

AGENDA

Meeting: Environment Select Committee

Place: Kennet Room - County Hall, Bythesea Road, Trowbridge, BA14 8JN

Date: Tuesday 3 September 2024

Time: 10.30 am

Please direct any enquiries on this Agenda to Ellen Ghey - Democratic Services Officer of Democratic Services, County Hall, Bythesea Road, Trowbridge, direct line 01225 718259 or email ellen.ghey@wiltshire.gov.uk

Press enquiries to Communications on direct lines 01225 713114/713115.

This Agenda and all the documents referred to within it are available on the Council's website at www.wiltshire.gov.uk

Membership

Cllr Jerry Kunkler (Chairman)
Cllr Richard Budden
Cllr Tony Jackson
Cllr Mel Jacob
Cllr Jacqui Lay
Cllr Dr Brian Mathew MP
Cllr Charles McGrath

Cllr Ian McLennan
Cllr Dr Nick Murry
Cllr Tom Rounds
Cllr Iain Wallis
Cllr Derek Walters (Vice-Chairman)
Cllr Stuart Wheeler

Substitutes

Cllr Brian Dalton
Cllr Matthew Dean
Cllr Ross Henning
Cllr Jon Hubbard

Cllr Dr Mark McClelland
Cllr Stewart Palmen
Cllr Ricky Rogers
Cllr Bridget Wayman

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Please see the agenda list on following pages for details of deadlines for submission of questions and statements for this meeting.

For extended details on meeting procedure, submission and scope of questions and other matters, please consult [Part 4 of the council's constitution](#).

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AGENDA

PART I

Items to be considered while the meeting is open to the public

Procedural Document (Pages 7 - 8)

Standard Scrutiny Questions for Members' Reference.

1 **Apologies**

To receive any apologies or substitutions for the meeting.

2 **Minutes of the Previous Meeting (Pages 9 - 16)**

To approve and sign the minutes of the Environment Select Committee meeting held on 18 July 2024.

3 **Declarations of Interest**

To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

4 **Chairman's Announcements**

To receive any announcements through the Chair.

5 **Public Participation**

The Council welcomes contributions from members of the public.

Statements

If you would like to make a statement at this meeting on any item on this agenda, please register to do so **at least 10 minutes prior to the meeting**. Up to 3 speakers are permitted to speak for up to 3 minutes each on any agenda item. Please contact the officer named on the front of the agenda for any further clarification.

Questions

To receive any questions from members of the public or members of the Council received in accordance with the constitution.

Those wishing to ask questions are required to give notice of any such questions in writing to the officer named on the front of this agenda no later than 5pm on **Tuesday 27 August 2024** in order to be guaranteed of a written response. In order to receive a verbal response, questions must be submitted no later than 5pm on **Thursday 29 August 2024**. Please contact the officer named on the front of this agenda for further advice. Questions may be asked without notice if the Chairman decides that the matter is urgent.

Details of any questions received will be circulated to Committee members prior to the meeting and made available at the meeting and on the Council's website.

6 **Household Waste Management Strategy Update (2024/25)** *(Pages 17 - 68)*

To receive an annual update in 2024, as resolved at the Environment Select Committee meeting on 25 July 2023.

7 **Streetscene and Grounds Maintenance Contract Update** *(Pages 69 - 88)*

To receive an update on the Streetscene contract, as resolved at the Environment Select Committee meeting on 19 September 2023.

8 **Milestone - Highways Term Maintenance Contract Year 1 Performance**
(Pages 89 - 108)

As resolved at the Environment Select Committee meeting on 19 September 2023, the Committee are to receive an update on the first year of the Milestone contract to include Key Performance Indicators including carbon reduction, savings, and outcome targets alongside updates on gully clearing and potholes.

9 **Update on the Maintenance and Management of Public Rights of Way**
(Pages 109 - 134)

As requested by the Environment Select Committee on 25 July 2023, the Committee are to receive a report regarding Rights of Way. To include issues of maintenance and access, updates to the definitive maps, and engagement with volunteer groups.

10 **Executive Response to the Final Report of the Speed Limit Assessments Task Group** *(Pages 135 - 138)*

To receive the response from the Executive to the recommendations of the Speed Limit Assessments Task Group.

11 **Forward Work Programme** *(Pages 139 - 146)*

To note and receive updates on the progress of items on the Forward Work Programme.

Under the revised Overview and Scrutiny (OS) arrangements, there is now a single OS work programme controlled by the OS Management Committee, linked to priorities in the Business Plan.

Therefore, it should be noted that whilst any matters added by Members are welcome, they will be referred to the OS Management Committee for approval before formal inclusion in the Forward Work Programme for the Environment

Select Committee.

A copy of the Overview and Scrutiny Forward Work Programme for the Environment Select Committee is attached for reference.

12 **Urgent Items**

Any other items of business which the Chairman agrees to consider as a matter of urgency.

13 **Date of Next Meeting**

To confirm the date of the next scheduled meeting as 12 November 2024.

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Sample Scrutiny Questions

Below are some sample questions for scrutineers to use as a reference and adapt according to the issue or proposal under scrutiny.

Area of Enquiry	Sample Scrutiny Questions
Customers	<ul style="list-style-type: none"> • Who will benefit? Is there a demographic breakdown of those eligible for the service? • Has the proposal's impact on different groups been considered? • How has customer experience informed the proposal? • How can service users give feedback or get involved in designing or reviewing the service?
Purpose	<ul style="list-style-type: none"> • What evidence of need is there for the actions proposed? • How has the need been identified?
Link with wider objectives	<ul style="list-style-type: none"> • How does the proposal support the delivery of the council's Business Plan or other relevant strategies?
Resources	<ul style="list-style-type: none"> • What assurances can you give that the proposal can be delivered on time / within budget? • Is there a clear action plan for delivery? • What resources are in place to meet the identified need?
Workforce	<ul style="list-style-type: none"> • What staff development will be needed and how will this be achieved? • How will the staff be recruited and retained?
Performance	<ul style="list-style-type: none"> • What system is in place to monitor performance? • What are the key performance indicators (KPIs)? • How will performance indicators be used to inform planning and decision-making?

Area of Enquiry	Sample Scrutiny Questions
	<ul style="list-style-type: none"> • To what extent is the service meeting the needs of Wiltshire residents? • Is performance improving or dipping?
Impact	<ul style="list-style-type: none"> • What are the expected outcomes of the proposal? • What would success look like? • What would failure look like? • How will you measure the difference the service/change will make?
Risk Management	<ul style="list-style-type: none"> • Is there a framework in place for risk management? • What are the key risks and what actions will mitigate/reduce these risks? • At what point would the risk be unmanageable? Is there an exit strategy?
Efficiency	<ul style="list-style-type: none"> • How will efficiency be measured? • How will processes be reviewed and improvements identified?
Compliance	<ul style="list-style-type: none"> • How will you ensure compliance with regulatory standards? • Do the service standards meet external standards?
Public awareness	<ul style="list-style-type: none"> • How will you raise awareness of the service/changes proposed?
Benchmarking	<ul style="list-style-type: none"> • How well does the council perform compared to comparator authorities? • How well do service users do in comparison to those in other areas?

Environment Select Committee

MINUTES OF THE ENVIRONMENT SELECT COMMITTEE MEETING HELD ON 18 JULY 2024 AT KENNET ROOM - COUNTY HALL, BYTHESEA ROAD, TROWBRIDGE, BA14 8JN.

Present:

Cllr Jerry Kunkler (Chairman), Cllr Richard Budden, Cllr Tony Jackson, Cllr Mel Jacob, Cllr Jacqui Lay, Cllr Ian McLennan, Cllr Dr Nick Murry, Cllr Tom Rounds, Cllr Iain Wallis, Cllr Stuart Wheeler, and Cllr Stewart Palmen (Substitute)

Also Present:

Cllr Derek Walters (Vice-Chairman) (Virtual), Cllr Ian Blair-Pilling, Cllr Andrew Davis, Cllr Nick Holder, Cllr Dominic Muns, Cllr Tamara Reay (Virtual), Cllr Pip Ridout, Cllr Jonathon Seed, and Cllr Graham Wright

42 **Apologies**

Apologies for absence were received from:

- Councillor Dr Brian Mathew MP, who was substituted by Councillor Stewart Palmen
- Councillor Charles McGrath

It was further noted that Councillor Derek Walters would be joining the meeting remotely.

43 **Minutes of the Previous Meeting**

The minutes of the previous meetings held on 20 March and 4 June 2024 were considered. Following which, it was:

Resolved:

The Committee approved and signed the minutes of the previous meetings held on 20 March and 4 June 2024 as a true and correct record.

44 **Declarations of Interest**

There were no declarations of interest.

45 **Chairman's Announcements**

The Chairman drew attention to the document attached to the Agenda Pack titled "Procedural Document" which listed a number of standard scrutiny questions that could be applied to almost any topic that a Scrutiny Committee may encounter. As such, the Chairman encouraged Members to make use of the document and explained that it would be included for Members' reference in all future Environment Select Committee agendas.

46 **Public Participation**

The Chairman announced that a statement had been submitted by Mr Tony Blighe regarding Agenda Item 7, Leisure Strategy and the Warminster Project, and invited Mr Blighe to present his statement to the Committee.

47 **Wiltshire Cultural Strategy 2024-2030**

David Redfern, Director – Leisure, Culture, and Communities, delivered a presentation on the Wiltshire Cultural Strategy 2024 – 2030, alongside Tamzin Earley, Arts and Funding Manager, and Paul Pritchard, Service Manager – Development.

It was explained that Wiltshire Council had not previously developed a Council Cultural Strategy since its formation in 2009. As such, the Council had commissioned the development of a strategy with financial support from the Arts Council England. Officers were keen to develop a strategy that served the entire county and worked as an enabling tool that supported the delivery of arts and culture and yielded the wider benefits of related activities, such as enhancing the county's natural heritage and landscape, improving the mental health and wellbeing of residents, and creating resilient and vibrant communities.

A set of presentation slides were delivered which detailed the background to the strategy, why the strategy was necessary, the progress made to date, the strategy's visions, principles, and main themes, and next steps. Members were informed that officers had initially identified 5 key themes, however through stakeholder conversations and the engagement process, this had increased to 7 key themes which were: Identity; Health and Wellbeing; Community; Economy; Tourism; Communicate; and Connect.

Finally, it was noted that the next steps included corporate endorsement and continued conversations with designers to ensure that the strategy was delivered efficiently. Furthermore, the Cultural Partnership was highlighted as being the delivery mechanism for the strategy, therefore officers emphasised the importance of widening local partnerships and the development of the Council's Cultural Forum in which key officers from across the Council would work in tandem to help shape the strategy. Members were informed that officers

were looking to launch the strategy in Autumn 2024 at the first Cultural Assembly.

During the discussion, points included:

- Members queried what additional Council resources would be needed to deliver the strategy and where would they come from, to which officers acknowledged the limited capacity available which was why the mechanisms put in place as part of the strategy were focussed on bringing stakeholders together in order to share the delivery of the strategy.
- Members recognised the value in creating, supporting, and bringing together groups of people, however the limited financial means denoted to the strategy was highlighted. As such, Members raised concerns as to the strategy's success without adequate funding and sought further clarity on if future investments could be obtained or if additional officer provision could be deployed to support different stakeholders in administrative tasks or coordination of events. In response, officers again recognised the financial limitations, but noted that as part of the strategy's next steps, at least one more full-time equivalent role would be recruited to assist with delivery, and that officers had worked hard over the past couple of years in engaging with arts partners and identifying where the Council could help and support those partners. Furthermore, officers believed that raising the profile of the strategy would help in driving it forward, therefore Members were encouraged to promote the strategy within their local communities. Finally, it was highlighted that by having the strategy in place, if funding became available then officers would be better positioned to capture investment opportunities as oftentimes part of the process of writing a funding bid required Councils to demonstrate how the bid would contribute to a broader strategy, hence adding immediate value to any future applications.
- It was suggested that the environment and climate change be added as a key theme as it was felt that there were opportunities to show how arts and culture activities could enable the Council's climate change ambitions, influence culture in supporting and responding to the new and urgent challenges faced with regard to the rapidly changing climate, empower residents and businesses in understanding the impacts of climate change, and how to take positive actions within communities to prepare for the impacts of climate change. Officers echoed those sentiments and noted that they had attended events and workshops around the ability of the arts in raising the profile of the climate challenge.
- Members highlighted the need to promote and encourage existing cultures and appreciating what was already within their local communities by supporting and working each other.
- The importance of public engagement was raised, and it was noted that the cultural partnership would allow officers to understand good practice in organising arts and culture events and allow them to share these across the partnership.

- Finally, it was reiterated that the strategy was funded by both the Arts Council England and the Economy and Regeneration Team within the Council, therefore the strategy was also focussed on economic regeneration as well as arts, culture, health and wellbeing.

At the conclusion of the discussion, Councillors Dr Nick Murry, Stewart Palmen, and Mel Jacob proposed further recommendations in respect of including the environment and climate as a key theme and requesting the attachment of a budget to the strategy. Following a vote on the motion, it was:

Resolved:

The Committee:

- 1) **Endorsed the Wiltshire Cultural Strategy 2024 – 2030.**
- 2) **Requested that there was a budget attached to the Strategy.**
- 3) **Requested the Climate and Environment was added as a Key Theme.**
- 4) **Acknowledged the Action Plan that was being proposed.**
- 5) **Requested a report on the delivery of the Strategy in 18 months' time.**

Councillors Tony Jackson and Stuart Wheeler requested that their votes against Resolution 3 be recorded.

48 **Leisure Strategy and the Warminster Project**

Councillor Ian Blair-Pilling, Cabinet Member for Public Health, Communities, Leisure, and Libraries, introduced the report alongside David Redfern, Director – Leisure, Culture, and Communities.

The background to the report was explained as per the Executive Summary and Paragraphs 2 to 7 of the report, and Members were reminded that the additional investments into the leisure service were intended as a means to modernise Wiltshire's leisure centres to maximise income and support public health objectives. It was noted that within the leisure service, Wiltshire were bucking the national trend with both its financial position and the maintenance of service delivery which officers noted could only be continued by making well informed decisions based on the Business Plan and sound evidence. As such, officers were continuing to strive for the right balance between sustainability gains, cost effectiveness, and benefits to wider public health.

