

Appendix 2

Waste Management Strategy 2017-2027

Household Waste Management Strategy: Forward Thinking Towards Zero Avoidable Waste

Annual Performance Review: 2022-23

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Introduction

Wiltshire's Household Waste Management Strategy 2017-2027 contains a commitment to provide annual performance reviews. This document provides a summary of waste management performance against the priorities set out within the household waste management strategy during the period of April 2022 to March 2023.

It aims to explain the key waste management performance statistics and trends during the period and provides some commentary on how the council's actions may have affected residents' behaviours and performance of the council's waste services, and highlighting where external factors over which the council has more limited influence, may have had an effect.

In response to public concerns following media reporting on the destination of materials collected for recycling, Wiltshire Council is a voluntary signatory to the End Destination Charter. Waste Services publish an annual End Destination Register on the council's website, which shows where the waste managed by the council and its contractors is sent for processing, etc. At the time of writing this data still requires external verification, but our current assessment shows that 97% of Wiltshire's waste collected for reuse, recycling and composting was managed in the UK, with a further 2% managed within the EU. The End Destination Register can be found here: [Where does your waste and recycling go - Wiltshire Council](#)

1. Corporate KPI Reporting

1.1 Services have been encouraged to set out “stretch targets” in respect of corporately reported performance metrics, for 2022/23 onwards. Below is the Waste Service Performance Summary, 2022/23.

Ref	Measure of progress or success	Target, 2022/23	Performance, 2022/23	Variance from target	Comment / Narrative	2017/18	2018/19	2019/20	2020/21	2021/22
IY1a	Kgs of waste produced per household (cumulative)	880	913.8	-33.8	Kgs of waste reduced compared with previous years. Less waste generated post-Covid, plus less garden waste due to hot weather in 22/23, plus cost-of-living impacts on consumer spending.	993.6	994.0	981.1	966.9	970.6
IY1b	% of household waste recycled or composted (recycling rate)	45%	39.7%	-5.3%	Revised "stretch" target not achieved. 22/23 has seen weather-related reductions in garden waste collected (less composting tonnage) and higher levels of contaminated recyclate tonnage being rejected at the sorting facility. The "Recycling - Let's Sort It!" campaign waste was launched in February 2022 to help mitigate and improve 23/24 performance.	43.8%	42.7%	42.9%	42.3%	42.2%
IY1c	% of household waste sent for treatment/energy recovery	42%	44.6%	2.6%	"Stretch" target exceeded. New requirements to send domestic upholstered seating for incineration came into force from 1 Jan 2022 (larger positive impact assumed for 23/24). Additional residual waste tonnage was also sent to Lakeside EfW.	37.9%	42.3%	41.5%	41.4%	39.1%
IY1d	% of household waste sent to landfill.	13%	15.7%	-2.7%	Whilst achieving a significant improvement over 21/22 performance the 22/23 "stretch" target was not met, despite diverting an additional 255 tonnes of domestic upholstered seating from landfill (to comply with new 'POPs' requirements from Dec to end of February 2023), and placing additional residual waste tonnage through the Lakeside EfW contract. Rejection of contaminated recycling has increased the amount of waste sent to landfill.	18.3%	14.9%	15.6%	16.3%	18.7%

Figure 1: Waste Service Performance Summary, 2022/23.

2. Waste prevention performance:

Priority 1 - Waste Prevention:

The council will work with national, regional and local partners to provide advice and information to encourage residents to reduce the amount of household waste they create.

2.1 Every tonne of waste produced by Wiltshire residents and managed by the council has a financial and environmental cost. Encouraging residents to reduce the amount of waste they produce, and therefore what the council collects and manages on their behalf, has a direct impact on the council's waste service budget and influences our ability to achieve net zero carbon targets.

2.2 The amount of household waste the council manages is impacted by numerous local and national influences, including:

- The amount of disposable income people have available to spend
- the changing characteristics of product packaging (e.g. "lightweighting")
- size of households,
- the waste and recycling collection services provided by councils.

2.3 In 2022/23, the council's Waste Services managed 223,120 tonnes of municipal waste, of which 208,126 tonnes was classified as household waste.

2.4 The total amount of household waste generated per household each year within Wiltshire is decreasing, which is positive. 2022-23 showed a reduction of 57kgs (5.9%) in comparison to the previous year – see Figure 2.

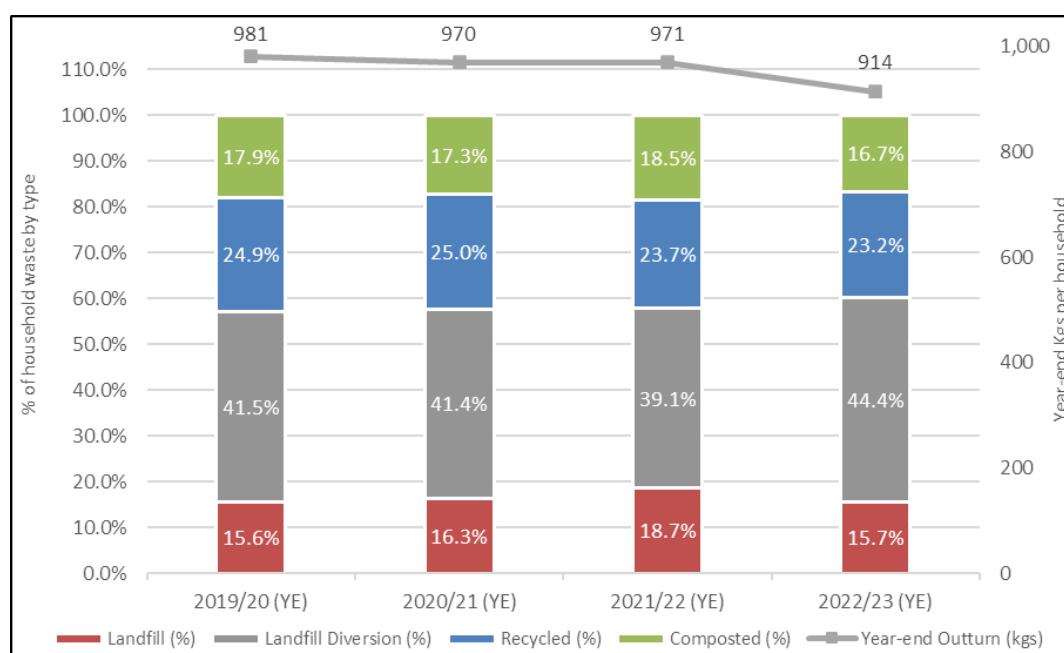


Figure 2: Percentage of household waste, by waste management process, and total household waste per household (kgs), 2019-2023.

2.5 Trends show that the amount of non-recycled waste produced per household (after recycling) has not changed significantly since 2017 (Figure 3). This is referred to as "residual" waste and is comprised of several waste streams including:

- Kerbside collected residual waste;
- Residual waste disposed of at household recycling centres (HRCs);
- Street litter and litter bin waste;

