5. Disposal

Includes landfill, and incineration plants.

To work towards adopting the waste hierarchy for 2030 of an inverted triangular waste management hierarchy, Government has included further detail on high level waste minimisation objectives originally set out in Defra's 25 year Environment Plan, released in 2018.

Defra's Waste Management Plan for England (released in January 2021) also contains detailed measures designed to support the new national 65% recycling target for municipal waste by 2035 by:

- promoting high quality recycling, including the setting up of separate collections of waste where technically, environmentally and economically practicable (TEEP) and appropriate to meet the necessary quality standards for the relevant recycling sectors;
- encouraging the separate collection of bio-waste with a view to the composting and digestion of bio-waste;
- promoting the re-use of products and preparing for re-use activities, including measures to encourage the establishment and support of re-use and repair networks; and
- seeking to eliminate waste crime and illegal waste sites over the lifetime of the Plan, prioritising those of highest risk. Delivering a substantial reduction in litter and littering behaviour.

These measures derive from recent and emerging national policy and legislative drivers, particularly the Circular Economy Package 2020, the Resources and Waste Strategy 2018, and the emerging Environment Bill 2020, now subject to a series of consultations, the latest round of which has just been released.



## Circular Economy Package 2020

The Circular Economy Package 2020 (CEP) is European Commission legislation, introduced to deliver circular economy led improvement measures in waste management across Europe. Key measures appropriate for the U.K. from this CEP were transposed into UK law through amending various existing waste management legislation, particularly the Waste Framework Directive, the Landfill Directive, the Packaging and Packaging Waste Directive and the various pieces of legislation pertaining to End of Life Vehicles (ELV), and batteries collection, treatment and disposal.

The CEP contains revised mandatory targets for the U.K. to achieve, transposed into law through amending the Waste Framework Directive. These include:

- 55% municipal re-use and recycling target by 2025;
- 60% municipal re-use & recycling target by 2030;
- 65% municipal re-use & recycling by 2035; and
- Separate collection requirements for bio-waste (by 2023), textiles and hazardous waste (by 2025).

Similarly, the CEP includes strengthened provisions on waste prevention (Articles 9 & 29) and preparing for re-use (Article 11(1)), again legislated through the Waste Framework Directive.

The CEP therefore introduces “a revised legislative framework, identifying steps for the reduction of waste and establishing an ambitious and credible long-term path for waste management and recycling”<sup>3</sup>.

## The Resources and Waste Strategy, 2018

The Resources and Waste Strategy (RWS) sets out how resources will be preserved by minimising waste, promoting resource efficiency and moving towards a circular economy. It gives a clear longer-term policy direction in line with Defra’s 25 Year Environment Plan.

There are four main areas of the Strategy in relation to waste management. All have recently undergone a second round of public consultation:

- **Consistency in collections:** The requirement for a consistent set of dry recyclable materials to be collected from all households and businesses. Initially, paper, card, glass, metals, plastic bottles and plastic pots, tubs and trays were included. The second consultation (June 2021) extended this to also include foil, foil trays, aerosol cans, metal packaging items and food and drink cartons, all requiring to be collected by the 2023/24 financial year. Plastic film and flexible packaging will also need to be included, with the likely target date being by the end of 2026/27. Separate food waste collections for households and businesses must be provided by 2023 (preferably using Anaerobic Digestion plants for treatment) and free kerbside

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<sup>3</sup> <https://www.gov.uk/government/publications/circular-economy-package-policy-statement/circular-economy-package-policy-statement>

garden waste collections similarly provided, with the aim being to reduce the carbon impact of sending this material as residual waste.

- **Minimum service standards:** Waste collectors, such as the Council, will need to ensure that glass is collected separately from paper and that a multi-stream collection service is offered, unless it is not technically, economically or environmentally practicable (or TEEP) to do so. The Council's current commingled collection service does not provide this separate collection, although the Council may be able to provide an evidence-based written assessment that separate collections of dry recycling materials, or twin-stream collections, are not TEEP and therefore a commingled service may continue to be provided.