Members were given an insight into the multi-levelled decision-making process that was followed in respect of pipeline projects and the subsequent framework that supported David Redfern as the Director for Leisure, Culture, and

Communities and decision-making authority. A series of slides were then presented which detailed the importance of fitness memberships through income, and the proportion of income related to squash specifically, the latent demand for the sites across Wiltshire, and which sites could benefit from further investment opportunities. Members were then shown the public squash court availability in comparison to a selection of other Local Authorities, public squash court usage in Wiltshire from 1 April 2023 to 31 March 2024, and quotes from Sports England “Active Live Surveys” 2023 and 2024 in respect of squash.

Finally, Members were shown the assessment findings for investment options to improve sustainability and increase participation with regard to Warminster Sports Centre, and then the usage of the sports centre itself.

During the discussion, points included:

- The distance between Warminster and the next closest squash courts in Westbury, and the transport links between the two was raised when considering those members of the public who couldn't drive. In response, it was noted that officers needed to focus on what was financially viable to the Council and what would have the biggest impact for the future.
- Members from Warminster Area Board attended the meeting and expressed their support for the decision and the subsequent improvements that were planned for the Warminster Sports Centre.
- Members thanked officers for their hard work, clear and thorough presentation, and the quick turnaround on the report.

Following which, it was:

Resolved:

The Committee:

- 1) Noted the Strategy for Leisure, alongside the framework for decision making.**
- 2) Noted the response from the Director of Leisure, Culture, and Communities on the public statement made at the 4 June 2024 meeting of the Committee around the specific project in Warminster.**
- 3) Thanked the Cabinet Member and officers for their comprehensive report.**

49 **Speed Limit Assessments Task Group Final Report**

Councillor Jonathon Seed, Chairman of the Speed Limit Assessments Task Group, introduced the report alongside Councillor Nick Holder, Cabinet Member for Highways, Street Scene, and Flooding, and Dave Thomas, Head of Highways Asset Management and Commissioning.

Members were reminded of the aims and background to the creation of the Task Group as per Paragraphs 2 to 4 of the report. Members were then informed that the Task Group were proposing 7 recommendations, all which were unanimously supported by all Members that had attended the last 2 meetings of the Task Group, and which were intended to help explain the policy and process, standardise the process, capture and use all of the relevant evidence, publish the data with recommendations, and create an open, evidence-based appeals process for challenging speed assessment outcomes.

The different areas that the Task Group considered were briefly detailed as per the report such as speed data, road environment, and speed limit assessment reports, and it was emphasised that one of the main issues identified had been the disparity between how the Speed Data Guidance issued by the Department for Transport was being interpreted and applied by different Local Authorities across the Country.

Finally, the Members and officers who had supported the Task Group were thanked for their time, expertise, and hard work.

During the discussion, points included:

- Road safety concerns around Wiltshire in general, and how the National Speed Limit was not appropriate on a number of Wiltshire's more rural roads was raised. It was also suggested that the Task Group could have looked at alternative methodologies of setting speed limits, component elements of speed management, and more modern vehicle engineering and designs. In response, it was emphasised that the Task Group's Terms of Reference did not invite Members to consider a wider review of speed limits in Wiltshire or further examinations of road safety which were more within the remit of Central Government policy.
- It was noted that there were specific roads within the network that were the subject of recurring requests for speed limit assessments, and it was therefore queried whether the Council could create a map which showed over time those roads that had already been assessed and a record of those speed limit assessment outcomes.
- Finally, Members commended the report and the hard work undertaken by the Task Group.

Following which, it was:

Resolved:

The Committee:

- 1) Endorsed the report of the Task Group and referred it to the Cabinet Member for Highways, Street Scene, and Flooding for a response at the next meeting of the Committee on 3 September 2024.**

2) Requested an additional recommendation so that completed Speed Assessments were mapped/collated and published.

Councillor Richard Budden requested that his vote against the motion be recorded.

50 Updates from Task Groups and Representatives on Programme Boards

Councillor Dr Nick Murry, on behalf of Councillor Graham Wright, Chairman of the Climate Emergency Task Group, presented an update on the Task Group since 4 June 2024.

The recent activities of the Task Group were detailed, namely:

- A meeting on 28 June 2024 in which the Task Group were briefed on the emerging Tree & Woodland Strategy. Members welcomed the strategy but encouraged the Council to implement it as soon as possible and queried how the strategy would be funded, how the entire tree, woodland, and hedgerow programme was being communicated more widely, and how the strategy fitted with the Local Plan, Neighbourhood Plans, and the Council's use of its own estate.

Following which, it was:

Resolved:

The Committee:

- 1) Noted the updated on the Task Group activity provided.**
- 2) Noted the Climate Emergency Task Group's draft Forward Work Plan in Appendix 1.**

51 Forward Work Programme

The Committee received the Forward Work Programme for consideration.

Following which, it was:

Resolved:

The Committee approved the Forward Work Programme.

52 Urgent Items

There were no urgent items.

53 **Date of Next Meeting**

The date of the next meeting was confirmed as 3 September 2024.

(Duration of meeting: 1.30 - 3.40 pm)

The Officer who has produced these minutes is Ellen Ghey - Democratic Services
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Wiltshire Council

Environment Select Committee

Date Tuesday 3 September 2024

Household Waste Management Strategy Update (2024/25)

Executive summary

This report provides members of the Environment Select Committee with an update on the council's adopted Household Waste Management Strategy (2017-2028), focusing on the following elements:

- a) A review of relevant legislation and national policy changes affecting the Household Waste Management Strategy 2017-27.
- b) A report on the performance of the waste management service in 2023/24.
- c) A report on progress against the 2023/24 action plan for the waste management service.
- d) Presentation of a revised action plan for the waste management service for 2024/25, for endorsement by members of the Environment Select Committee.

Proposal

That the committee:

- a) consider the report and appendices, and provide comment on the Household Waste Management Strategy Update, and Action Plan 2024/25...
- b) provide comment on the Household Waste Management Strategy
- c) endorse the 2024/25 Action Plan.

Reason for proposal

The HWMS 2017-2028 contains a commitment to provide annual updates to ESC.

Author: Martin Litherland, Head of Waste Management

Contact details: martin.litherland@wiltshire.gov.uk

Household Waste Management Strategy Update (2024/25)

Purpose of Report

1. To:
 - a) Provide a review of relevant legislation and national policy changes affecting the Household Waste Management Strategy 2017-27.
 - b) Report on the performance of the waste management service in 2023/24.
 - c) Report on progress against the 2023/24 action plan for the waste management service.
 - d) Presents a new action plan for the waste management service for 2024/25 for endorsement by members of Environment Select Committee.

Background

2. In 2017 the council's waste service undertook a public and stakeholder consultation to help develop a new household waste management strategy. A report was presented to Environment Select Committee at its meeting held on 18 January 2018 which gave an overview of the results of the survey and the key themes emerging from the consultation.
3. A further report was presented to Environment Select Committee at its meeting held on 26 June 2018. Appended to the report were a draft strategy, an annual performance review 2017/18 and an annual action plan for the year 2018/19. The committee resolved to endorse the draft strategy and action plan.
4. The adopted strategy contains a commitment to provide the Environment Select Committee with an annual review of emerging legislation and policy that may affect the strategy, an annual review of performance and an annual action plan to deliver the strategy priorities.

Main considerations for the Council – review of legislation and policy changes relevant to waste services.

Policy Review 2024-25 (Appendix 1)

5. At a national level, waste management policy continues to experience a period of unprecedented change, primarily with the introduction of the Environment Act 2021. Since last year's review, key details of the new requirements under the Environment Act 2021 have emerged. The policy review considers the changes and updates, the council's response to these, and provides an update on other consultations regarding legislative changes or proposals relevant to the Waste Service.

6. The key waste-related changes contained within Environment Act 2021 are:
 - 6.1 The Deposit Return Scheme (DRS) expected to commence October 2027.
 - 6.1.1 This scheme will require consumers to pay a deposit on all single-use drinks containers in scope. These include plastic PET bottles (excluding milk containers as these are typically made from HDPE) and metal cans). Deposits will be redeemed via a national network of take-back facilities, primarily located on retailer premises. Glass bottles and cartons are not currently in scope.
 - 6.2 Extended Producer Responsibility for packing (EPR) which commenced April 2024.
 - 6.2.1 Producers of packaging will need to pay fees based on the type and amount of packaging that they place onto the market. Fees will eventually become “modulated”, with packaging that is difficult to recycle attracted higher fees. A national Scheme Administrator will allocate funding from these EPR fees to all councils, to reflect the costs they incur in collecting and managing waste packaging.
 - 6.3 Simpler Recycling (previously known as Consistency in Recycling), with mandatory changes to kerbside recycling collections to be phased from 2025. Defra undertook public consultations on these elements in May/June 2021.
 - 6.3.1 To include mandatory recycling collections of core materials such as paper, card, metal tins and cans, plastic bottle, pots, tubs and trays, and cartons. It also includes requirements to collect flexible plastics (such as films and bread bags) and weekly collections of food waste.
7. There are several potential policy changes which have been consulted on by Defra which affect the council’s Household Waste Management Strategy including:
 - 7.1 Call for evidence to support the near elimination of biodegradable waste disposal in landfill from 2028. This call for evidence does not set out new requirements but will inform future policy.
 - 7.2 Consultation on potential amendments to Persistent Organic Pollutants (POPs) Regulation. Closed April 2023. DEFRA intends to move forward with changes to POPs regulation when parliamentary time allows. This will result in lower limits for existing POPs which could affect materials not currently regarded as POPs waste.
 - 7.3 Consultation on preventing charges for DIY waste at household waste recycling centres (HWRCs). Concluded there was insufficient evidence to require the prevention of local authorities from using HRC booking, and

recognised that some local authorities were using booking systems to help facilitate the acceptance of chargeable items as allowed for under revised guidance, but reserved the right to review this position.

8. Due to the level of unprecedented change to national waste management policy, some of which coincide with the natural expiry of a number of key contracts, the Waste Transformation Programme has been developed. This programme will oversee the 4-year delivery of a complex and wide-ranging programme of work to ensure multiple waste collection, waste treatment and disposal contracts are procured and commissioned which support compliance with new statutory requirements.

Annual Performance Review 2023-24 (Appendix 2)

9. The Annual Performance Review in Appendix 2 provides a summary of waste management performance against the priorities set within the Household Waste Management Strategy during the period of April 2023 to March 2024.
10. In 2023/24, the council's Waste Services managed 226,748 tonnes of municipal waste, of which 212,341 tonnes were classified as household waste.
11. The amount of waste produced per household has increased slightly between 2022/23 and 2023/24 by 7kg, however a lesser proportion of this waste was sent to landfill or landfill diversion, and more was recycled and composted. More detail is contained in Appendix 2.
12. Wiltshire's confirmed recycling rate (the total percentage of household waste sent for reuse, recycling and composting) for 2023/24 has increased to 43.7%. A detailed narrative relating to this increase in Wiltshire's recycling performance is provided in the Annual Performance Review, which also outlines the external factors that directly influence recycling rates.
13. 41.4% of household waste was sent for waste treatment/energy recovery in 2023/24, compared with 44.6% in 22/23.
14. Only 14.9% of Wiltshire's household waste was sent to landfill in 2023/24, compared with 15.7% in 2022/23.

Annual Action Plan 2023-24 (Appendix 3 and Appendix 4)

15. The annual action plan documents the Waste Strategy priorities and activities for waste services in the coming year and outlines how the service will focus its resource within the next year to meet the aims and priorities outlined within the waste strategy.
16. *Appendix 3* details progress against those actions identified in the 2023/24 action plan.

17. *Appendix 4* provides the annual action plan for 2024/25. Some of the actions from the previous action plan have been deferred to the current plan as they form part of longer term programmes aimed at working towards zero avoidable household waste in Wiltshire.
18. The number of actions within the 2024/25 action plan has been reduced from previous years to reflect the shift in focus to the work being undertaken as part of the Waste Transformation Programme. A restructuring of waste services will be completed by September 2024, providing additional capacity to deliver the Waste Transformation Programme alongside the 'business as usual' commitments of the service and support delivery of discrete Action Plan items.
19. Increasing the promotion of waste prevention and reuse activities remains a priority for the service in 2024/25. A new position of Waste and Recycling Engagement Officer was created and successfully recruited to in 2023/24, and this post will continue to prioritise these actions to help deliver the waste elements of the Environment Directorate Communications Plan. In addition, a review will be undertaken to identify how waste prevention activities can be better incorporated within the future procurement strategy which will consider service delivery models post 2026. This will cement the council's commitment to manage waste up their waste hierarchy, and drive improvements through new contracts.
20. Engagement with residents will continue through the council's, now well-established, 'Recycling: Lets sort it' campaign with the aim to increase the amount and quality of the recycling collected, whilst reducing the amount of contamination present in recycling.
21. The service will undertake further work to understand and assess the impact of new requirements under Environment Act 2021, and plan the detailed service response in order to plan for service developments to maintain compliance. This includes planning for food waste collections in 2027.
22. The Council continues to send a relatively small proportion of household waste to landfill. Diverting waste from landfill continues to be a high priority. The 2024/25 Action Plan contains activities to review the types and sources of waste which are currently sent to landfill, and assess the impacts of new policy and legislative requirements on the existing energy from waste contracts to continue to divert as much of this waste from landfill as possible.

Safeguarding Considerations

23. There are no specific safeguarding implications arising from this report.

Public Health Implications

24. There are no specific public health implications arising from this report.

Environmental and Climate Change Considerations

25. The key environmental and climate change considerations arising from this report are the continuing prioritisation of the reduction of waste sent to landfill, as landfill is widely recognised as being the least environmentally sustainable way of managing waste. The action plans continue to focus on managing waste in line with the established waste hierarchy, and therefore directly support the councils position in tackling climate change.

Equalities Impact of the Proposal

26. There are no specific equalities implications arising from this report.

Financial Implications

27. There are no specific financial implications arising from this report.

Conclusions

28. The report sets out key considerations for reviewing the council's household waste management strategy. The report contains an update on national policy, a review of performance for the 2023/24 financial year, an update on actions adopted in 2023/24 and a new action plan for 2024/25. Members of the Environment Select Committee are invited to comment on these documents and endorse the 2024/25 Action Plan.

Proposal

29. That members of the committee consider the report and appendices, and provide comment on the Household Waste Management Strategy Update, and Action Plan 2024/25.