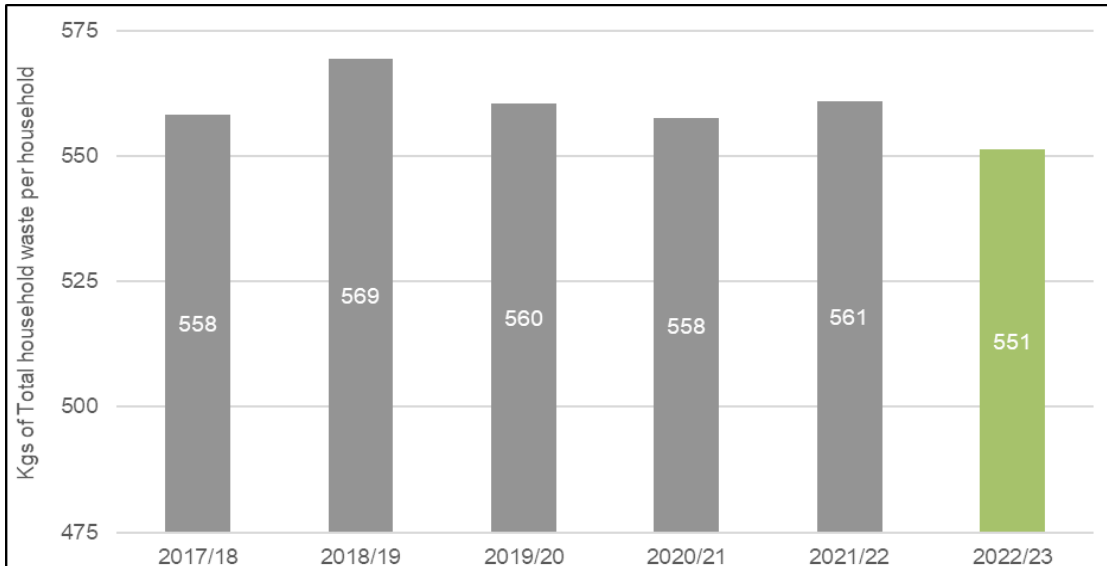


Figure 3: Residual household waste (after recycling) - kgs per household, 2017-2023. (Note: Figures include residual waste from all sources eg. kerbside collections, HRCs etc.)

2.6 Council waste policies designed to encourage residents to reduce the amount of waste they produce include:

- Providing standard 180 litre wheeled bins for non-recyclable waste.
- Enforcing a no side-waste policy, encouraging residents to make full use of the kerbside recycling services.
- Only providing larger bins (additional capacity) in the following circumstances:
 - six or more residents in a household;
 - a family of five including one or more in nappies; or
 - a medical need which creates large volumes of unrecyclable waste.
- Subsidising the purchase price of food waste composters for residents who wish to compost their food and garden waste at home – see Figure 4
- Charging for the collection of garden waste which may encourage composting.
- Vehicle permits to limit traders illegally disposing of business waste at the HRCs.
- Proof of address scheme at HRCs to limit the impact of waste being disposed of by residents from outside of the Wiltshire Council area.

2.7 Purchases of subsidised food waste digesters (FWDs) have fallen since a peak in sales during the Covid-19 pandemic. A new contract for the supply of FWDs was put in place during 2022/23. Sales are promoted as part of the chargeable garden waste service, as an alternative to a kerbside collection at the same price (£66 per bin).

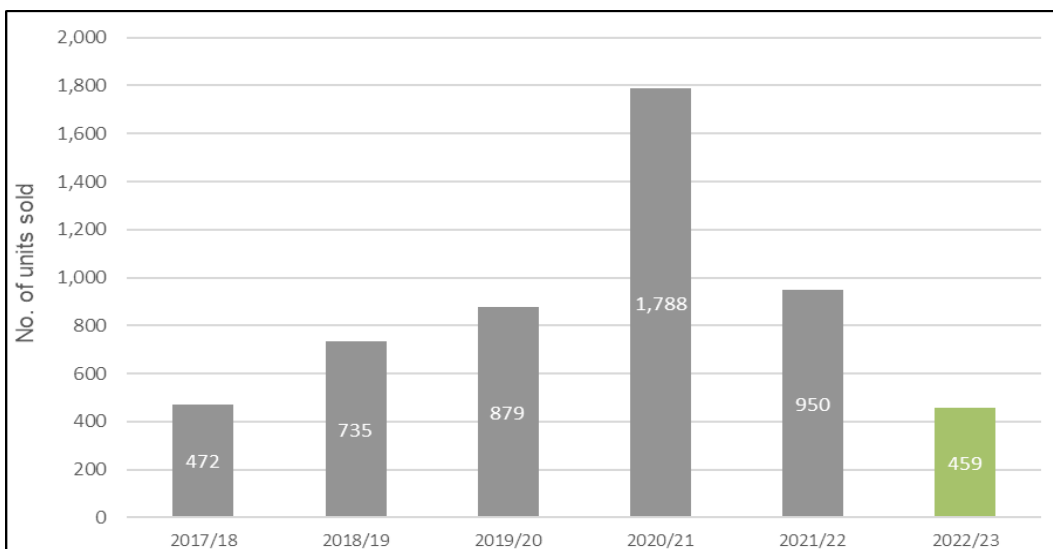


Figure 4: Subsidised food waste digesters sold, 2017-2023.

3 Repair and Reuse Performance:

Priority 2 – Repair and Reuse

The council will work with local reuse organisations and contractors to increase the opportunity for items to be repaired and reused. The council will continue to work with national partners and manufacturers to promote sustainable design so that items can be easily repaired rather than having to be replaced.

3.1 The Council has worked with its Household Recycling Centre (HRC) contractors and partners, to implement and expand Reuse collection schemes which now include a wide range of suitable items such as furniture, white goods, bric-a-brac and bicycles. Total reuse tonnage collected across the HRC network in 2022/23 was 619 tonnes.

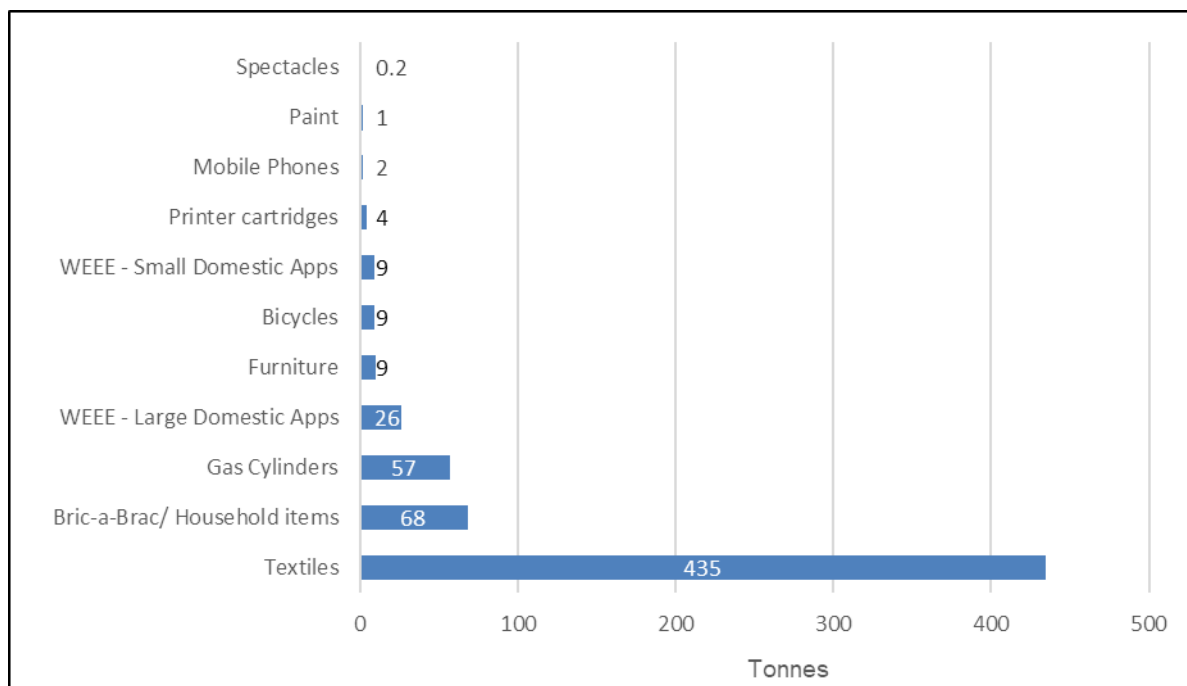


Figure 5: Reuse tonnage collected at HRCs, shown by item, 2022/23.