The Government is also continuing to assess the costs and benefits of providing free garden waste collections on a minimum fortnightly collection service basis. The proposals stipulate a maximum capacity of 240-litres, using either bins or sacks. Local authorities will retain the ability to charge for higher levels of service provision (for example, by offering increased collection frequencies or increased capacity).

Defra is also considering whether a recommended fortnightly collection of residual waste might be appropriate. Defra will be seeking views on including this in the future proposed statutory guidance on minimum service standards.

- **Deposit Return Schemes (DRS):** Two options are being proposed - 'All in' or 'On the go'. 'All in' references that cans, plastic and glass drinks containers, regardless of size, would be within the deposit system, with the purchaser receiving the deposit once the item was returned to the vendor. 'On the go' references the same drinks container materials, but only those which are less than 750ml in size and sold in single format containers.

Modelling in the second round of DRS consultations (undertaken in May and June 2021) indicated that for an all-in DRS scheme, there may be just 7% of plastic bottles, cans and glass drinks containers left in kerbside recycling schemes, significantly affecting the quantity of these containers collected by the Council. A DRS system is therefore likely to mean that overall volumes collected of these materials will decrease. The results of the EPR consultation, released in March 2022, indicated that an all-in DRS will be progressed from 2024, but that glass bottles will not be in scope in England, instead being included under EPR requirements.

- **Extended Producer Responsibility (EPR):** Invoking the Polluter Pays Principle of waste management, EPR is proposed to initially target household packaging type items (i.e. packaging related cardboard, steel, aluminium, glass and plastic, except for drinks containers which fall in the scope of a Deposit Return Scheme system). A charge will be levied for producers of these materials to cover the full net cost of managing the materials from collection through to reprocessing, with packaging items unable to be reused or recycled attracting a higher charge. The income from charges will then be used to fund local authority recycling collection, treatment and disposal costs of these materials, with EPR covering funding for packaging items found in both the kerbside residual waste and dry recycling streams. The EPR requirements are likely to extend to all municipal waste (i.e., including businesses producing household-like waste – albeit not paying for the residual element for business packaging). However, only the

“full net cost recovery” of costs that are “necessary” for the provision of “cost-efficient and effective” services will be paid. In response to the second round of consultations, released in March 2022, EPR reform implementation has been delayed to being introduced in a phased approach from 2024. With the current kerbside collection service, it is unlikely that the Council will be able to demonstrate compliance with quality / minimum service standards that are likely to be required, such as greater kerbside sorting.

Defra is also proposing to extend the range of materials covered by EPR to subsequently include textiles, bulky waste and vehicle tyres (as well as certain construction and demolition materials and fishing gear).

### **Environment Act 2021**

The Environment Act makes provision about targets, plans and policies for improving the natural environment. It mandates the measures set out in the Resources and Waste Strategy, including:

- Separate collections of recycling materials from households and businesses (glass, metal, plastic, paper and card) except when it is not technically or economically practicable, or there is no significant environmental benefit in doing so, in which case twin stream recycling is permissible.
- Weekly separate collections of food waste from households and businesses.
- Separate collections of garden waste from households.
- Deposit return schemes.
- Producer responsibility obligations.
- Resource efficiency and waste reduction environmental targets.

The Environment Act also helps deliver commitments in Defra’s 2017 Litter Strategy to promote proportionate and effective enforcement against littering. The Bill will provide powers to issue legal guidance to litter authorities and extend government’s existing powers to impose conditions to be met by those authorised to carry out enforcement activity.

### **Carbon reduction targets**

The Paris Agreement, signed by over 190 countries around the world, aims to limit the rise of global temperature to no more than a 1.5°C about pre-industrial levels. This aim has been widely interpreted as requiring global carbon dioxide emissions to reach 'net-zero' by 2050. In 2019, the UK government became the first major economy in the world to set a legally binding target to achieve net zero greenhouse gas emissions (GHG) from across the UK economy by 2050. Consequently, Rutland has made a series of Climate Change Action Motion commitments. Relevant to this strategy are the commitments to:

- Make sure the Council’s activities achieve a net-zero carbon footprint before 2050;
- Achieve 100% clean energy across all Council functions by 2050 or earlier; and
- Request that scrutiny panels consider the impact of climate change and the environment when reviewing Council policies and strategies.