Martin Litherland
Head of Service – Waste Management

Report Author: Charlotte Knowles-Lawson, Waste and Recycling Engagement Officer
22.08.2024

Background Papers

None

Appendices

Appendix 1: National Policy Review 2024/25
Appendix 2: Annual Performance Report 2023/24
Appendix 3: Annual Action Plan 2023/24 – Progress update and outturn
Appendix 4: Annual Action Plan 2024/25

Appendix 1 – National Policy Review 2024-2025

Household Waste Management Strategy Update

1. Overview

This annual Household Waste Management Strategy Policy Review considers the changes and updates to national policy and legislation that have emerged since the last review, and specifically, the impacts of Environment Act 2021 on Wiltshire Council’s waste service, including Simpler Recycling, the Deposit Return Scheme (DRS), and Extended Producer Responsibility for packaging (pEPR). This review details the council’s response to requirements under Environment Act 2021 and provides an update on government consultations relevant to the Waste Service.

2. National policy and legislation

2.1 Environment Act 2021

The Environment Act 2021 functions as the UK’s primary framework for environmental protection and aims to improve air and water quality, protect wildlife, increase recycling, and reduce waste. **Figure 1** gives an overview of changes related to the Waste Service and the timeframe for implementation.

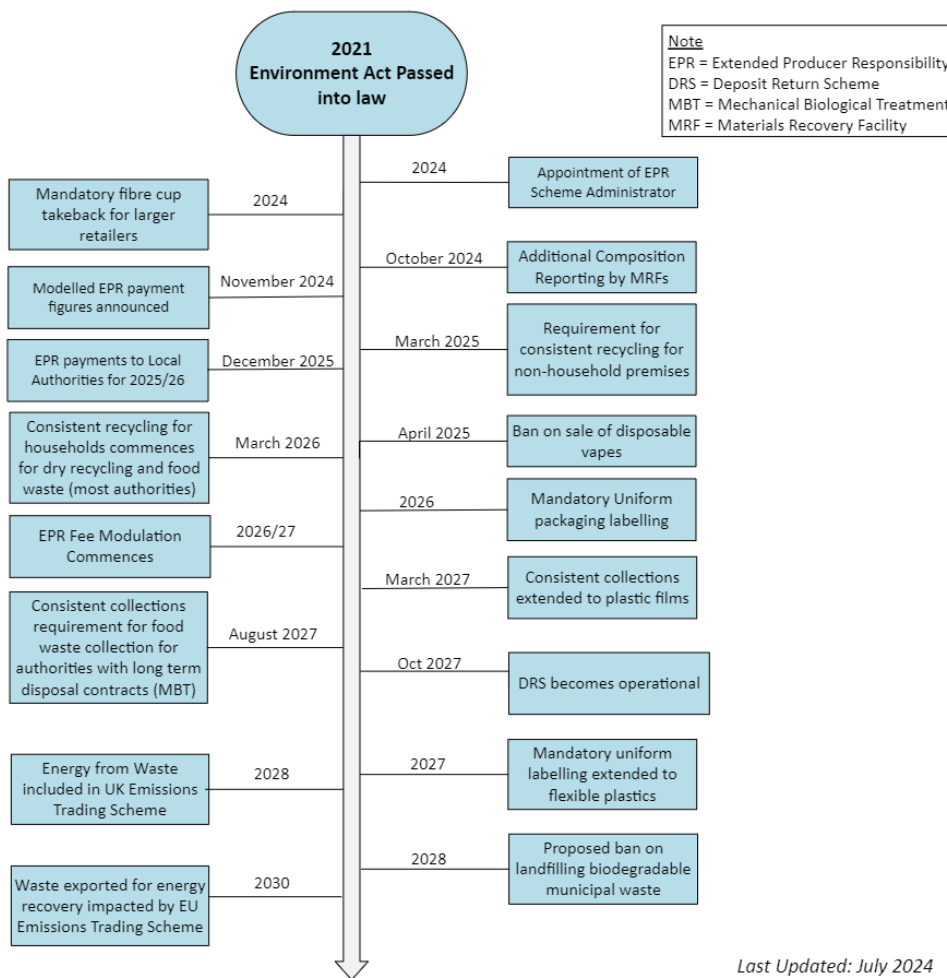


Figure 1. Estimated timescales for the Environment Act 2021.

The key waste-related policy initiatives contained in Environment Act 2021 are the DRS, EPR, and Simpler Recycling schemes. DEFRA carried out public consultations on these elements in May/June 2021. **Table 1** provides an update on the outcome of these consultations and details the anticipated impacts and outcomes.

Table 1. Key waste-related policy initiatives contained in the Environment Act.

Policy scheme	Commencement	Anticipated impacts and outcomes
<p>Deposit Return Scheme (DRS)</p> <p>Introduction of DRS for drinks containers.</p>	<p>Expected commencement by October 2027 (<i>note delayed from October 2025</i>). <i>UPDATE:</i> The new Government has indicated plans to bring implementation forward.</p>	<ul style="list-style-type: none"> • Consumers to be charged a deposit on all drinks containers (with the exception of glass) at point of sale. • National DRS network of retailer collection points and reverse vending machines to be implemented where consumers can redeem their deposits. • Reduced local authority costs associated with collection and disposal of litter. • Significant risk of reduced income to the council from sale of recyclable drinks containers such as plastic bottles and cans, that will fall in scope of DRS – currently this potential lost income is valued at an estimated £1m per annum.
<p>Extended Producer Responsibility for packaging (pEPR)</p> <p>All producers of packaging to be made accountable for covering the full cost of the recovery and recycling of their products.</p>	<p>Commenced April 2024 (<i>although financial impact yet to be published</i>)</p>	<ul style="list-style-type: none"> • All producers of packaging to pay scheme fees based on volume of packaging they place onto the market. In time, modulated fees are to be introduced with higher fees applying to “difficult to recycle” packaging, such as black plastic trays, food pouches, polystyrene packing, etc. • Expected to incentivise greater use of more easily recyclable packaging and promote use of packaging that is designed to be recycled. • Changes in the composition and reduction in non-recyclable waste collected and disposed of by the council. • Opportunities to collect and recycle more packaging waste as sustainable markets are created. • Expectation to expand kerbside collections to include plastic film and flexible plastics, from 2026/27, although this relies on rapid development of recycling capacity and technology. • Opportunity to receive funding from the EPR compliance scheme to cover collection and recycling/disposal costs in respect of in-scope packaging materials.

<p>Simpler Recycling</p> <p>People across England will be able to recycle the same materials, whether at home, work or school.</p> <p>Separate weekly collections of food waste to become mandatory.</p>	<p>Changes to be phased from 2024</p>	<ul style="list-style-type: none"> • Wiltshire Council has received an allocation of £4.9m capital New Burdens funding to support the introduction of new food waste collections. DEFRA have allocated this capital funding for extra collection vehicles and household food waste containers. • Further New Burdens funding due to be allocated for transition and ongoing revenue expense of food waste collections. • A larger fleet of waste collection vehicles will be required. • Changes in the residual waste composition and volumes arising have contractual implications for the council's landfill diversion contracts, which could lead to compensation payments to facility providers. New Burdens funding has not been allocated for waste disposal, or to assist with the negative implications on existing local authority contracts. • New kerbside collections for plastic films need to be put in place, with no guarantee that recycling facilities will be available to successfully process this material at scale. • Increased requirements for sampling of recycling at the Material Recycling Facilities that sort kerbside-collected recyclables. To include more frequent samples and greater number of material categories (eg identifying the proportion of each material that is packaging)
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2.2 Emerging national policy changes and consultations

There are several potential policy changes being consulted on by government which would affect the council's Household Waste Management Strategy. These include:

<p>DEFRA Call for evidence to support the near elimination of biodegradable waste disposal in landfill from 2028</p>	<p>Closed July 2023. Defra sought views on proposals to ban the deposit of biodegradable waste in landfills from 2028.</p> <p>This Call for Evidence does not set out new requirements but will inform future policy.</p> <p>Industry has called for the implementation of this alongside the incorporation of energy from waste (EfW) facilities into the Emissions Trading Scheme (ETS), to avoid waste being displaced from EfW into landfill.</p> <p>To date, no outcome has been published.</p> <p>Near elimination of biodegradable waste to landfill - GOV.UK (www.gov.uk)</p>
<p>DEFRA Consultation on potential amendments to the Persistent Organic</p>	<p>Closed April 2023. DEFRA intends to move forward with changes to POPs regulation when parliamentary time allows.</p>

<p>Pollutants (POPs) Regulation.</p>	<p>This will result in lower limits for existing POPs which could affect materials not currently regarded as POPs waste, and also new POPs which may affect wastes such as carpets, mattresses, and non-clothing textiles.</p> <p>An Environment Agency (EA) review is also ongoing to determine the appropriate level of dust extraction required for shredding POPs waste. If evidence confirms that local dust suppression is adequate to prevent release of POPs into the environment, the EA may update guidance to remove the need for full abatement systems.</p> <p>Amendments to the persistent organic pollutants (POPs) regulation - GOV.UK (www.gov.uk)</p>
<p>Consultation on preventing charges for DIY waste at household waste recycling centres (HWRCs)</p>	<p>Amendment to 2012 Controlled Waste Regulations to make clear where construction waste should be treated as DIY waste and to prevent local authorities charging for the disposal of household DIY waste from small-scale domestic projects at HWRCs. Legislation updated in December 2023 and will come into force pending parliamentary procedure. Read more here Summary of responses and government response - GOV.UK (www.gov.uk).</p> <p>The same consultation concluded there was insufficient evidence to require the prevention of local authorities from using HRC booking systems but reserved the right to review this position.</p>
<p>UK Emissions Trading Scheme</p>	<p>Live consultation closing August 2024. The Department for Energy Security and Net Zero is consulting on the approach to incorporate Energy from Waste facilities into the UK Emissions Trading Scheme (ETS) from 2028. It is anticipated that this will result in significant additional disposal costs for waste sent to EfW.</p> <p>UK Emissions Trading Scheme scope expansion: waste - GOV.UK (www.gov.uk)</p> <p>An EU ETS is also under development, with mandatory participation for EfW expected by 2030.</p>
<p>Digital waste tracking</p>	<p>In October 2023, Defra announced that a new mandatory digital Waste Tracking system will be introduced from April 2025. This system is intended to capture end to end waste movements, in place of EA Waste Returns. It is ultimately intended to replace WasteDataFlow, which is currently used to capture local authority waste returns.</p> <p>Mandatory digital waste tracking - GOV.UK (www.gov.uk)</p>

<p>Reform of Carrier, Broker, Dealer system</p>	<p>In October 2023, Defra published its response to a 2022 consultation on reforming the carrier, broker and dealer (CBD) system which covers transport of waste.</p> <p>The changes will bring waste transporters into the environmental permitting system, enabling more robust enforcement via the Environment Agency and requiring oversight by a technically competent person.</p> <p>Government response and summary of responses - GOV.UK (www.gov.uk)</p>
<p>Plastic Packaging Tax Reform Consultation</p>	<p>Closed October 2023. HM Revenue and Customs consulted on a proposed method of reforming the Plastic Packaging Tax, which currently requires minimum 30% recycled content, or payment of the tax. The proposed reform focused on switching to a mass balance approach, enabling packaging manufacturers to make use of an average 30% recycled materials, which is hoped to incentivise chemical recycling of flexible plastics.</p> <p>Plastic Packaging Tax - chemical recycling and adoption of a mass balance approach - GOV.UK (www.gov.uk)</p>

3. Waste Transformation Programme

To ensure compliance with Environment Act 2021, plan for the anticipated impacts on our existing contracts, as well as deliver other key waste projects, the Waste Transformation Programme has been developed.

The Waste Transformation Programme will oversee the 4-year delivery of a complex and wide-ranging programme to ensure multiple waste collection, waste treatment and disposal contracts are procured and commissioned. **Figure 2** gives an overview of the programme structure.

More detail on the actions the Waste Service is taking as part of the Waste Transformation Programme is detailed in the Action Plan **Appendix 4**.

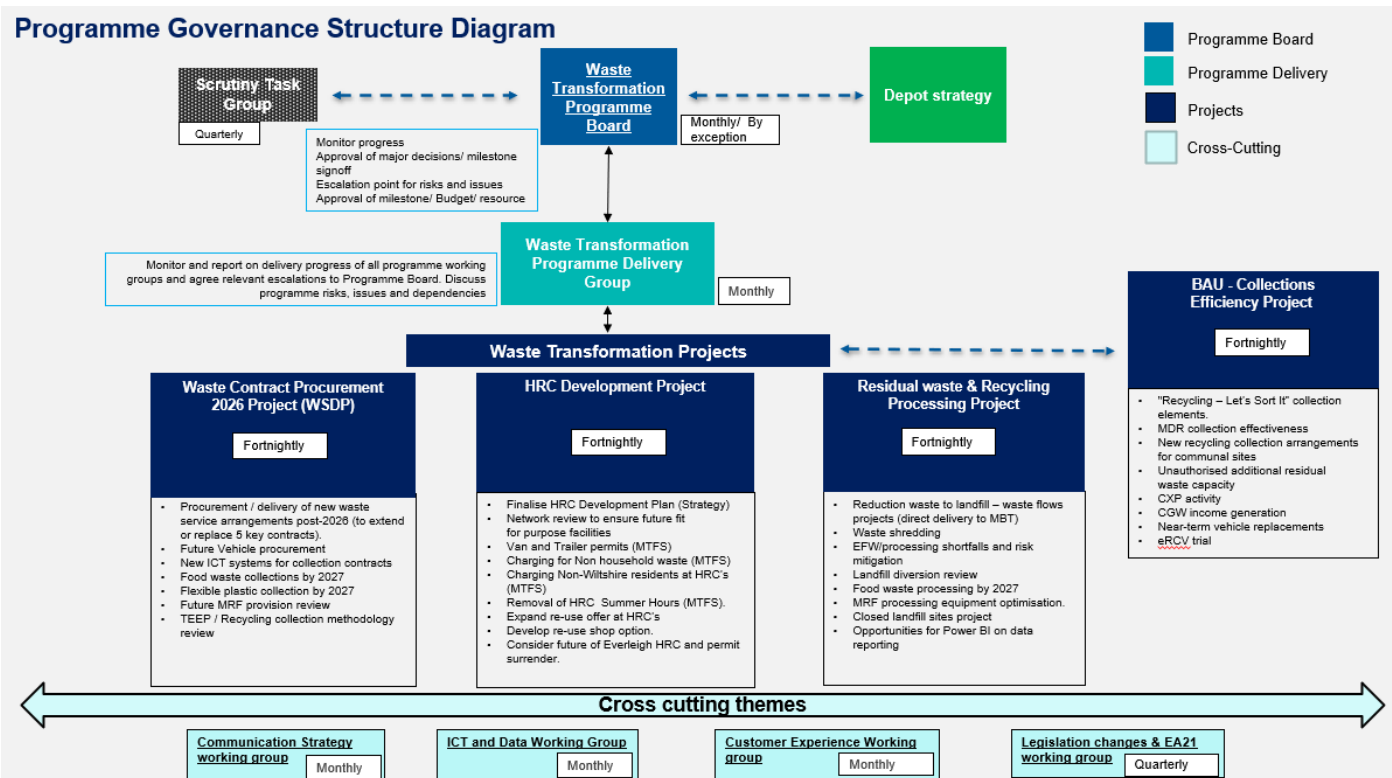


Figure 2. Waste Transformation Programme Structure

Waste Management Strategy 2017-2027

Household Waste Management Strategy: Forward Thinking Towards Zero Avoidable Waste

Annual Performance Review: 2023-24

Contents:

Introduction

1. Corporate KPI reporting
2. Waste prevention performance
3. Reuse and repair performance
4. Recycling performance
5. Kerbside collection services
6. Household recycling centres
7. Energy from waste performance
8. Less waste to landfill
9. Litter
10. Fly-tipping

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 for the period of April 2023 to March 2024.