3.2 Initiatives that the council has delivered include the following:

- When residents call to arrange a collection of a large household waste item, Customer Services encourage residents to consider donating the item for reuse where appropriate – see Figure 6. The Environmental Protection Act 1990 allows the charge for this service to reflect the council's reasonable costs of collection (though disposal costs should not be charged to the resident). Work is being progressed with the collections contractor to implement a system whereby good quality items can be separated for reuse.
- Promoting reuse organisations in Wiltshire through the council's website.
- Paint re-use schemes were piloted at Salisbury and Amesbury HRCs, where cans of paint suitable for use are set aside for residents to take and use. This will particularly support the council's social housing in the Salisbury area, where new tenants will be advised of the scheme.

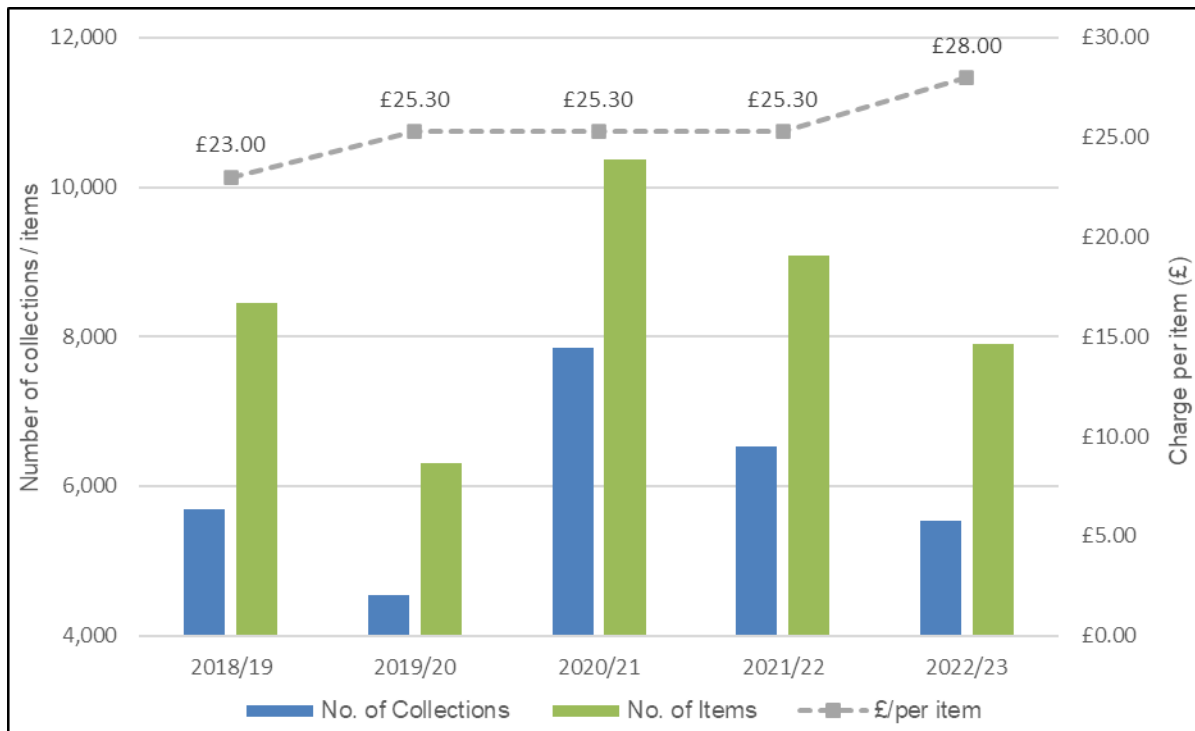


Figure 6: Bulky waste collections, 2018-2023.

4 Recycling Performance:

Priority 3 - Recycling and Composting:

The council will continue to ensure that cost effective and efficient recycling services are provided so that residents are able to recycle a range of materials as easily as possible. The council will continue to review the potential for expanding the range of items collected for recycling and composting where it is environmentally and economically practical to do so.

4.1 Recycling performance includes:

- garden waste collected at the kerbside and via the household recycling centres, and sent for composting,
- materials collected for recycling through the council's kerbside collection services,
- materials taken to the ten household recycling centres.

4.2 Wiltshire's recycling rate fell in 2022/23 to 39.7% (Figure 7). This can be attributed to a number of key factors:

- Summer 2022 experienced two droughts, resulting in significantly less garden waste being collected/managed. Overall garden waste fell by 14% (5,500 tonnes) compared with 2021/22. The impact of this on the recycling rate was -1.54%.
- The performance of the materials recycling facility (MRF) that receives Wiltshire's kerbside-collected recyclables declined during 2022/23, resulting in an additional 1,650 tonnes of material being rejected by the facility for disposal. Whilst 450 tonnes of this can be attributed to increased contamination being included within the delivered material, 1,200 tonnes were target recyclables which the MRF was unable to capture. The reduction in recycling rate attributable to the additional rejected target material is -0.56%.
- In 2022/23 there was a significant reduction in the tonnage of waste and recycling collected at the kerbside, which was likely caused by reduced consumption due to residents having less disposable income resulting from the current 'cost of living crisis', alongside the ongoing "lightweighting" of packaging material used by suppliers and retailers. Collected dry recycling also dropped by 6% (3,000t),

whereas residual waste dropped by only 3% (3,000 tonnes), resulting in an overall negative impact on the recycling rate of -0.28%.

4.3 Without these factors the recycling rate for 2022/23 would have been 2.4% higher at 42.1%, though still lower than the 42.2% achieved in 21/22.

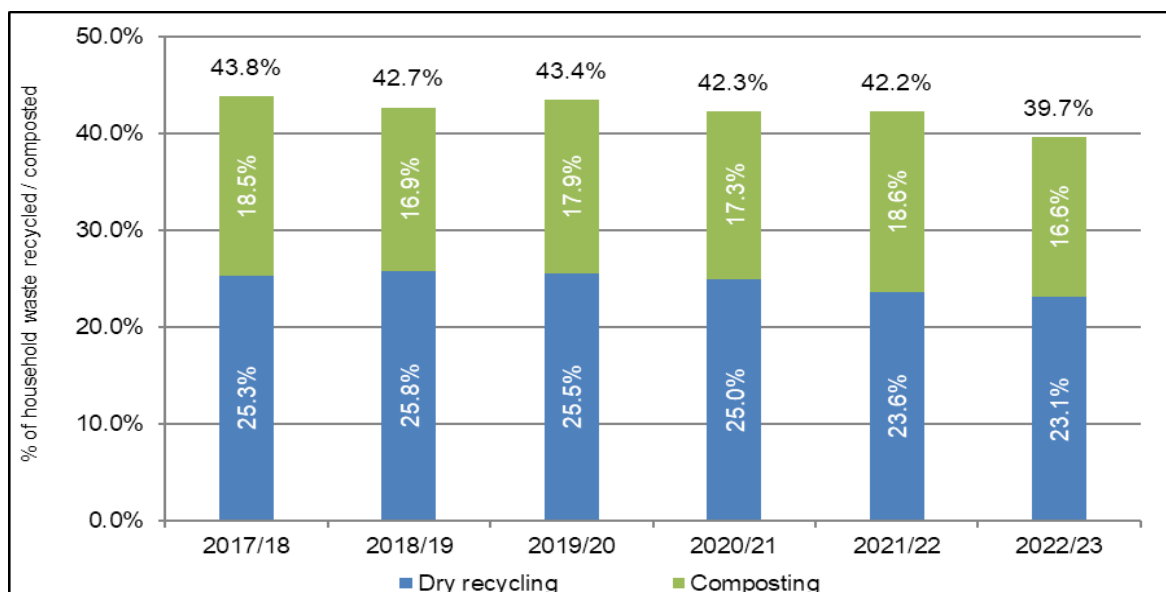


Figure 7: Recycling and composting as percentage of household waste, 2017-2023

4.4 To address the performance of the MRF in terms of separating high quality recyclable materials for sale, the council has been working with the MRF contractor to deliver improvements through a combination of:

- updating to the sorting equipment and processes to capture more 'target' recyclables.
- analysing the MRF inputs to identify how much 'contamination' it contains, together with the materials rejected through the sorting processes. Information from this data is used to inform public messaging.
- communicating to residents what items should and should not be put into the recycling collections via the "Recycling – Let's Sort It!" campaign.