## Litter Strategy for England, 2017

The first ever Litter Strategy for England in April 2017 set out 36 commitments and actions to contribute to the aspiration of being the first generation to leave the natural environment of England in a better state than we found it, primarily by making it culturally unacceptable to drop litter.

It set out the importance of:

- **education** through holding and engaging with anti-littering campaigns;
- improved **enforcement** through issuing fixed penalty notices for littering related offences, cleaning up the country as a whole by engaging with national clean up days and liaising with Highways England to improve roadside litter hot spots; and
- producing new guidance on '**binfrastructure**' (the design and location of litter bins and other items of street furniture), working with relevant industries to reduce problematic littering, such as from fast food, chewing gum and smoking related litter and exploring ways in which packaging and packaging design can contribute to reducing litter.

Since the Strategy was written, the launch of the new national 'Keep it, Bin it' anti-littering campaign has been released; Defra have explored how best to recognise the voluntary contributions made by individuals to tackling litter; an independent assessment of road cleanliness has been completed; and the second round of the Litter Innovation Fund has been rolled out. Defra have also issued improved enforcement guidance through the Code of Practice on Litter and Refuse 2006 being updated with Part 1a, Effective Enforcement, in September 2019.

## Future kerbside waste management requirements

The recent requirements set by Government is due to mandate Rutland to develop its kerbside waste management service. The greatest impact for Rutland is the mandate to offer:

- Separate collections of recycling materials from households (glass, metal, plastic, paper and card) except when it is not technically or economically practicable, or there is no significant environmental benefit in doing so, in which case twin stream recycling should be offered;
- Weekly separate collections of food waste from households; and
- Potentially free separate collections of garden waste from households.

In addition, the Council will need to consider the implications of the recycling composition of materials changing; affected by both deposit return schemes (i.e. the quantities of cans, glass and plastic bottles present in recycling and residual waste streams which may affect the quantities collected and reprocessed) and EPR obligations for both household and commercial waste streams (i.e. for packaging type materials, but potentially also in relation to textiles, bulky waste and vehicle tyres, as well as certain construction and demolition materials in the future).

Each of these aspects, as well as the carbon and financial implications, were considered as part of an options appraisal process to determine a preferred option for the new kerbside waste and recycling service commencing when the Environmental Services contracts commence in 2024. The preferred option taken forward for the re-procurement exercise is for a fortnightly twin stream recycling collection service, with paper and cardboard collected separately from the remaining commingled recycling, a new weekly food waste collection service and reduced residual waste capacity being offered.

### **Future HWRC waste management requirements**

Recent English waste policy under the RWS sets out future requirements for HWRCs to provide increased re-use provision and the 'right to repair' (especially for textiles and large household items, including furniture). Further legislative measures under the Environment Bill are also likely, such as providing further re-use guidance, setting re-use targets for local authorities, requiring them to set their own targets, or requiring reporting to encourage provision of re-use and/or repair facilities. In addition, a key driver for Rutland is to reduce the risks associated with a lack of local waste transfer station provision.

Policy WST1 of the Waste Local Plan 2018-2030 relates to waste management capacity requirements. It outlines that: "The development of a sustainable waste management network for Rutland will be supported through the recognition of waste as a resource and will involve the provision of facilities to meet the indicative waste management capacities. Waste development within the county will focus on the provision of preliminary and supporting facilities... The indicative waste management capacity requirements up to 2036 include:

- a) Preparing for reuse and recycling capacity of 16,000 tonnes per annum (TPA), plus an additional 500tpa for civic amenity facilities."