The report explains 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. It also highlights where external factors over which the council has more limited influence, may have impacted performance.

2023/24 saw over 212,000 tonnes of household waste managed by the council, following the principles of the waste hierarchy to move more waste out of landfill (**Figure 1**)

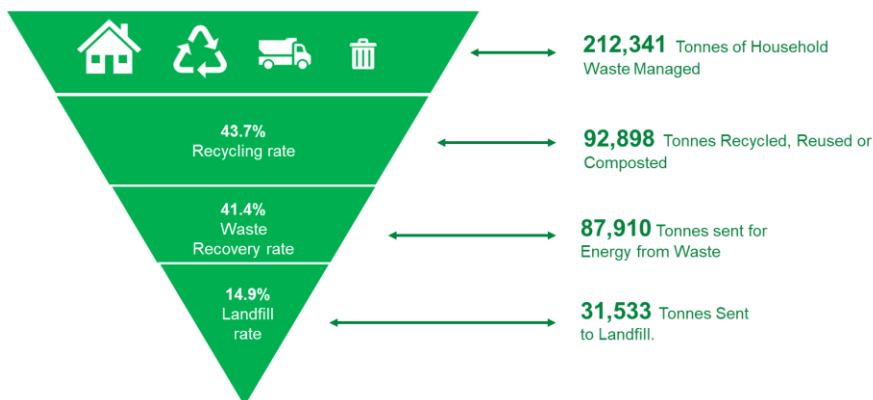


Figure 1. Overview of waste managed in 2023/24

1. Corporate KPI Reporting

1.1 Services have been encouraged to set “stretch targets” for corporate performance metrics for 2022/23 onwards. **Table 1** below summarises Waste Service Performance for 2017/18 to 2023/24.

Table 1: Waste Service Performance Summary, 2017/18 to 2023/24.

Indicator	Target	2023/24	Variance from target	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Kgs of waste produced per household (total in year)	880	923.3	43.3	993.6	994	981.1	966.9	970.6	915.6
% of household waste recycled or composted (recycling rate)	45%	43.70%	-1.30%	43.80%	42.70%	42.90%	42.30%	42.30%	40.00%
% of household waste sent for treatment/energy recovery	42%	41.40%	-0.60%	37.90%	42.30%	41.50%	41.40%	39.00%	44.40%
% of household waste sent to landfill	13%	14.90%	1.90%	18.30%	14.90%	15.60%	16.30%	18.70%	15.60%

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 that households as consumers 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 2023/24, the council’s Waste Services managed 226,748 tonnes of municipal waste, of which 212,341 tonnes were classified as household waste.

2.4 The total amount of household waste generated per household each year within Wiltshire has increased slightly between 2022/23 and 2023/24 by 7kg, however a lesser proportion of this waste was sent to landfill or landfill diversion, and more was recycled and composted (**Figure 2**).

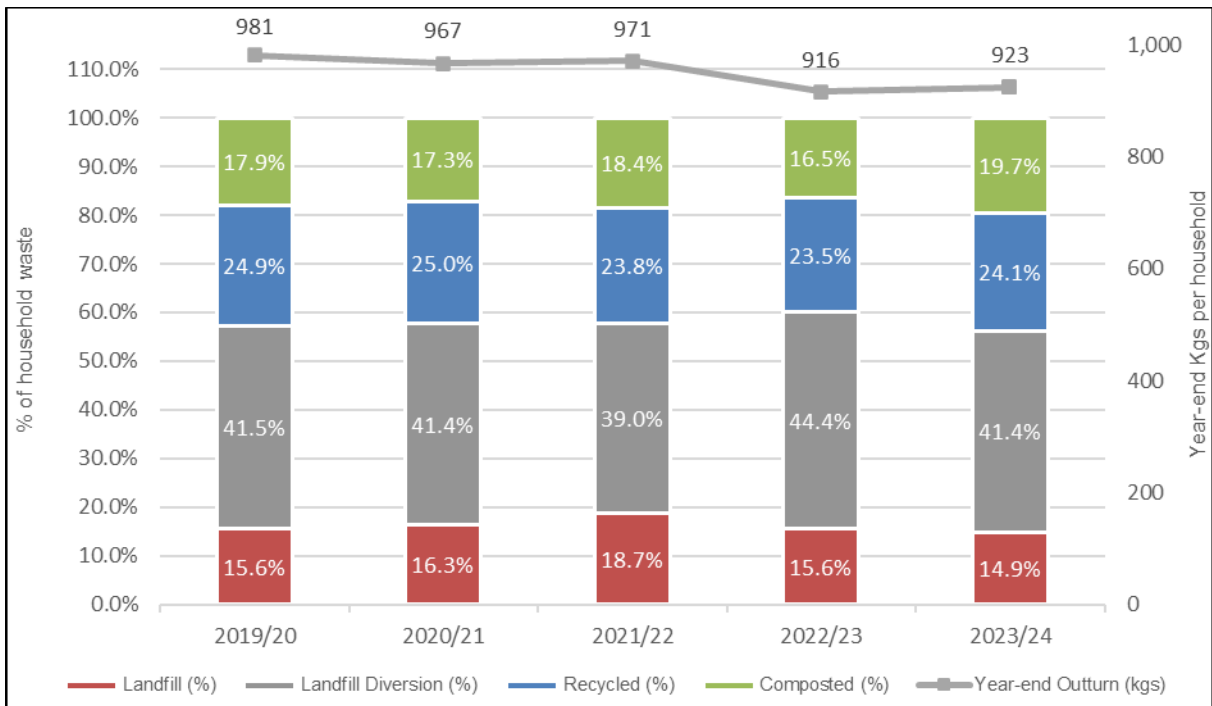


Figure 2: Percentage of household waste, by waste management process, and total household waste per household (kgs), 2019-2024.

2.5 In 2023/24 the amount of non-recycled waste produced per household (after recycling) reduced significantly to 519 kgs per household (**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;

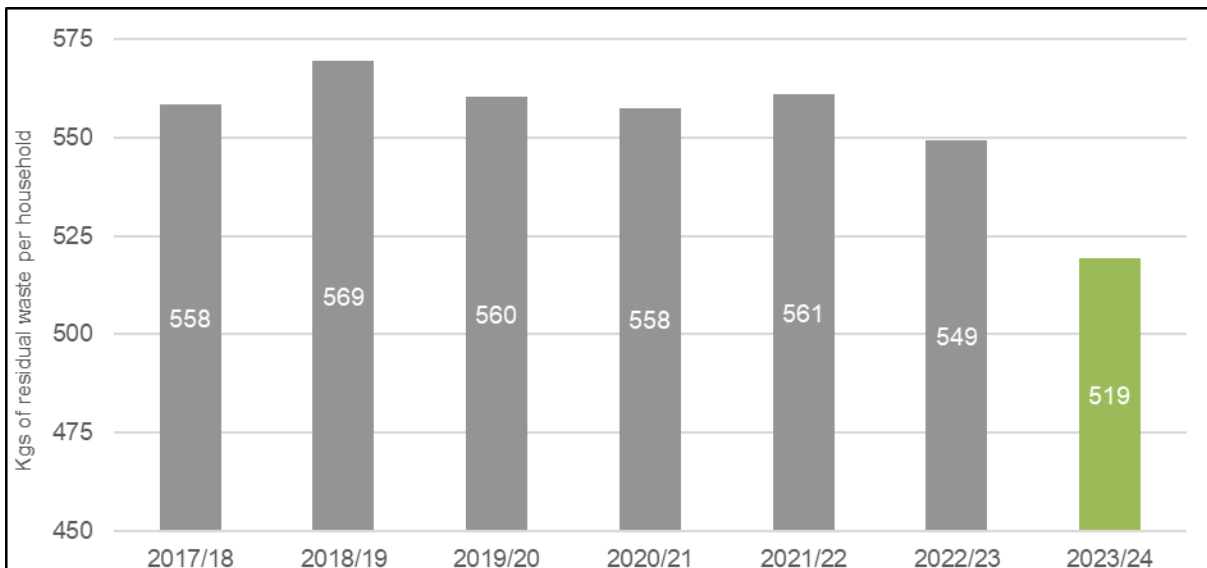


Figure 3: Residual household waste (after recycling) - kgs per household, 2017-2024. (Note: Figures include residual waste from all sources eg. kerbside collections, HRCs etc.)

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 for residual waste, 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 children in nappies; or
 - a medical need which creates large volumes of non-recyclable 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 home composting of this waste.
- Van and trailer HRC permits to limit traders illegally disposing of business waste at the recycling centres.
- Proof of address scheme at HRCs to limit the impact of waste being disposed of by residents from outside of the Wiltshire Council area.
- HRC bag sorting to reduce the amount of unsorted black bag waste brought by residents to the HRCs, and increase the amount of waste reused or recycled at the sites.

2.7 Purchases of subsidised food waste digesters (FWDs) have fallen since a peak in sales during the Covid-19 pandemic. Sales are promoted as part of the chargeable garden waste service, as an alternative to a kerbside collection and at reduced price compared with collections ie. £68 for a digester and £70 for a garden waste collection service (2023/24 prices).

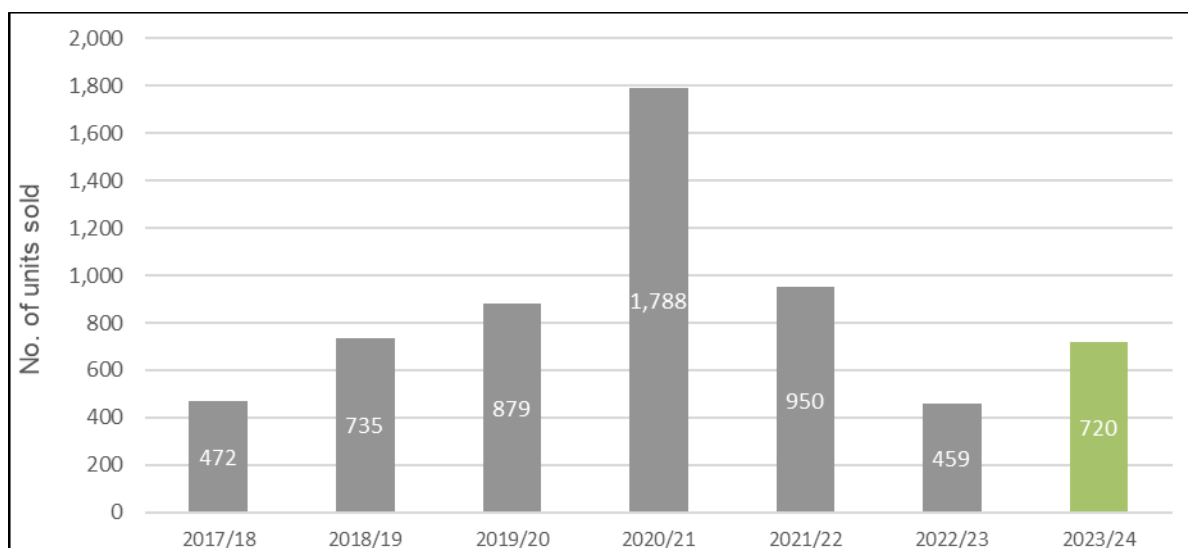


Figure 4: Subsidised food waste digesters sold, 2017-2024.

2.8 The council provides a service for bulky household waste items to be collected from the kerbside ([Large item reuse and collection - Wiltshire Council](#)). Customer Services encourage residents to consider donating these items to charities for reuse where appropriate and the website provides information about reuse organisation in Wiltshire. Where this isn't possible, a bulky household waste collection is provided, and the items are be disposed of accordingly. For example, items which contain persistent organic pollutants (POPs) - such as domestic seating including sofas and armchairs - are taken to a high temperature incineration site for destruction.

2.9 A trial is being undertaken with the collections contractor (Hills Municipal Collections) to implement a system whereby good quality items collected as part of the large household items collections are separated for reuse. Subject to the trial being successful, customers booking large item collections will be asked to indicate whether

the item/s being collected are for reuse, repair or recycling. This information will inform how the items are managed during collections and delivery so that reuse and repair opportunities can be maximised.

2.10 The Environmental Protection Act 1990 allows councils to make a reasonable charge for this service to reflect the costs of collection (though disposal costs should not be charged to the resident). With an increasing number of alternative online outlets for selling / disposing of unwanted items, such as eBay, Facebook Marketplace etc., the demand for collections of bulky waste items has been reducing.