4.5 Under the gainshare mechanism in the MRF contract the council receives 79% of the income from the sale of recyclate. In 2022/23 the council's share of MRF income totalled over £3million, offsetting over 90% of the costs of operating the facility.

4.6 Prices for recyclable materials are historically unpredictable and subject to global influences. During 2022/23 prices were particularly volatile, with nearly 70% of the council's income received in the first 6 months of the year. It cannot be assumed that similar levels of income will be achieved in the future. Ensuring that good quality recycling is collected and processed for sale is the best way of maximising income potential.

5 Kerbside Recycling Collections

5.1 The council collects paper, cans, foil, plastic bottles, pots, tubs and trays, cardboard and drinks cartons from the kerbside as a fortnightly co-mingled collection. Glass is collected separately on the same day, typically using a single-pass "Pod" vehicle. Residents also have the option to subscribe to a chargeable fortnightly kerbside collection of garden waste.

5.2 Figure 8 shows the split between the tonnage of dry recycling and green waste collected and from 2017/18 and that the amount of dry recycling collected using the new co-mingled system introduced in March 2020 increased significantly. Tonnages

collected during 2020/21 were particularly affected by Covid-19 restrictions with an increased number of people working from home and therefore generating more waste in the home environment. All collection services continued throughout the period of the pandemic.

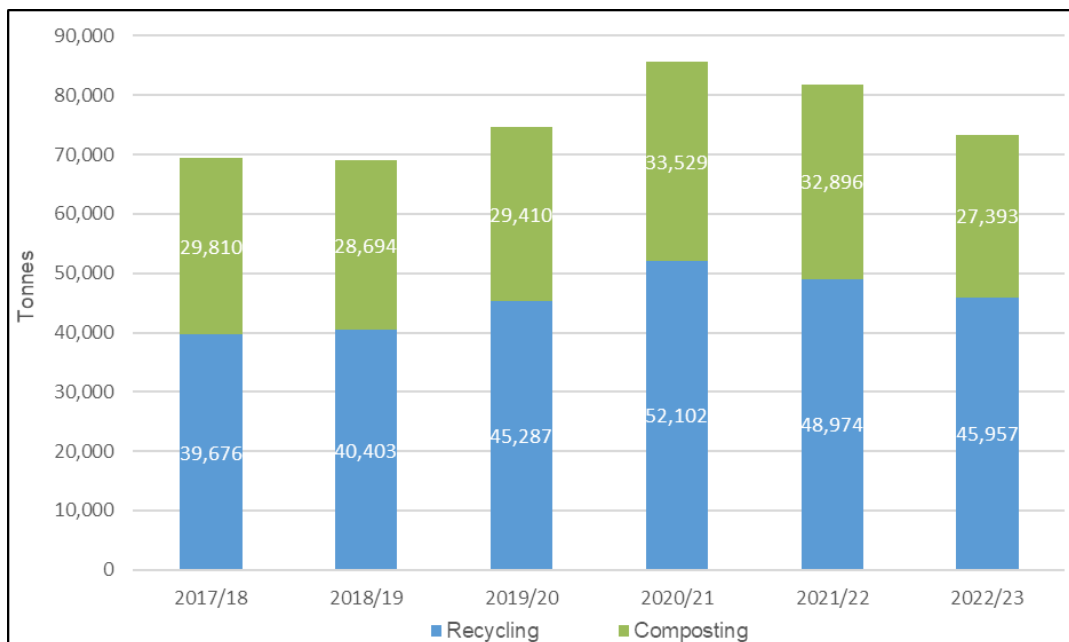


Figure 8: Tonnes of kerbside recycling and composting, 2017-2023.

5.3 Figure 9 shows the composition of the kerbside collected recycling from the blue-lidded bin and black box. Figures for 2022/23 show the overall amount of kerbside collected recycling has returned to pre-Covid levels. The amount of reject materials has significantly increased since 2019/20. Paragraph 3.7 describes how this issue is being addressed.

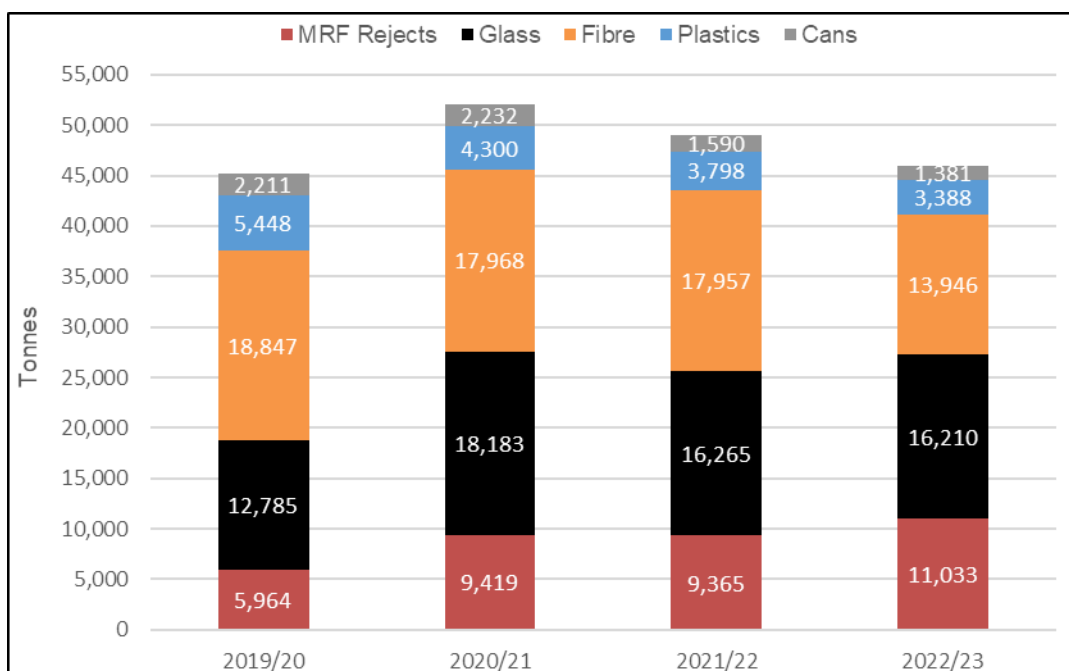


Figure 9: Kerbside collected dry recycling by material, 2019-2023.

5.4 Kerbside waste composition analyses undertaken in Wiltshire in 2022/23, showed that 15% of material in residents' general (residual) waste bins could have been recycled or composted using the council's kerbside collection services – Figure 10.

	Average % of material in residual waste which could have been recycled or composted at the kerbside
Paper and Cardboard	4.39%
Garden Waste	3.27%
Plastics	2.65%
Textiles	2.40%
Glass	1.34%
Tins, Cans, Aerosols and Foil	1.08%
Total:	15.13%

Figure 10: Percentage of recyclable waste found in non-recyclable waste bins.

Note: Textiles were a target material during 2022/23.

5.6 This waste composition data has been utilised to help target communications to Wiltshire residents.

6. Household Recycling Centres (HRCs):

6.1 Wiltshire Council has a statutory duty (under section 51 of the Environmental Protection Act 1990) to provide places where persons resident in its area may deposit their household waste, free of charge. The council operates a network of 10 sites, located across the county where residents can dispose of their general waste as well as recycle many other items, set aside for re-use or otherwise divert the waste from landfill.