Policy WS2 relates to waste related development. It states: "Waste-related development will be acceptable in principle where it:

- a) Is located on an allocated site or is co-located with complementary activities within the new garden community;
- b) Supports the spatial strategy for waste management and disposal, facilitates the delivery of Rutland's capacity requirements and, in doing so, identifies the type(s) and origin of waste intended to be received on-site as well as the destination of outputs;
- c) Enables communities and businesses to take more responsibility for their own waste and supports the management and disposal of waste in line with the proximity principle;
- d) Is compatible with the waste hierarchy..."

An HWRC and infrastructure review has been undertaken which assessed the extent the impacts of these policies has on Rutland's current HWRC and waste infrastructure provision.

The report also identified that developing a range of HWRC related improvement activities for which a charge may be levied, such as having a re-use area, accepting and charging for commercial waste and charging for 'DIY' types of waste (such as plasterboard, rubble and

hardcore, ceramics, soil, wood and tyres), would realise a significant income for the Council which would also contribute to off-set the implementation costs. However, Defra is currently consulting on preventing Councils charging for this waste. Therefore, any future proposals would need to consider the national policy landscape at that time.

Further, by diverting more waste to be re-used and recycled through increased site accessibility, better traffic management and improved container signage and site information, the Council has an opportunity to improve services whilst potentially realise service savings.

### **Future commercial waste collection requirements**

The Environment Act will require local authorities to offer businesses:

- Separate collections of recycling materials (glass, metal, plastic, paper and card), except when it is not technically or economically practicable, or there is no significant environmental benefit in doing so, in which case twin stream recycling should be offered, except when it is not technically or economically practicable, or there is no significant environmental benefit in doing so, in which case commingled collections may be offered; and
- Weekly separate collections of food waste.

The service offered to businesses is expected to change (along with the kerbside collection service offered to households) when the new contract arrangements are in place in 2024.

As with households, businesses are not currently offered a separate weekly food waste collection service. This will be rolled out once the new contract arrangements are in place in 2024.

### **Partnership arrangements**

Rutland is committed to working with its neighbouring authorities to identify where services can be jointly delivered and to realise opportunities and efficiencies as they arise. The Council already collaborates in joint working with Peterborough City Council to deliver public protection and regulatory services, with Harborough District Council for the provision of grounds maintenance services and with Melton Borough Council for CCTV monitoring.

### **National waste management campaigns**

Rutland is committed to engaging with, supporting and promoting waste management campaigns which help to reduce the costs of the service and deliver the national legislative and policy requirements. This includes supporting campaigns from the charity Waste and Resource Action Programme (WRAP) whose work involves many sectors and includes defining practical solutions to improve resource efficiency in food and drink, plastic packaging, clothing and textiles and collections and recycling. This in turn supports the Council's aims and objectives contained within this strategy and helps drive waste up the hierarchy. WRAP campaigns include:

- Recycle Now (including Recycle Week in September of each year);

- Love Food Hate Waste (LFHW) (including Chill the Fridge Out, Portion Planner and the A-Z of food storage);
- Clear on Plastics; and
- Love Your Clothes (including the Sustainable Clothing Action Plan (SCAP)).

### **Future streetscene requirements**

Littering is a criminal offence under section 87 in part IV of the Environmental Protection Act 1990. Fixed Penalty Notices can be issued for offences relating to litter under the Clean Neighbourhoods and Environment Act 2005. Civil Enforcement Officers of the Council (CEO's) can issue these. To reduce littering, the Council may consider fining those caught littering as part of an educational and awareness raising anti-littering campaign.

The RWS has committed to publishing a web-based fly-tipping toolkit to help tackle the issue of fly-tipping. Zero Waste Scotland has already produced such a [toolkit](#) which Rutland can utilise to support fly-tip related communications campaigns.

### **National streetscene campaigns**

Rutland is committed to educating residents and businesses and engaging with, supporting and promoting littering, dog fouling and fly-tipping campaigns. This helps to reduce the costs of the service and deliver national legislative and policy requirements. This includes supporting national campaigns such as Defra's 'Keep it, Bin it' campaign, Keep Britain Tidy campaigns (for example, the Great British Spring Clean and the #crimenottocare (your rubbish, your responsibility) initiatives). Supporting these campaigns in turn supports the Council to help reduce the number of fly-tipping incidents.