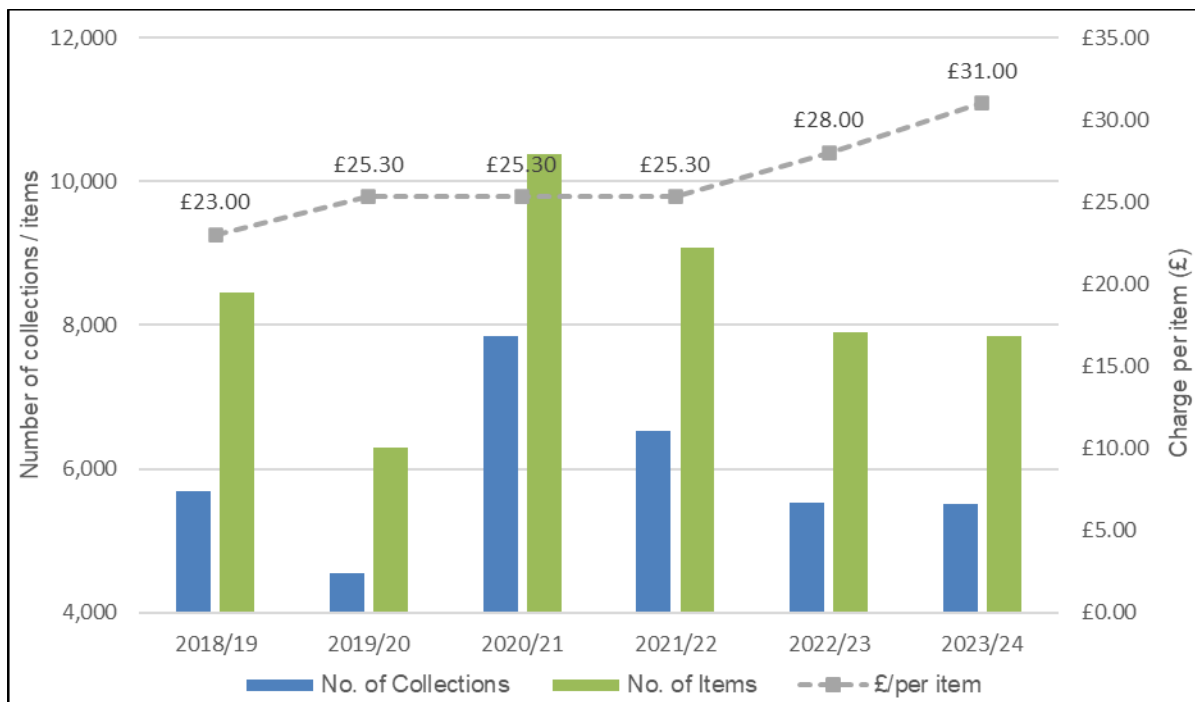


Figure 5: Bulky waste collections, 2018-2024.

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 expand Reuse opportunities at the sites. These now include a wide range of suitable items such as:

- furniture
- white goods
- paint
- bric-a-brac
- bicycles.

3.2 Both HRC contractors work directly with Kennet Furniture Reuse (KFR) [KFR Devizes - Refurbishing Furniture. Reviving Communities](#) so that reusable furniture and white goods deposited at the sites are collected, tested and made available through the KFR showroom.

3.3 In 2023/24, 860 tonnes of waste brought to the HRCs was separated out for reuse rather than disposal. This represents an avoided disposal cost of over £100,000 compared to the cost of landfilling the waste.

3.4 In April 2023, a paint reuse scheme was introduced across all 10 HRCs, after a successful trial of the scheme was completed in 2022/23. When containers of usable water-based paints are brought to the HRCs these are made available for residents to take and use free of charge. This service has been well received by residents throughout the county, with 13.1 tonnes of paint diverted from disposal in 2023/24. [Paint reuse scheme - Wiltshire Council](#)

3.5 In 2023/24 a book/DVD reuse scheme was also re-launched at all HRCs with over 19 tonnes of books and DVDs collected for reuse in the year.

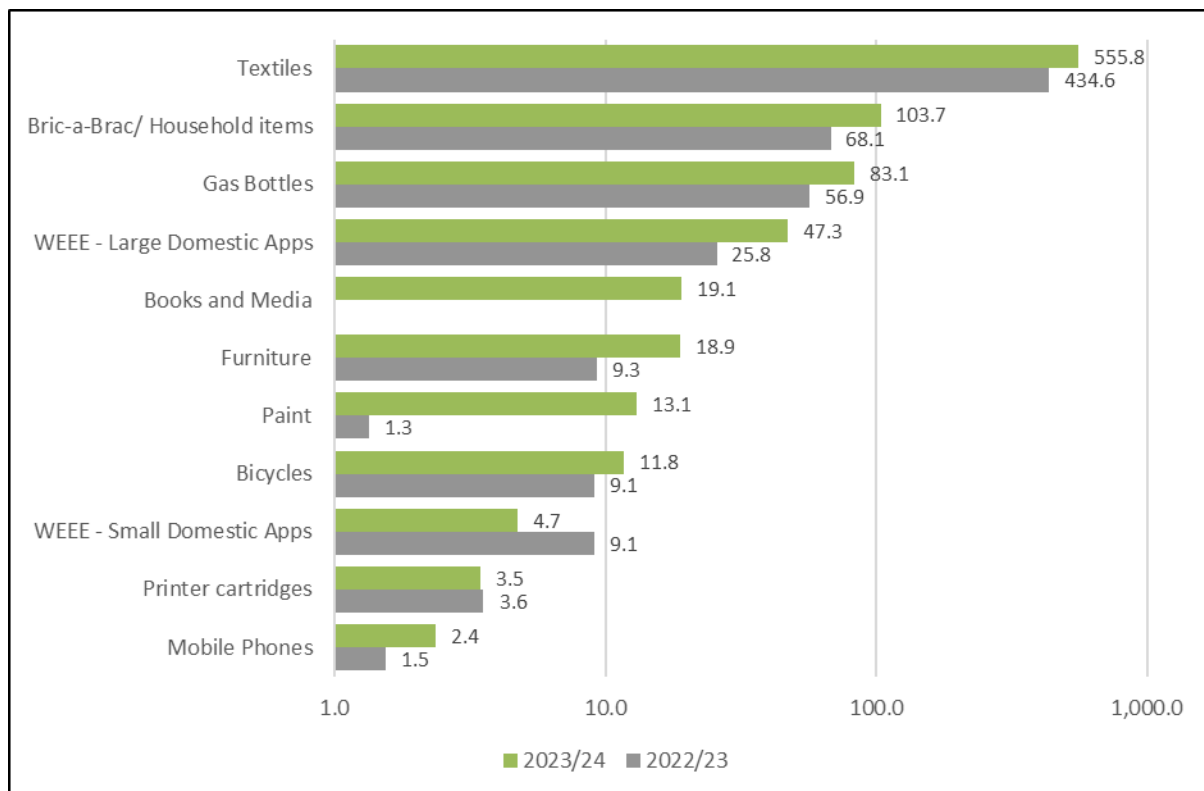


Figure 6: Reuse tonnage collected at HRCs, shown by item, 2022/24.

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:

- materials collected for recycling through the council's kerbside collection services and which are sent for recycling following any required sorting processes to remove incorrect items.
- garden waste collected at the kerbside and the household recycling centres sent for local composting.

- materials taken to the ten household recycling centres and which are sent for recycling or reuse.

4.2 Wiltshire Council is a signatory to the End Destination Charter, which is a voluntary commitment to publish an annual register of End Destination of Recyclates, with the aim of improving transparency in the recycling supply chain and enhancing public confidence in recycling.

4.3 Waste Services publish an annual End Destination Register (EDR) 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 the 2023/24 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 and only 1% managed beyond the EU. The End Destination Register can be found here: [Where does your waste and recycling go.](#)

4.4 In 2023/24 Wiltshire’s recycling rate increased to 43.7% (**Figure 7**). This can be largely attributed to the increase in the amount of garden waste that was composted (32,026 in 2023/24 compared to 27,393 in 2022/23) (**Figure 8**).

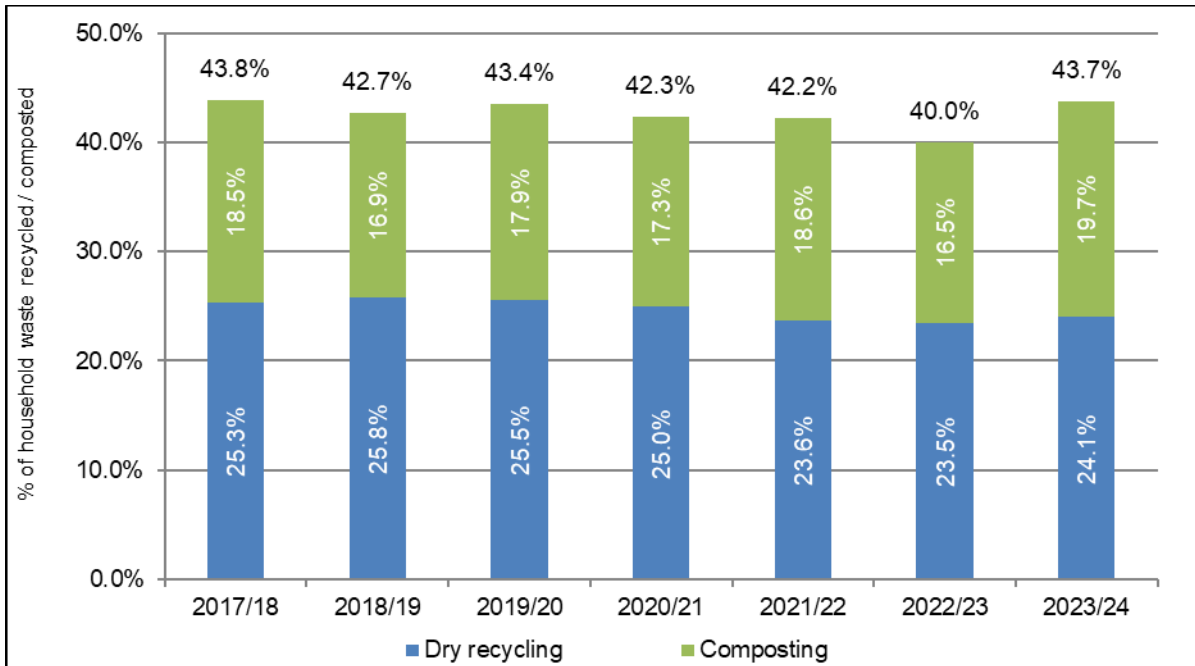


Figure 7: Recycling and composting as percentage of household waste, 2017-2024

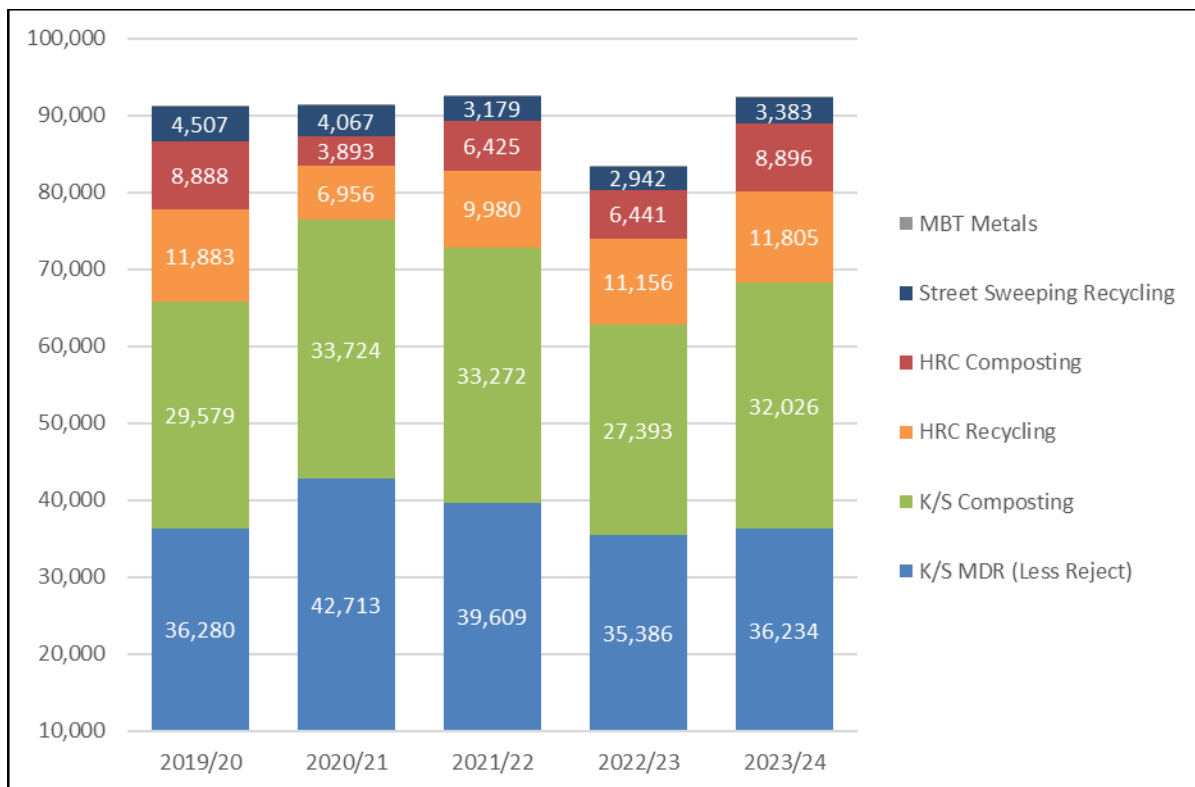


Figure 8: Breakdown of recycling performance by service source, 2019-2024. Note: ‘Street sweeping recycling’ refers to sweepings which the council’s waste management contractor send for further processing to extract organics for composting and aggregates for further use.

4.5 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 (Hills Waste Solutions) to deliver improvements through a combination of:

- updating the sorting equipment and processes to capture more ‘target’ recyclables. This includes the installation of an over-band magnet in October 2023 at the end of the sorting process where ferrous-based ‘fines’ materials, such as can lids and bottle caps which fall through the sorting process are now captured for recycling. Since its installation over 36 tonnes of this material have been sent for recycling as opposed to landfill.
- 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 about what items should and should not be put into the recycling collections via the council’s award-winning “Recycling – Let’s Sort It!” campaign.

4.6 Under the MRF contracts gainshare mechanism, the council receives 79% of the income from the sale of recyclate. In 2023/24 the council’s share of MRF income totalled over £2.7million, offsetting over 70% of the contract costs of operating the facility.

4.7 Prices for recyclable materials are historically unpredictable and subject to global influences. During 2023/24 prices were less volatile than in 2022/23 but generated lower income overall. Ensuring that good quality recycling is collected and processed is the best way of maximising income potential from the sale of recyclate.

5 Kerbside Recycling Collections

5.1 In 2023/24 over 19 million kerbside collections of waste and recycling were made from Wiltshire households, with a success rate of 99.94% collections being made as scheduled.



Figure 9: Number of successful collections.

5.2 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, household batteries and small rechargeable electrical items are 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.

5.3 **Figure 10** shows the split between the tonnage of dry recycling and green waste collected from 2017/18 and that the amount of dry recycling collected using the new co-mingled system introduced in March 2020 increased significantly.