6.2 Figure 11 shows how the waste taken to each site during 2022/23 was managed and how much waste was diverted from landfill through either recycling/re-use, composting or other non-landfill treatment eg. energy from waste. (Note: Soil/rubble collected at Lower Compton and Purton HRCs is used as landfill cover at the contractor's landfill sites. Although this replaces a requirement to bring in other materials for this purpose, under waste classifications this is counted as landfilled material.)

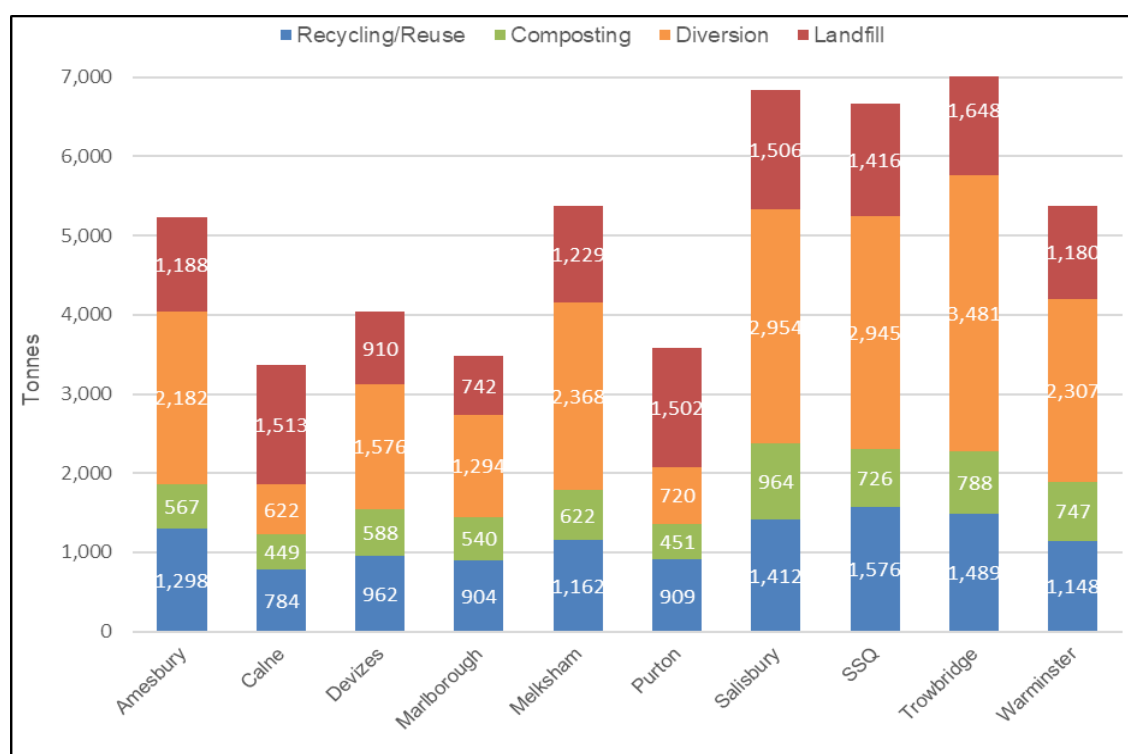


Figure 11: Household recycling centres, total tonnes managed, 2018-2022.

6.3 Figure 12 shows the HRC performance in terms of percentages for comparison. Across the HRC network, an average of 74% of the total waste taken to the site in 2022/23 was diverted from landfill.

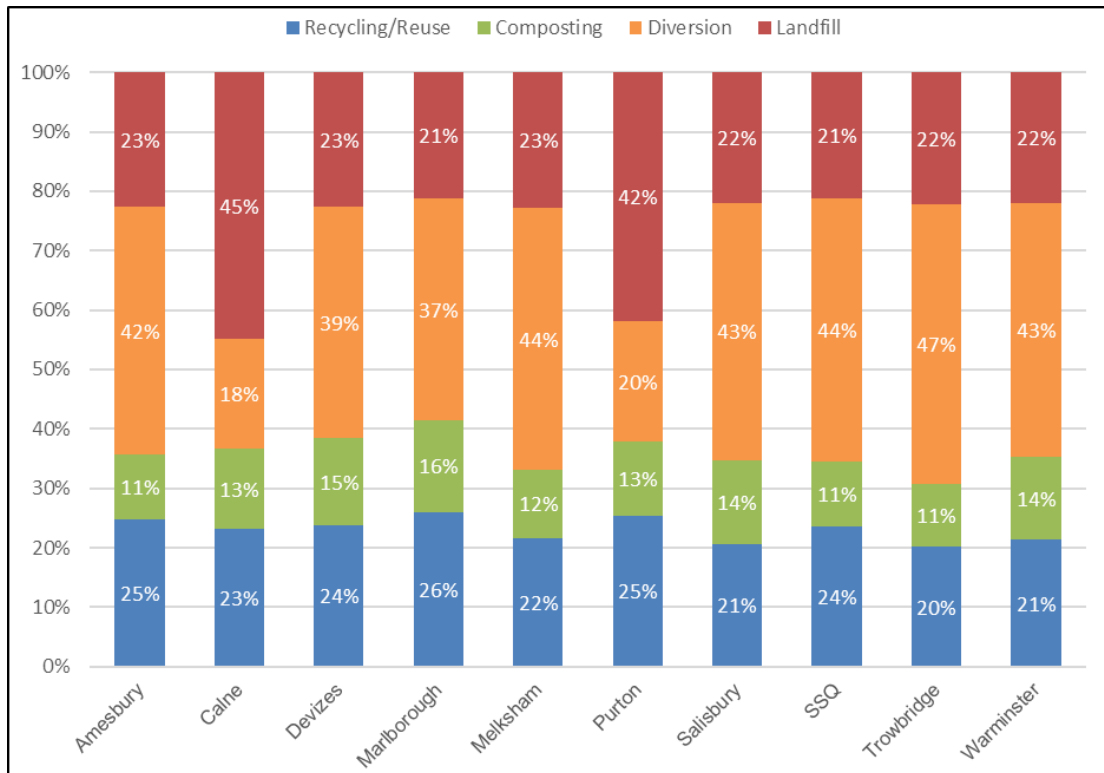


Figure 12: Household recycling centres, waste management by percentage, 2022/23. See note above regarding soil/rubble collected at Lower Compton and Purton HRCs.

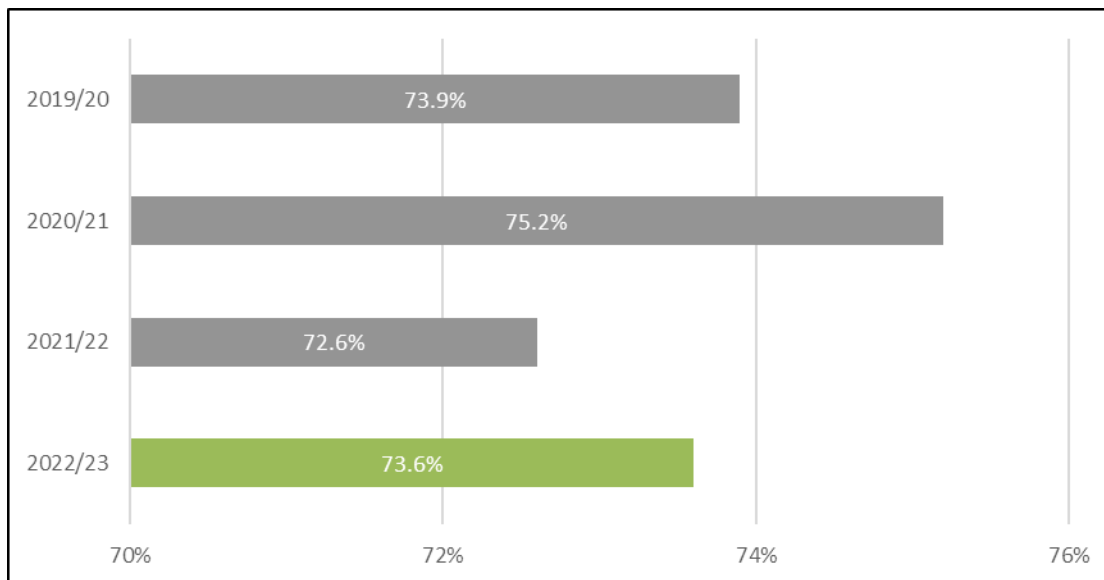


Figure 13: Household recycling centres, average network percentage of waste diverted from landfill. See note above regarding soil/rubble collected at Lower Compton and Purton HRCs.