## **5 Strategic priorities**

To achieve the Vision of the strategy, the waste management and streetscene service must undertake activities to support meeting its aims within the timeframe of the strategy. Recognising legislative and policy drivers, these activities are set out below and are in-keeping with the waste hierarchy. They are separated into short-, medium- and long-term priorities, where appropriate. All short-term priorities are taken forward into the three-year action plan. Medium term and subsequently long-term priorities will be included in the action plan as time progresses.

### **General priorities**

1. Set out the waste and streetscene service's education and promotion requirements through the production of an annual communications plan to include waste prevention, reduction, re-use and recycling priorities for the coming year.
2. Write, approve and publish a waste management charter between Rutland and its residents and businesses, reviewing and updating (as necessary) the waste management charter as a starting point. This will set out the services available to

residents and businesses, and the expectations on residents and businesses using the service.

3. Undertake the scheduled review of Rutland's waste service policies that support the waste management service. Undertake this review to ensure a robust suite of approved policies is in place and is approved to support future service direction, as set out in the strategy.
4. Undertake annual performance reviews of the service, which evaluate Rutland's ability to meet its vision and priorities against the goals and outcomes shown in the strategy and three year action plan. This will ensure the Council remains on track with achieving its goals and is able to identify and rectify any issues arising in a timely and planned manner.

## **Waste prevention priorities**

### **Short term (2022 – 2024)**

1. Continue education and promotion activities relating to home composting, especially given that 2.6% of the average residual waste bin comprises garden waste and 23.4% is home compostable food waste. This equates to circa 2,184 tonnes per annum (TPA), costing Rutland in region of £280,000 p/a to dispose (not including collection costs).
2. Continue education and promotion activities relating to food waste prevention, supporting the WRAP Love Food Hate Waste national campaign, considering that 18.3% of the residual waste bin comprises edible food waste, equating to 1,537 TPA. This cost in the region of £195,000 p/a to dispose (not including collection costs).
3. Promote existing channels, such as local charity shops, as opportunities for re-use on the Council's website.
4. Develop a business case to assesses the viability of expanding the current re-usable nappy trial kits programme to prevent disposable nappy waste. 4.3% of the average residual waste bin comprises disposable nappies. This equates to 360 TPA, costing in the region of £45,000 p/a to dispose (not including collection costs). The re-usable nappy service business case will consider expanding the service to include free starter kits, money off vouchers, re-usable nappy advisors and / or targeted education and promotion work.

## **Preparation for re-use priorities**

### **Short term (2022 – 2024)**

1. Promote and endorse WRAP's Sustainable Clothing Action Plan (SCAP) Love Your Clothes campaign, including promotion of the Love Your Clothes website, to capture textile material currently in the residual waste bin for re-use (7% of HWRC waste and



2.2% of kerbside is textiles that could have been re-used or recycled, totalling 588 TPA, equating to circa £75,000 p/a disposal cost, not including the costs of collection<sup>4</sup>).

2. Conduct a review of the bulky household waste (BHW) collection service, including the approach to charging, considering the impact of single item charges. In addition, review the impact on the BHW collection service from the Kendrew Barracks to assess whether service demand is particularly high from these service users. Explore the viability of working with the Barracks to undertake the development of a business case for offering an on-site BHW re-use scheme.

### **Medium term (2024+)**

1. Undertake a business case to assess the level of savings and diversion from disposal possible from involving the Voluntary and Community Sector (VCS) (i.e. the British Heart Foundation and/or local charities) to encourage re-use. For example, by cherry picking BHW at the point it is taken to the HWRC or investigating the possibility of a VCS partnership for delivering the BHW service.
2. Implement the HWRC re-use project outputs from the HWRC and Infrastructure Review project. This may include the provision of a re-use facility and/or having Community RePaint at the HWRCs, especially considering that 4% of HWRC residual waste stream comprises paint.