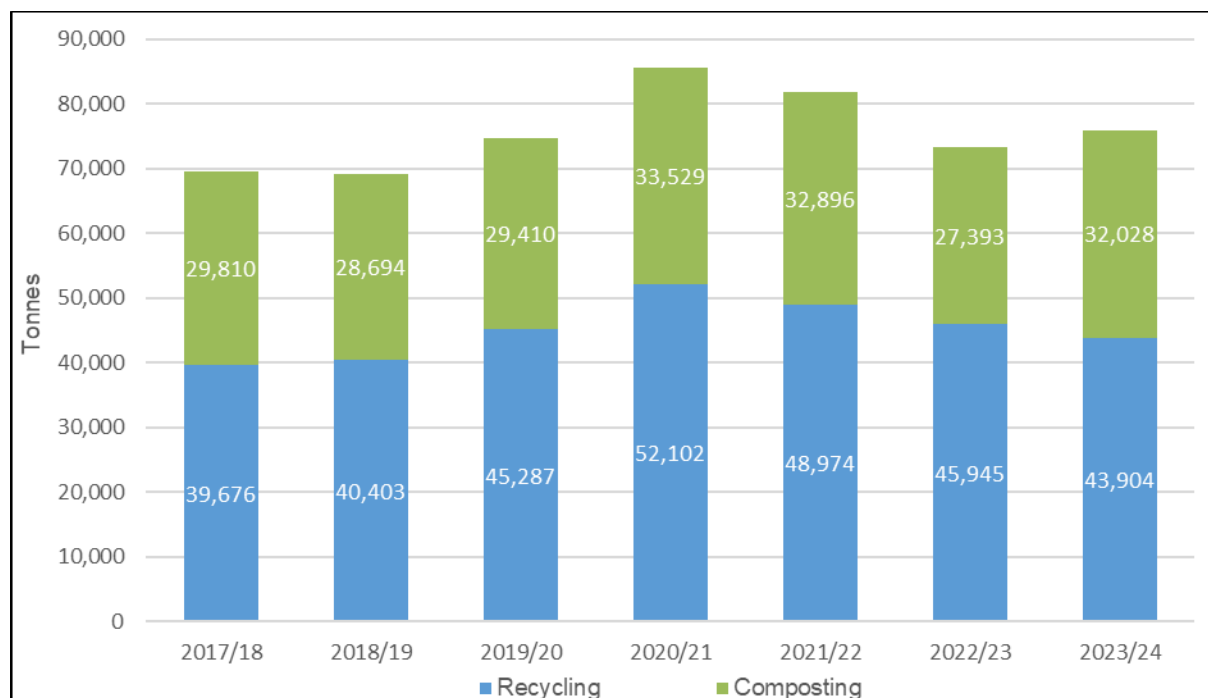


Figure 10: Tonnes of kerbside recycling and garden waste collected, 2017-2024.

5.4 **Figure 11** shows the composition of the kerbside collected recycling from the blue-lidded bin and black box and shows the overall amount of kerbside collected recycling has returned to pre-Covid levels in 2023/24.

5.5 The amount of kerbside recycling reject materials produced at the MRF has reduced by over 30% (3,366 tonnes) since 2022/23. This is as a result of the councils' award-winning 'Let's Sort It' campaign and ongoing work to improve the MRF performance.

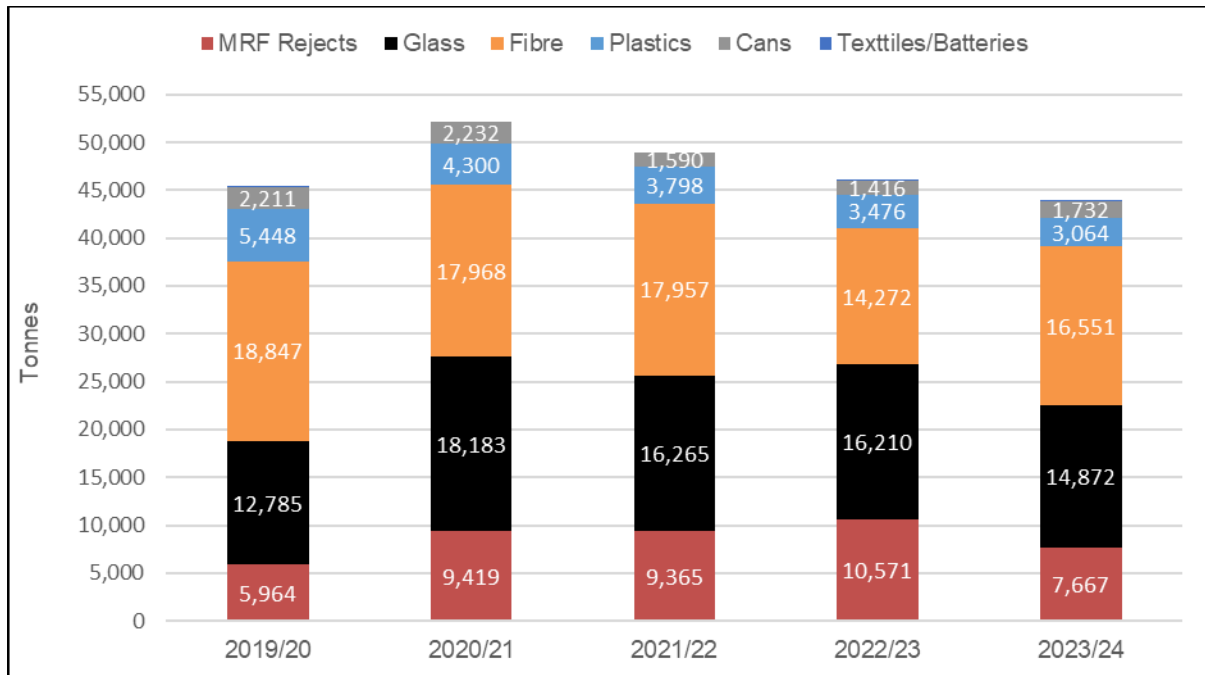


Figure 11: Kerbside collected dry recycling by material, 2019-2024. 17 tonnes of batteries using the kerbside service in 2023/24.

5.6 The 'Recycling - Let's Sort it' campaign started in March 2023, targeting communications to residents who put the wrong items in their recycling bin. This process has included collection staff rejecting obviously contaminated recycling bins and leaving a hanger on the bin to explain to residents why the bin has not been collected. If a resident persistently puts the wrong items in their blue-lidded bin, more targeted communications such as letters and educational visits by council waste officers have been undertaken.

5.7 The effectiveness of these communications is demonstrated in the data. There has been a significant decrease in the number of recycling bins needing to be rejected due to contamination. When the campaign began, over 5,000 bins were rejected during March 2023, compared to just over 1,000 bins being rejected in March 2024 – **Figure 12**.

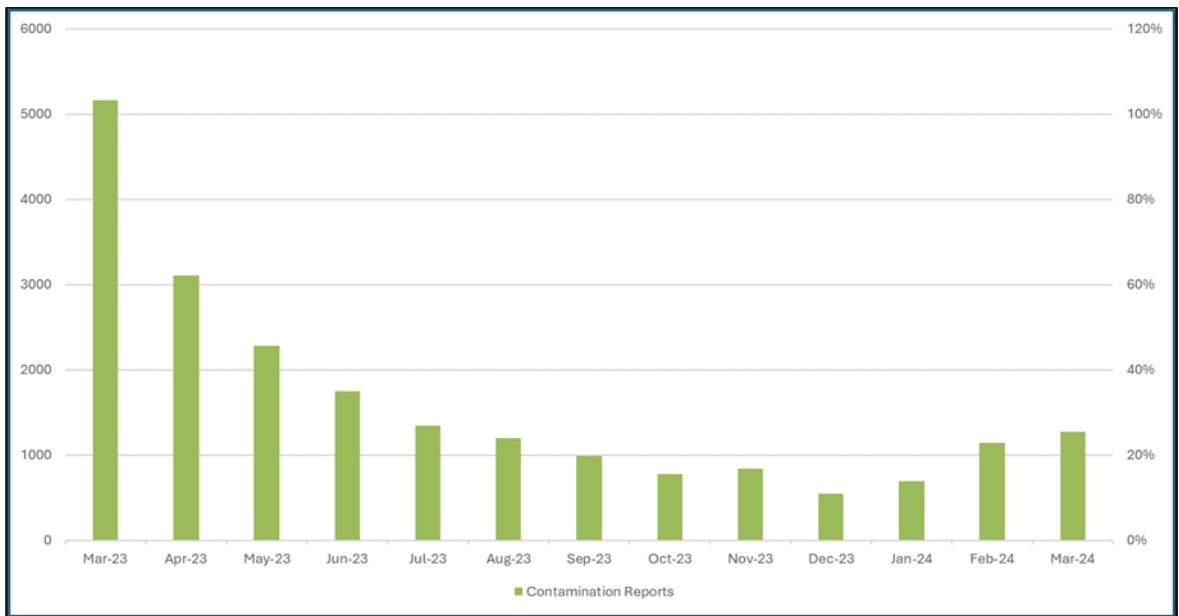


Figure 12: Number of reports of contaminated recycling bins, Mar 2023 to Mar 2024.

5.8 The quality of recycling being collected has also improved. As well as a reduction in our reject rate of 3,366 tonnes (30%), there has been an increase in the amount recycling being sent to reprocessing of 719 tonnes (3%). This not only means we are recycling more of the waste presented in blue bins, but we are saving money by sending less of the wrong items to our recycling sorting facility – **Figure 13**.

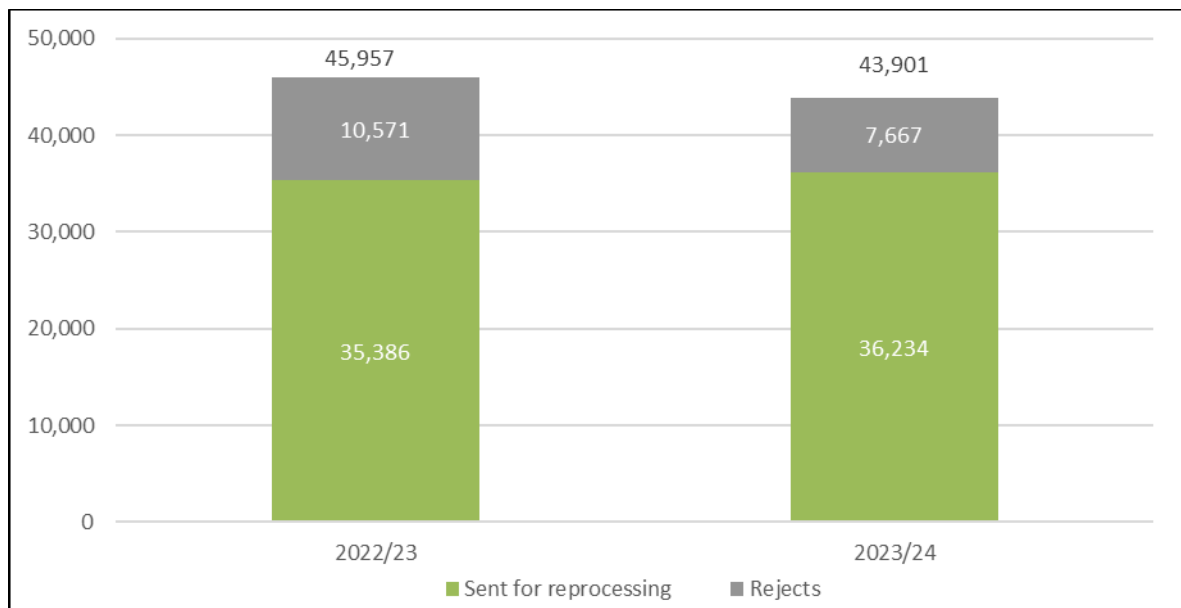


Figure 13: Amount of kerbside collected recycling sent for processing vs rejects, 2022/23 vs 2023/24.

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, and at reasonable times.

6.2 The council operates a network of 10 HRCs, located across the county where residents can dispose of their general waste as well as depositing items for recycling and reuse.

6.3 **Figure 14** shows how the waste taken to each site during 2023/24 was managed and how much waste was diverted from landfill through either recycling/reuse, 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.)

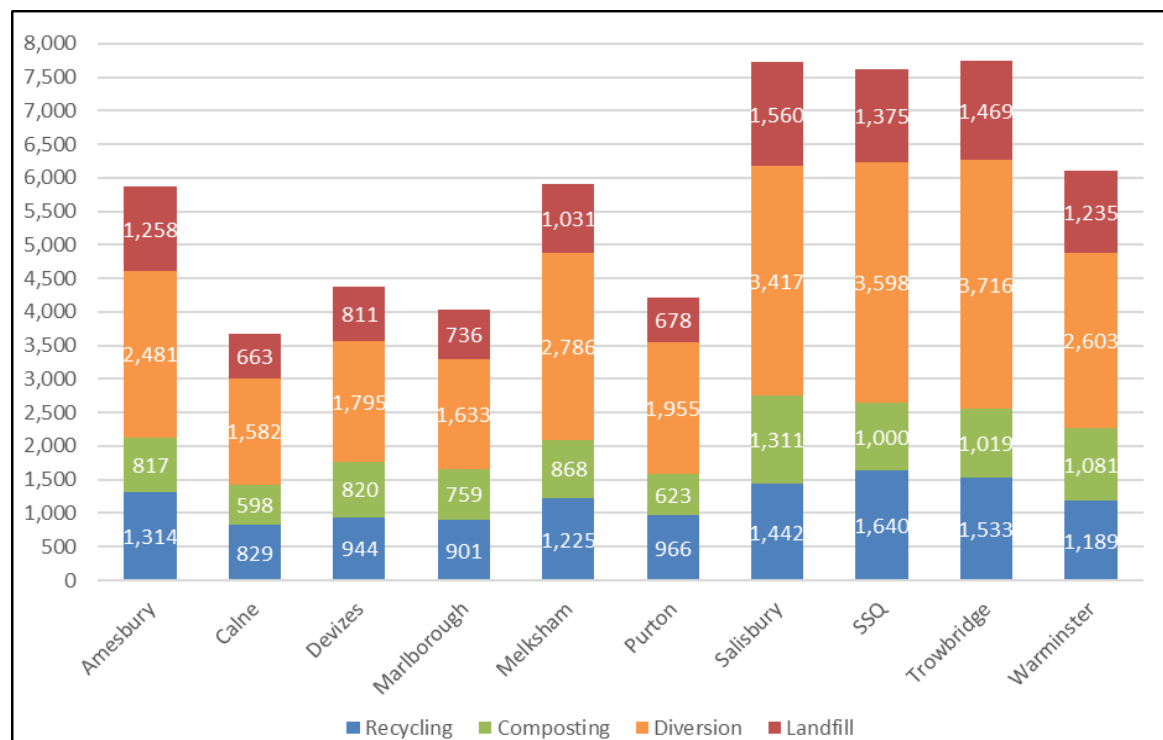


Figure 14: Household recycling centres, total tonnes managed, 2023/24.