6.4 Composition analyses of waste placed in the landfill bins at HRCs was undertaken in 2022/23 and showed that 43% of material put in those containers could have been placed into a different container at the sites and be diverted from landfill (Figure 14).

Average % of material which could have been recycled at HRCs, 2022/23	
Textiles	9.22%
Plastics	7.37%
Paper and Cardboard	5.99%
Soil, Rubble and DIY material	5.81%
Wood	5.80%
Metals	3.02%
Glass	2.50%
Waste Electrical and Electronic Equipment	1.92%
Garden Waste	1.06%
Potentially Hazardous	1.00%
Total:	43.69%

Figure 14: Percentage of material which could have been recycled at HRCs.

7. Energy from waste performance:

Priority 4 – Energy from Waste
 Recovering energy from waste which cannot be reused or recycled remains strategically important for the council as it prevents this waste from going to landfill. The council will continue to review the feasibility of constructing small scale energy from waste plants within Wiltshire.

7.1 Most of Wiltshire’s non-recyclable residual waste collected at the kerbside is sent to facilities that use the waste to generate energy or process the waste into a fuel for use in other energy from waste (EfW) plants. Typically, only residual waste from the household recycling centres and household large items separately collected at the kerbside are sent to landfill, as these are considered unsuitable for the landfill diversion contracts.

7.2 The council has a 25-year contract, which runs to November 2038, to send 60,000 tonnes of non-recyclable waste to Northacre Resource Recovery Centre (NRRC) in Westbury, Wiltshire: www.northacrerrc.co.uk/.

7.3 At the Northacre mechanical biological treatment (MBT) plant the waste is dried and shredded to create a fuel, which is then used in energy from waste facilities in northern Europe. The MBT process reduces the amount of waste that would otherwise have been landfilled by over 70% (Figure 15).

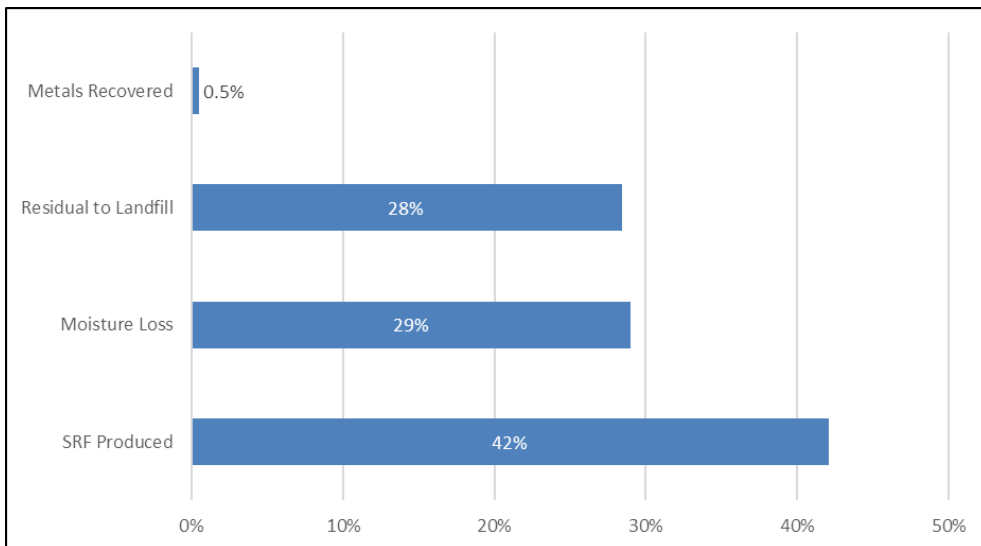


Figure 15: Percentage outputs from the MBT process (cumulative performance from contract start in 2013 to Mar 2023).

7.4 The council also has a 25-year contract, which runs to June 2033, to send 50,000 tonnes of non-recyclable waste to Lakeside Energy from Waste Plant, Slough: www.lakesideefw.co.uk/. At this plant the waste is incinerated to generate power.

7.5 In Aug 2022 the Environment Agency announced that from 1 January 2023 all councils must ensure that any waste upholstered domestic seating (WUDS) is sent for incineration. This is to ensure that Persistent Organic Pollutants (POPs), which can be found in the fire-retardant chemicals used in seating materials, are destroyed, and not put in landfill where there is a risk of environmental pollution from POPs.

7.6 Since Dec 2022 approximately 130 tonnes per month of waste upholstered domestic seating separately collected at HRCs, or via bulky household waste collections and fly-tipping has been sent for incineration. The costs of separate collections, transfer and disposal of POPs waste is over 2.5 times higher than the cost of landfill, representing an unfunded budget pressure in 2022/23. Government has determined these additional costs should not be supported by New Burdens funding.

8. Less waste to landfill

8.1 Landfill is widely recognised as being the least environmentally sustainable way of managing waste. As such, the objective of all the waste services is to ensure that where possible the amount of waste sent to landfill is reduced.

8.2 There continue to be wastes, which because of their nature, are landfilled. These include wastes disposed of in the 'residual waste' containers at HRCs, some separate collections of bulky household waste, litter collections and mixed fly-tipped wastes as these are typically unsuitable for the landfill diversion contracts. Work is being undertaken to consider options for shredding these wastes in the future to make them acceptable for non-landfill disposal, and further reducing the amount of waste sent to landfill.

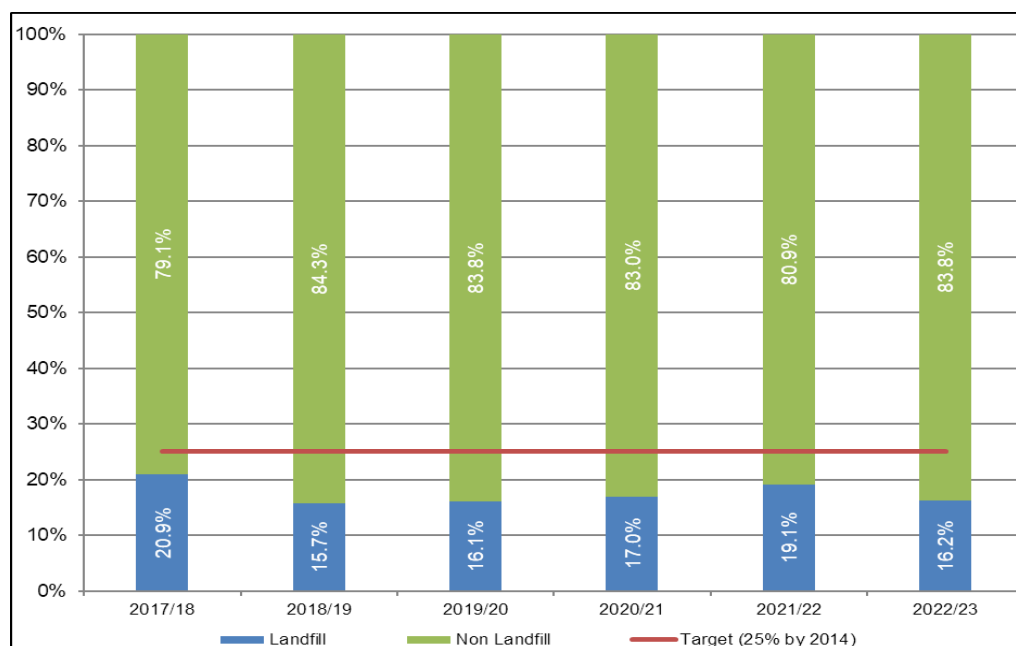


Figure 16: Percentage of waste sent to landfill in Wiltshire, 2017-2023. During 2021/22 capacity at Northacre MBT was reduced because of odour management issues on site, reducing the amount of waste diverted from landfill.