### **Recycling priorities**

#### **Short term (2022 – 2024)**

1. Undertake education and promotion activities to increase capture rates from recyclable material present in the residual waste stream, for both kerbside and HWRC (the waste composition study revealed that particular focus should be given to textiles, both from the kerbside and HWRC).
2. Undertake repeated and targeted education and promotion campaigns at the Kendrew Barracks, including regular provision of bin stickers and leaflets to inform 'what goes where' at the kerbside, considering the transient nature of the residents.
3. Sign up to the voluntary Resource Association 'End Destinations of Recycling charter' and publicise the charter on the Council's website to provide transparency to residents about where recycle is taken.
4. Develop and produce a business case to evaluate the impact of growing the commercial waste and recycling collection service for businesses, to respond to legislative requirements, to harness financial income opportunities and to provide a sustainable and affordable service to businesses in Rutland. Produce a commercial waste and recycling action plan for the preferred option.

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<sup>4</sup> Costs of collection are not included as resources cannot be proportionally reduced with a reduction in tonnage.

5. Undertake a 'What goes where?' HWRC campaign, including a review of container provision, a review of site signage and a review of information provided on the Council's website to decrease 'missed recycling' in the HWRC residual waste stream.
6. Undertake a kerbside recycling participation survey to assess the number of households participating in the kerbside recycling collection service. This will enable specific education and promotion activities to be targeted at low performing areas in the County.
7. Undertake an options appraisal project to determine the cost/benefit design of the new kerbside recycling and food waste collection service, including reviewing the potential reduction in size of residual waste bins for both households and businesses, to encourage greater recycling. This new service would commence from April 2024, in line with the commencements of the Environmental Services contracts.

#### **Medium term (2024+)**

1. Implement and promote the separate kerbside weekly food waste recycling collection service. The options appraisal will determine the preferred food waste collection service option.
2. Implement and promote the new kerbside recycling collection service. The options appraisal will determine the preferred recycling collection service option.
3. Develop a business case that explores whether all BHW collected both through the kerbside and at HWRCs can be first separated for recycling, where items are not suitable for re-use.

#### **Long term (2028 +)**

1. Expand recycling opportunities at the HWRC to include the aspiration for separate containers for paper, vegetable oil and plastic film recycling.
2. Develop the business case for a digital text reminder service which reminds residents of their waste and recycling collections the evening before each collection service is due.

#### **Other recovery priorities, including disposal**

1. Maintain the Council's Climate Emergency target of 0% waste to landfill by 2050.

#### **Medium term (2024+)**

1. Implement black bag splitting at the HWRC, to divert and drive waste up the hierarchy, reducing the amount of waste sent for disposal.
2. Implement a reduced size residual waste bin at the same time as introducing a separate kerbside food waste and recycling collection service in 2024, when new contracts commence. The options appraisal will determine the preferred option for the size of bin to be used.

## **Streetscene priorities**

### **Short term (2022-2024)**

1. Endorse national anti-littering, dog fouling and fly-tipping prevention organisations, such as Keep Britain Tidy and the National Fly-tipping Prevention Group and promote their campaigns where appropriate. Utilise fly-tipping prevention campaign material given in the Zero Waste Scotland toolkit, as necessary.
2. Undertake best practice research to determine a suitable approach for reducing the number of littering, dog fouling and fly-tipping incidents in Rutland, including keeping up to speed with the developments from Defra's Litter Strategy, Welsh Government's Litter and Fly-tipping Prevention Plan (currently out to consultation) and the toolkit approach taken by Zero Waste Scotland.
3. Include the production and dissemination of littering, dog fouling and fly-tipping education and promotion material in the annual communications plan, to include developing a campaign 'brand' and associated communications to prevent littering, dog fouling and fly-tipping and encourage reporting for householders, landowners and businesses.
4. Produce a dedicated fly-tipping webpage on the Council website which contains specific information in relation to the support the Council can provide regarding reducing incidences of fly-tipping and links to the work being undertaken nationally, such as providing links to the National Fly-tipping Prevention Group webpage.
5. Review and revise the Council's enforcement policy to ensure that education and promotion of littering, dog fouling and fly-tipping incidents is supported by sufficient education and enforcement activity.
6. Establish baseline data on reporting and investigation of littering, dog fouling and fly-tipping incidents and regularly monitor and review progress.
7. Map and review the location of significant littering, dog fouling and fly-tipping incidents to identify whether any 'hot spots' can be identified. Target these areas for education, promotion and enforcement activities. Education messages should link to national campaigns where appropriate. Where possible, have CCTV cameras present to act as a deterrent.