6.4 **Figure 15** 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 sites in 2023/24 was diverted from landfill.

6.5 HRC landfill diversion performance in 2023/24 was improved by an 8-week trial of shredding waste that would normally have been landfilled, and sending the shredded waste to an energy from waste facility – **Figure 16**.

6.6 Following the successful trial, capital funding has been secured to purchase a shredder in 2024/25, with the aim of increasing landfill diversion performance further to realise significant carbon savings and a net financial saving of an estimated £140k per annum.

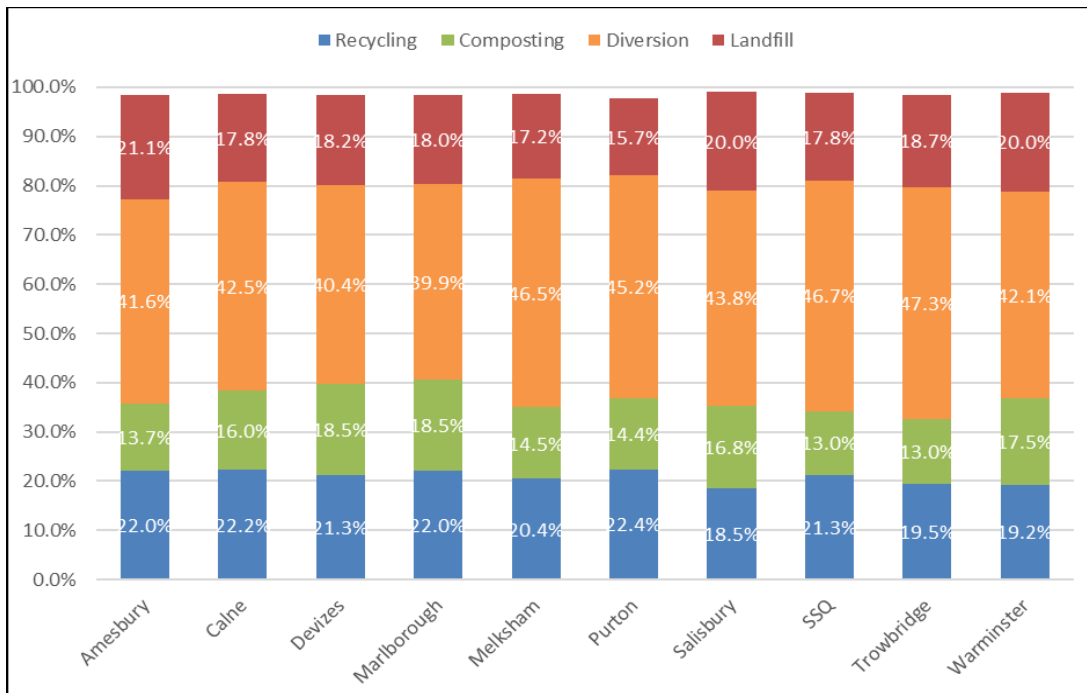


Figure 15: Household recycling centres, waste management by percentage, 2023/24. (See note above regarding soil/rubble collected at Lower Compton and Purton HRCs).

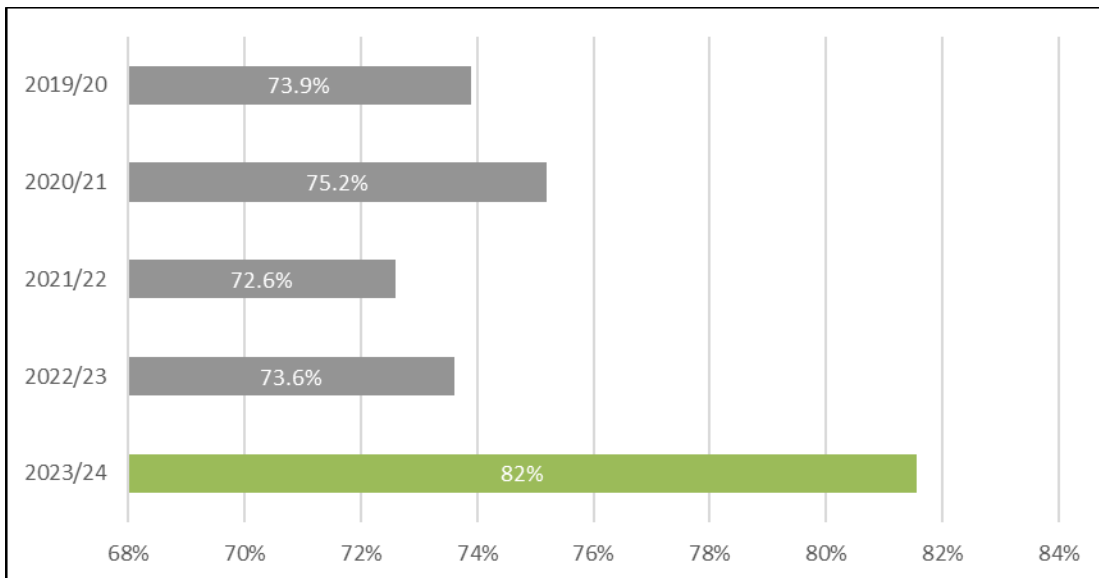


Figure 16: HRCs - average percentage of waste diverted from landfill. (See note above regarding soil/rubble collected at Lower Compton and Purton HRCs.)

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.

7.2 The council has 2 landfill diversion contracts:

7.2.1 **Northacre Resource Recovery Centre (NRRC)** – this is a 25-year contract, which runs to November 2038, to send 60,000 tonnes of non-recyclable waste to the facility in Westbury. Using mechanical biological treatment (MBT) the waste is dried and shredded to create a fuel, which is then used in energy from waste facilities in northern Europe (www.northacrerrc.co.uk/). The MBT process reduces the amount of waste that would otherwise have been landfilled by over 70% (**Figure 17**).

7.2.2 **Lakeside Energy from Waste** – this is a 25-year contract, which runs to June 2033, to send 50,000 tonnes of non-recyclable waste to an EfW plant near Slough: www.lakesideefw.co.uk/. At this plant the waste is incinerated to generate power.

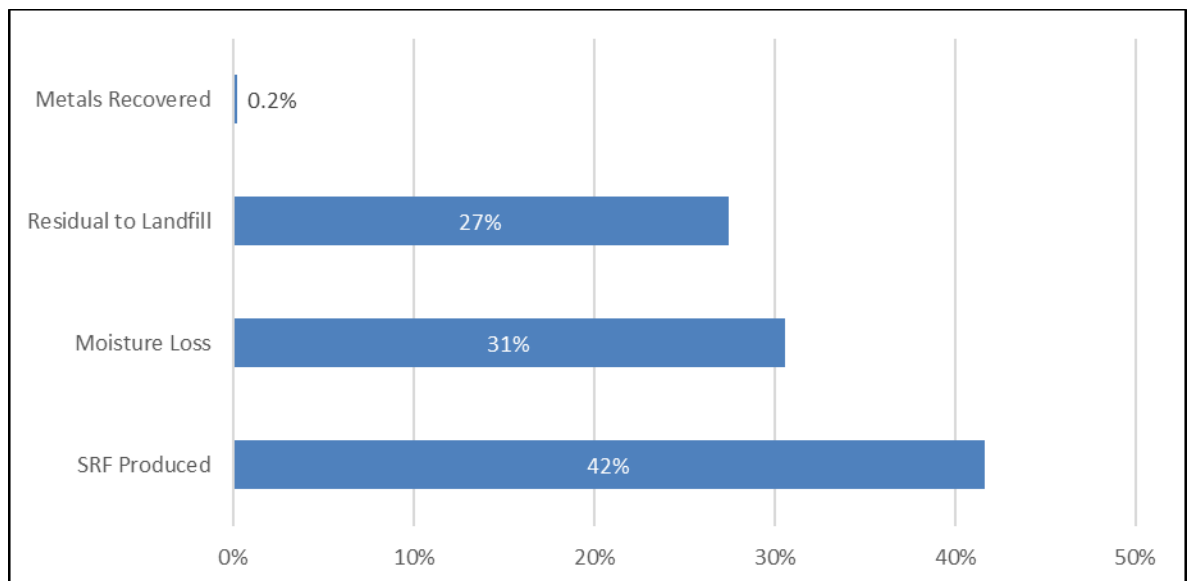


Figure 17: Outputs from the MBT process (cumulative performance from Apr 2017 to Mar 2024).

7.3 Typically, residual waste from the household recycling centres and household large items separately collected at the kerbside have been landfilled rather than being sent to either of the 2 landfill diversion contracts. This is because the bulky nature of those waste makes them unsuitable for the landfill diversion processes.

7.4 Between October and December 2023, a trial of shredding bulky residual wastes from HRCs and kerbside collections of large household items was undertaken. During the trial 1,359 tonnes of waste were shredded and sent to the Lakeside energy from waste (EfW) facility rather than landfill. As noted in para 6.6, the purchase of a residual bulky waste shredder in July 2024 will make this a routine waste management operation and is anticipated will divert approximately 10,000 tonnes per annum from landfill.

7.5 In addition to the forecast cost benefits of shredding bulky waste and sending it to EfW, there are significant carbon reduction benefits. Each tonne of waste that is diverted from landfill to EfW generates a net carbon saving of 424kgs, which is a 95% improvement on the carbon generated through landfilling.

7.6 Based on the estimated annual tonnage of shredded waste (10,000 tonnes), this represents a potential carbon saving of 4,240 tonnes CO₂e per annum. In terms of scale, this exceeds the equivalent of the council's electricity usage

from all buildings in 2022/23 if a green tariff was not in place ie. 3,520tonnes CO2e.

7.7 Since 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 into landfill where there is a risk of environmental pollution from POPs.

7.8 In 2023/24, 1,755 tonnes of WUDS were collected and incinerated, in compliance with the new requirements. The combined cost of separate collections, transfer and disposal of POPs waste is more than twice the cost of landfilling this material and, in 23/24, resulted in additional waste management costs of £0.298m. Government has determined these additional costs should not be supported by New Burdens funding, so achieving compliance represents a further cost burden on local authorities.

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 In 2023/24 there continued to be wastes which, because of their nature, were landfilled. These included wastes disposed of in the 'residual waste' containers at HRCs, some separate collections of bulky household waste, litter and mixed fly-tipped wastes, as these are typically unsuitable for the landfill diversion contracts.

8.3 From July 2024 more of these wastes will be shredded and sent to EfW as opposed to landfill, increasing landfill diversion performance by an estimated 3.5% (7,770 tonnes) in 2024/25.

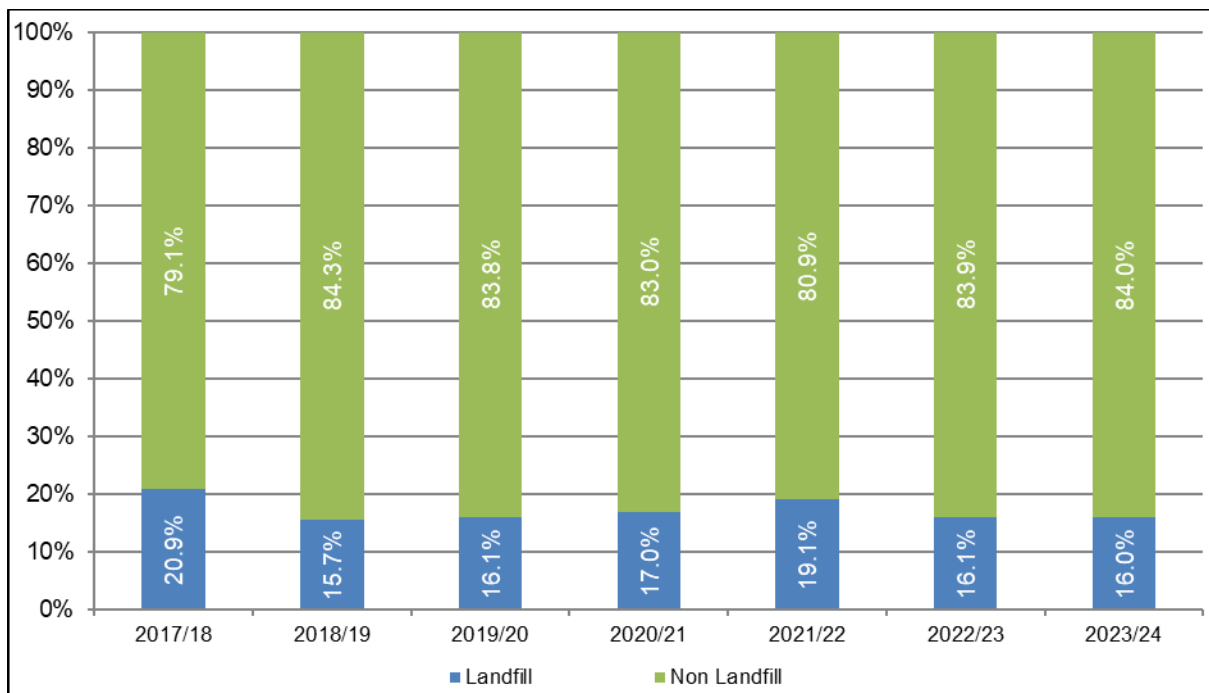


Figure 18: Percentage of waste sent to landfill in Wiltshire, 2017-2024.

Note: During 2021/22, capacity at Northacre MBT was reduced because of odour management issues on site, resulting in a reduction in 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 reuse and the putrescible content composted. In 2022/23 and 2023/24 street sweepings waste contributed 3,097 tonnes and 3,330 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 **Table 2** shows a consistently high level of Wiltshire roads free of litter and detritus.