9. Litter

9.1 Since 2014 there has been significant improvement in the percentage of Wiltshire Council roads which were predominantly free from litter and detritus. In September 2019 Wiltshire Council received recognition from The Department of the Environment Food and Rural Affairs Agency (DEFRA) for consistently achieving a high standard of roadside cleanliness across Wiltshire using the standards as set out in the Code of Practice on Litter and Refuse. Litter includes mainly synthetic materials, often associated with smoking, eating and drinking, that are improperly discarded and left by members of the public. Detritus comprises dust, mud, soil, grit, gravel, stones, rotted leaf and vegetable residues, fragments of twigs and other finely divided materials. Detritus includes leaf and blossom falls when they have substantially lost their structure and have become fragmented.

9.2 Mechanically collected street sweepings are de-watered and sent for treatment, with the material separated out into aggregates for re-use and the putrescible content composted. In 2020/21 and 2021/22 street sweepings waste contributed 4,537 tonnes and 3,452 tonnes respectively to the council's recycling rate. Delegation of elements of streetscene services to some town councils will impact on the tonnes of streetscene wastes managed by the council in the future as these will be managed and paid for by the respective town councils.

9.3 These most recent results show a consistently high level of standard across the county and support the Councils initiative to introduce additional litter picking resources in 2019 and continue these through into the new Streetscene contract which commences in December 2022.

N195 Annual Indicators	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
% Wiltshire roads predominantly free of litter	68%	75%	86%	81%	86%	87%	85%	80%
% Wiltshire roads predominantly free of detritus	60%	59%	87%	69%	80%	81%	73%	76%

Figure 17: Table showing the % Wiltshire roads predominantly free of litter and detritus

10. Fly-tipping

10.1 The Council received 2,631 fly tip reports in 2022/23 compared with 2,971 in 2021/22, a reduction of 11%.

10.2 During 2020/21, and the national lockdowns for Covid-19, levels of fly tipping rose nationally, with a reported national average increase in reports of 16%. In the same year fly tip reports in Wiltshire rose 33% above the national average levels.

10.3 The media has reported the cause for this as the closure of HRCs during the Covid pandemic. However, analysis of the reports indicates approximately 60% of reported fly tips are of a commercial nature e.g. rogue commercial waste operators removing waste for profit, not actual businesses dumping their business waste. This is in line with previous years, and on the basis that commercial operators cannot use HRCs for their waste disposal it is considered that HRCs closures and visitor restrictions have had minimal impact on fly tipping.

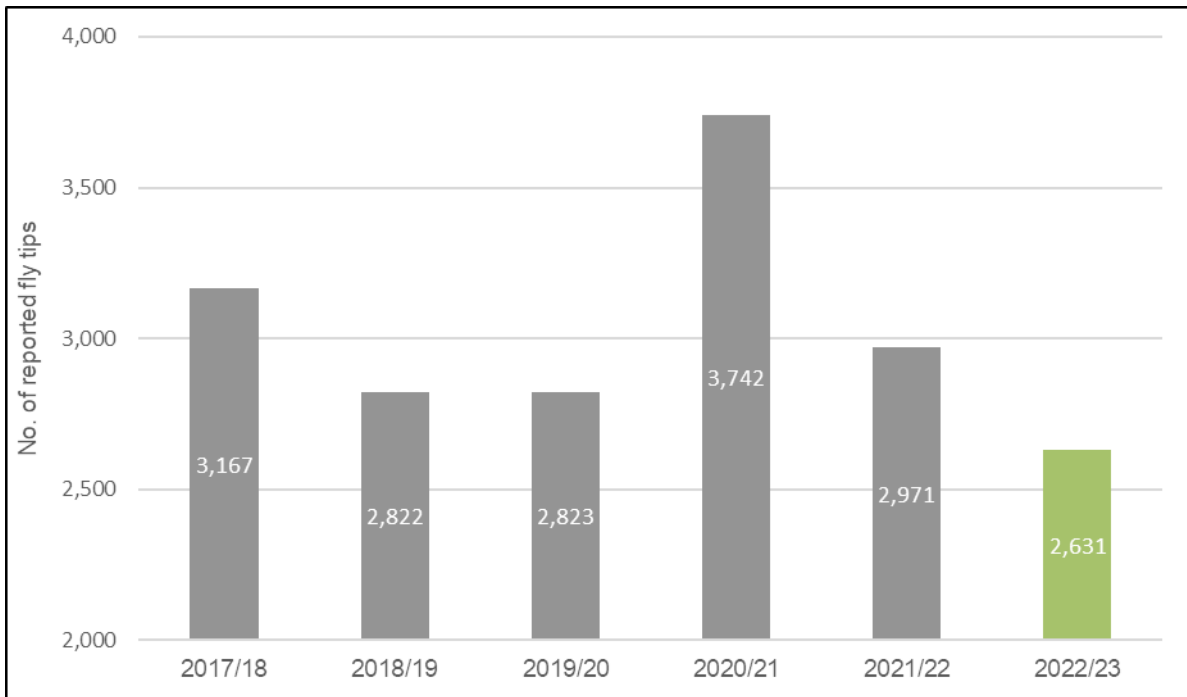


Figure 18: Number of fly-tipping incidents reported, 2017-2023.

10.4 Reports of fly tips vary significantly across the 18 community areas of Wiltshire – see Figure 19. All 18 community areas show report numbers per one thousand residents that are below the national average for 2021/22 of 20 reports per thousand residents annually. Southwest Wiltshire and Southern Wiltshire show the highest level of reports due to their rural make up and low population density, with the high number of rural byways in the area attracting fly-tippers.

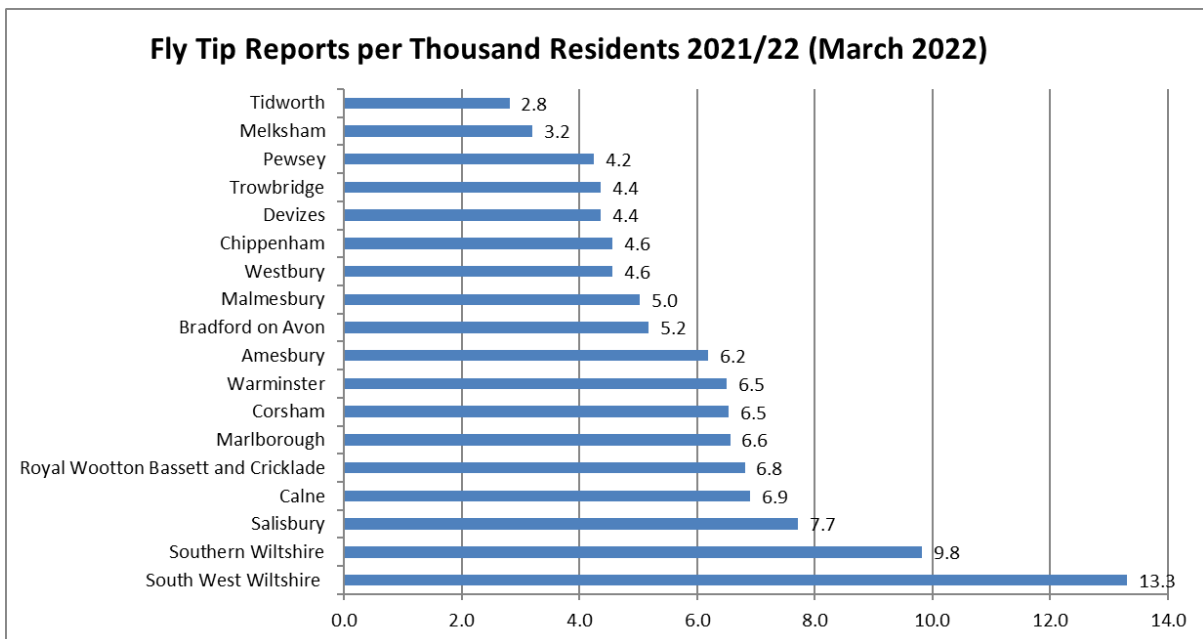


Figure 19: Fly tip reports per one thousand residents by community area, 2021/22.