### **Medium term (2024+)**

1. Building on the best practice research and case studies, investigate and identify key stakeholders to work as a partnership to develop and determine the most appropriate methods to reduce littering, dog fouling and fly-tipping in Rutland. For example, to include affected landowners, Council Officers and Enforcement Officers.
2. Develop a best practice standalone anti littering and fly-tipping strategy which builds on the enforcement and fly-tipping policies and lessons learned from the partners identified above.

## 6 Goals and outcomes

Six strategic goals have been set to enable the Council to achieve the vision of the strategy. The action plan contains annual targets to achieve which cumulatively work towards meeting each of these goals, achieved through delivering the priorities given above. The goals and targets set are measurable, providing the mechanism to evaluate the effectiveness of the priorities set in the strategy and to review how far they meet the vision of the strategy on an annual basis.

Within the 'Delivering sustainable development' section of the Council's Corporate Plan, the following targets for 2019/20 are detailed:

- Residual waste per household - 505kg or less per annum (505.49kg in 2018/19)
- % of waste sent for recycling - 57.8% (56% in 2018/19)
- Number of fly-tipping incidents - 329 (340 in 2018/19)

In addition, from the Council's previous Waste Management and Streetscene Strategy, a zero waste to landfill target by 01.04.14 and a target to recover (including recycling, re-use and energy from waste) 95% of municipal waste (all waste received, treated and collected by the Council including commercial wastes) by 2024 have been achieved and will remain. Two other targets have not yet been achieved and remain fit for purpose and in keeping with the vision of the strategy.

The Corporate Plan targets and previous waste management and streetscene strategy targets have been reviewed and incorporated as new goals for this strategy to achieve by 2035.

### **Goal 1 - Achieve a kerbside recycling rate target of 65% by 2035**

The previous strategic target - to achieve a recycling rate of at least 64% by 2024 - has formed the basis of this goal and builds on the target recycling rate set out in the Corporate Plan.

The national municipal recycling rate target of 65% by 2035 set in the Circular Economy Package 2020 and referenced in Defra's Waste Management Plan for England, dovetails with Rutland's previous strategic target. However, the target year to achieve this has been extended to 2035, and the rate increased to 65% for consistency.

Significant improvements to the service are likely to be necessary to increase the recycling rate from 56% to 65%. The three-year action plan which forms part of this strategy sets annual recycling rate targets to cumulatively achieve this goal, as well as setting out the necessary supporting activities required to meet them. The action plan will be updated annually, to reflect progress made until the 65% target is met (by 2035).

The targets contained in the action plan have been set at milestones according with both local and national policy and legislative drivers. For example, the Environment Bill contains a range of service improvements to be implemented nationally by the financial year 2023/2024, particularly in providing consistency in collections. For Rutland, the introduction of a

mandated weekly separate food waste recycling collection service will yield a significant increase in the recycling rate at this time, due to food waste comprising 41% of the average residual waste bin. As the timescales coincide with the re-procurement of the Environmental Services contracts, the Council recognises that these changes may need to be introduced when the new service contracts commence in April 2024. Therefore, the recycling rate is expected to increase significantly at the time the service improvements are made compared with other years.

The annual recycling rate targets will also be incorporated into the appropriate waste management contracts as Key Performance Indicators for contractors to achieve once the service commences in 2024.