10.5 Figure 20 below shows a comparison of fly tip report numbers for 2020/21 with those local authorities considered to be Wiltshire’s nearest neighbours by the Chartered Institute of Public Finance and Accountancy (CIPFA). This is based on demographic, social, population make up and other factors and shows that Wiltshire compares favourably with its nearest statistically similar neighbours.

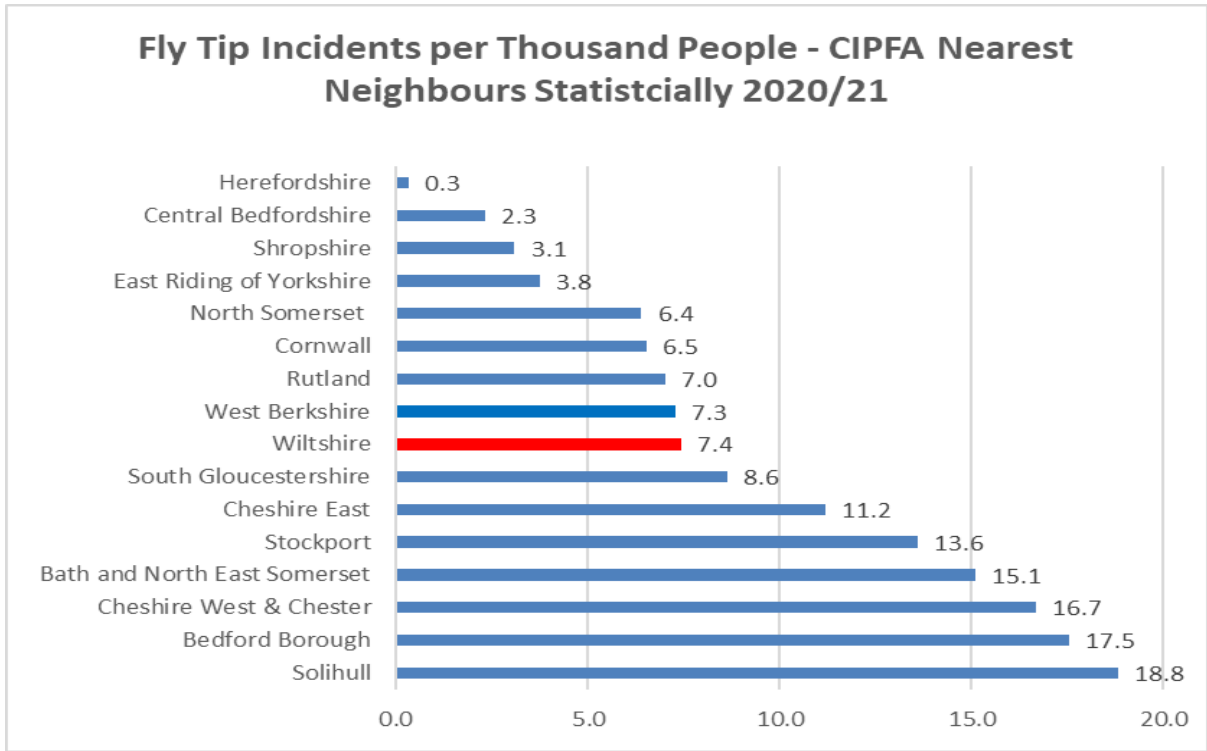


Figure 20: Fly tip report numbers per '000 people – Wiltshire compared with its near statistically similar neighbours, 2020/21

10.6 Figure 21 below shows the regional breakdown of reported fly tips in England during 2020/21. This identifies the South West as experiencing the lowest number of fly tip incidents per 1,000 people of any English region. Wiltshire's performance at 7.4 tips per 1,000 people is better than average for the South West region of 9.7 tips per 1,000 people.

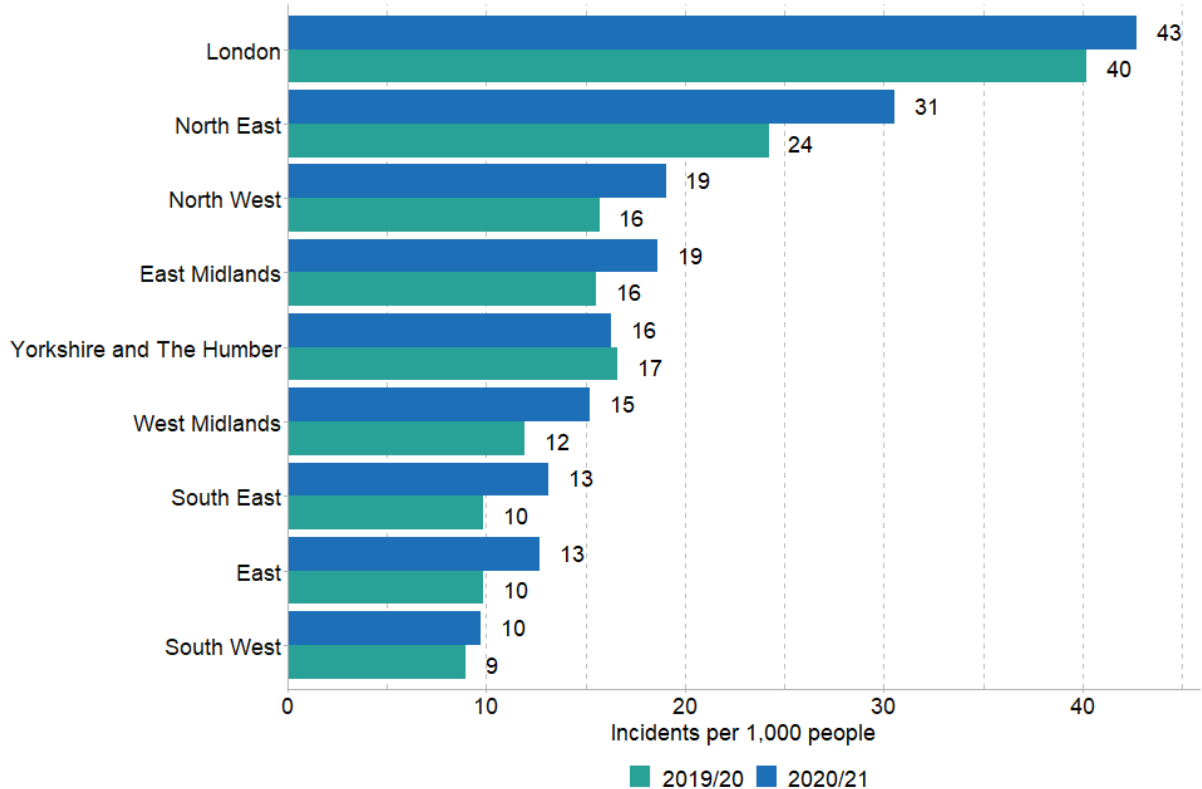


Figure 21: Regional fly tip numbers per '000 people in England 2019/20 to 2020/21. Source: DEFRA official fly-tipping statistics for England, 2020 to 2021 (gov.uk)