**Goal 2 - Improve recycling at both Civic Amenity (HWRC) sites to achieve a target of 85% of waste recycled by 2035.**

The previous strategic target has been taken as the basis of this goal. The aspiration to increase recycling rates at the HWRC sites remains. The previous target was to achieve an 85% recycling rate by 2024. However, the HWRC recycling rate currently averages 77.5% and it is unlikely that the recycling rate can be significantly increased by 7.5% given the current size and accessibility restrictions at the sites.

The current target has therefore been extended to 2035 to offer consistency with Goal 1 and to enable a realistic target year to be set considering the significant increase in HWRC recycling rate to be achieved.

The three-year action plan sets annual increases in HWRC recycling rate targets to cumulatively achieve this goal, as well as setting out the necessary supporting activities to meet them. The action plan will be updated annually, including reflecting progress made until the target is met and will also be incorporated into appropriate waste management contracts as Key Performance Indicators for contractors to achieve once the service commences in 2024.

**Goal 3 – Ambition to reduce residual household waste arisings to less than 6kg /hhld/week by 2035**

A key factor in reducing costs and increasing the recycling rate is to reduce the amount of residual waste collected and disposed of. This is included as a target in the Corporate Plan.

The introduction of a weekly food waste recycling service from April 2024 is anticipated to divert more kerbside residual waste bin to recycling. This will reduce residual waste arisings and the necessity for 240 litre bins. Therefore, the kerbside options appraisal exercise will determine what size residual waste bin is most suitable, as this will also depend on whether

additional items are collected for recycling at the kerbside at the same time (for example, textiles).

It is therefore appropriate to maintain the reduction of residual waste target in this strategy and set it at a challenging rate, to ensure that waste management priorities include diverting kerbside recyclable materials and food waste from the residual waste stream in the long term, in turn continuing to drive waste up the hierarchy.

The three-year action plan sets annual residual waste reduction targets to cumulatively achieve this goal, as well as setting out the necessary supporting activities to meet them. The action plan will be updated annually, including to reflect progress made until the target is met and will also be incorporated into appropriate waste management contracts as Key Performance Indicators for contractors to achieve once the service is re-procured in 2024.

The Council is facing significant budgetary pressure to deliver services with reduced funding from central Government. In 2019/20, the waste management and streetscene services outlined in this strategy cost Rutland £214.02 per household to deliver. The introduction of our new kerbside waste, recycling and food waste collection service will drive down residual waste disposal arisings and therefore reduce the cost of treating this waste and so will reduce disposal costs as much as possible. The costs of this new service were modelled as part of the options appraisal in March 2022.

In October 2021, the government announced nearly £3million of additional funding to support English Councils to implement separate food waste collections for all households from 2025, however, detail of how this will support Rutland is not yet available.

#### **Goal 4 – Reduce the number of fly-tipping incidents to 200 per year by 2035**

The Corporate Plan includes a target to reduce the number of fly-tipping incidents to 329 in 2019/20. The Council achieved this target, reporting 219 fly-tipping incidents in 2019/20. To avoid the number of fly-tipping incidents remaining constant, or increasing, a challenging goal to ensure the number of fly-tipping incidents decreases has been set.

The three year action plan sets annual fly-tipping reduction targets to cumulatively achieve a reduction in the number of fly-tips to 200 per year by 2035, as well as setting out the activities necessary to achieve this. The action plan will be updated annually, including to reflect progress made until the target is met. The annual targets will also be incorporated into appropriate waste management contracts as Key Performance Indicators for contractors to achieve when the contracts commence in 2024.

## **Goal 5 – Achieve a net-zero waste management carbon footprint before 2050**

The Council has made a Climate Change Action Motion commitment to make sure the Council's activities achieve a net-zero carbon footprint before 2050. The Corporate Plan also has a strategic aim to "develop an Environmental Policy to meet Rutland's needs and the challenge of climate change". It is envisaged that this goal will contribute towards this.

Considerable carbon emissions are associated with waste management activities. However, there is also the opportunity to reduce emissions through waste prevention, re-use and recycling. The Environment Bill also addresses air quality, which may influence decisions around waste treatment methods, waste transport distances and even HWRC site design and traffic, particularly when sited in urban areas.