Table 2: Table showing the % Wiltshire roads predominantly free of litter and detritus

N195 Annual Indicators	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
% Wiltshire roads predominantly free of litter	81%	86%	87%	85%	80%	88%	85%
% Wiltshire roads predominantly free of detritus	69%	80%	81%	73%	76%	90%	88%

10. Fly-tipping

- 10.1 The Council received 2,771 fly tip reports in 2023/24 compared with 2,631 in 2022/23, a modest increase of 5%. Trends in fly tipping reports are typically unpredictable and can be positively influenced by the promotion of reporting tools such as the MyWilts app through media releases issued in support of successful prosecutions, or as part of the ongoing “WTF campaign”. For the 2024/25 financial year, we have seen a 12% decrease in reports as of 31 July 2024.
- 10.2 During 2022/23 levels of fly tipping decreased nationally, with a reported national average decrease in reports of 1%. In the same year fly tip reports in Wiltshire decreased 11%, beating the national average performance.
- 10.3 In terms of waste types fly tipped, the majority waste type is of a domestic nature. However, this can be attributed to commercial activity when it is collected for cash by unlicensed collectors making profit. Once domestic waste changes hands from the producer to the collector for a fee it becomes commercial. Many advertise on social media as a ‘man and a van’ or ‘tip runs. Additionally, we see large amounts of green waste tipped from rogue traders conducting ground or tree works. Evidentially these are hard to investigate unless they are witnessed in person or captured via cameras.
- 10.4 The Enforcement team have been proactive in taking action where evidence exists. During 2023/24 only 4% of reported fly tips contained evidence or were witnessed.

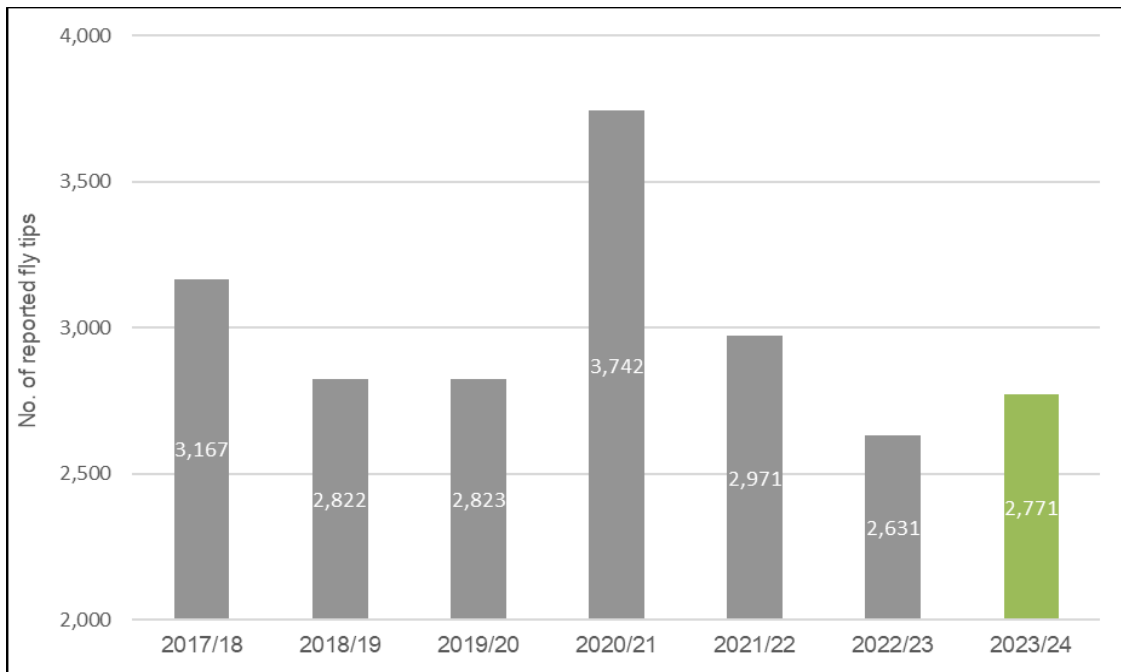


Figure 19: Number of fly-tipping incidents reported, 2017-2024.

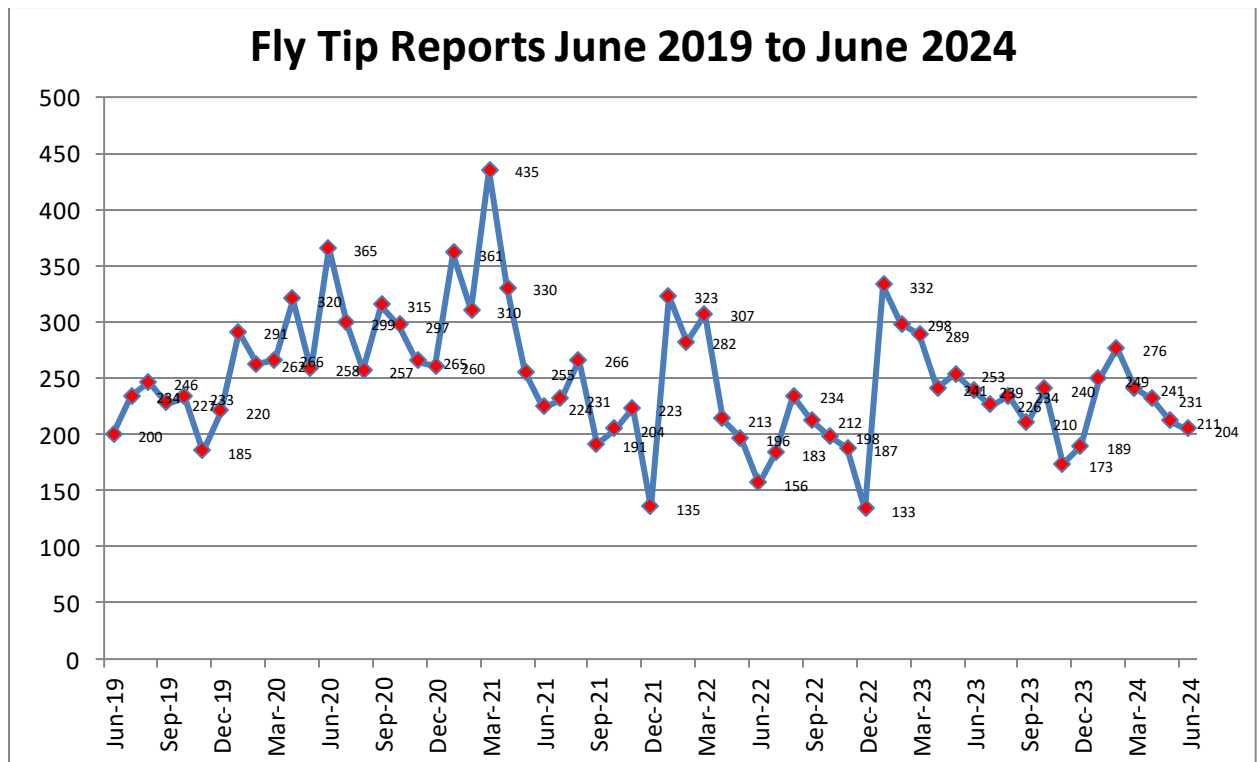


Figure 20: Number of fly-tipping incidents reported monthly -June 2019 – June 2024

10.5 Reports of fly tips vary significantly across the 18 community areas of Wiltshire – see Figure 21. The three largest towns, Trowbridge, Chippenham and Salisbury unsurprisingly attract high levels of fly tip reports due to population density, Southern Wiltshire, Amesbury and South West Wiltshire are very rural with a large number of byways attracting fly-tippers.

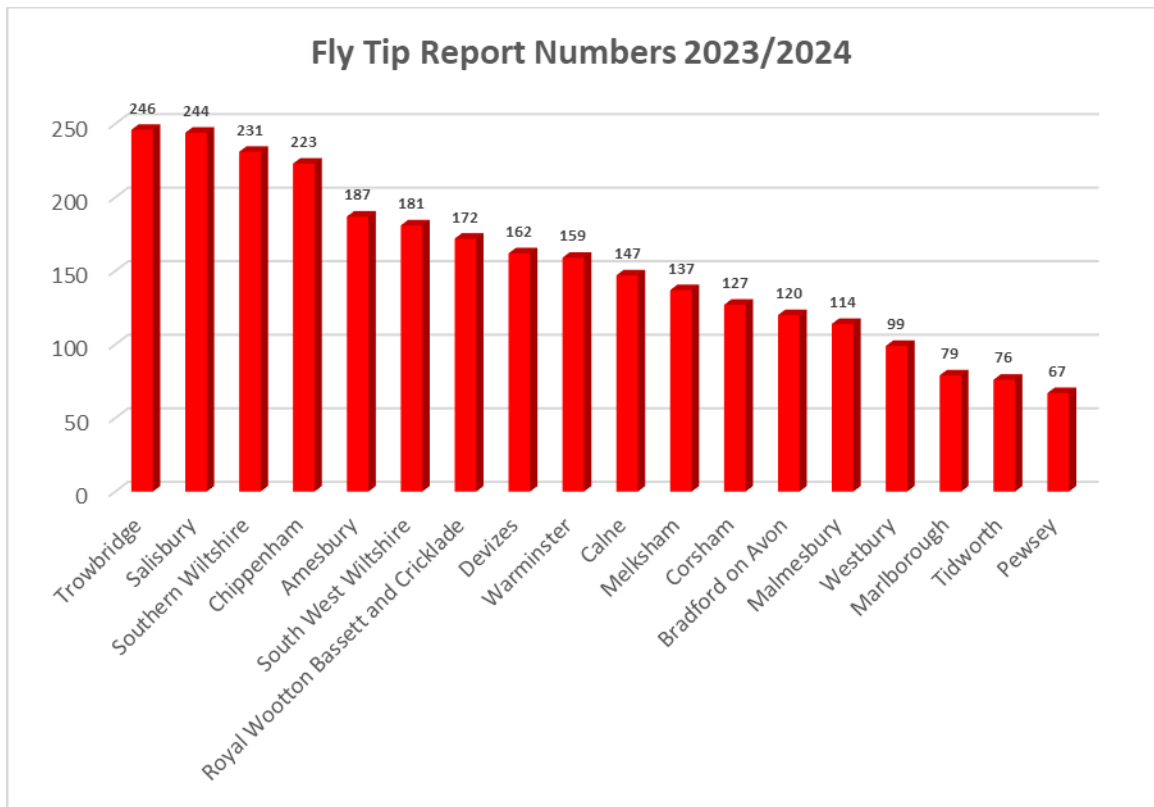


Figure 21: Fly tip reports per area board 2023/24.

10.6 **Figure 22** below shows a comparison of fly tip report numbers for 2022/23 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.

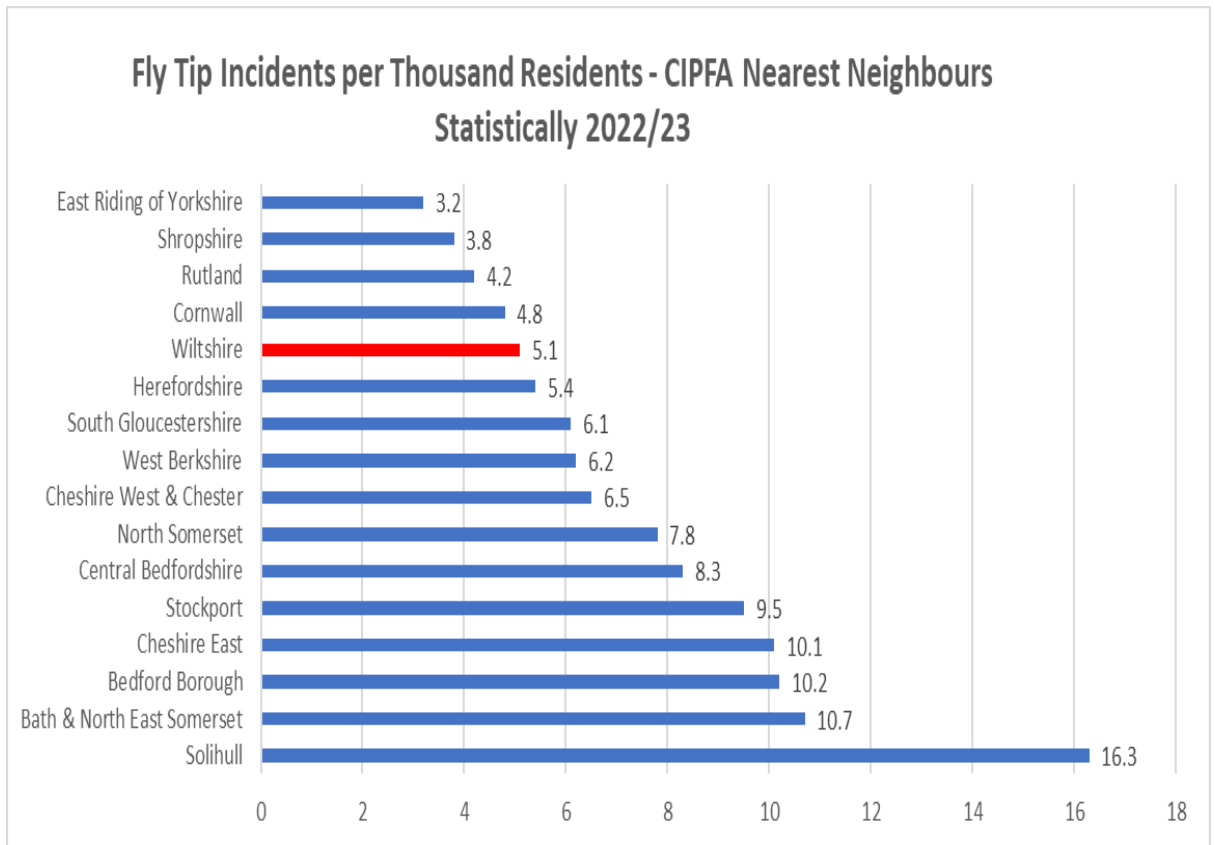


Figure 22: Fly tip report numbers per 1'000 people – Wiltshire compared with its near statistically similar neighbours, 2022/23

Household Waste Management Strategy: Forward Thinking Towards Zero Avoidable Waste

2017 – 2027

Annual Action Plan 2023-24

Progress and Delivery Report

1. Introduction

The annual action plan documents the priorities, and activities to delivery against these, for the waste service for the previous year. The 2024/25 Action Plan (separately attached as Appendix 4) plan outlines how the service will develop and focus its resource during the next year to meet the strategic aims and priorities within the waste strategy.

2. Vision and priorities

Our vision for Wiltshire's Household Waste Management Strategy 2017-2027 is to work towards zero avoidable household waste in Wiltshire.

We will work together with stakeholders to manage household waste in accordance with the waste hierarchy.

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.

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.

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.

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.

Priority 5 – Litter and Fly-tipping

The council will continue to respond to incidents of fly tipping on land for which the council is responsible with enforcement actions ranging from initial investigation to prosecution of offenders. We will continue to use all the tools available to us to tackle this criminal activity. We will continue to respond to reports of litter. This activity cost the council more than £2.5m in 2018-19 – money which could have been better invested in delivering the council’s priorities.

3. Actions

Priority 1 – Waste Prevention		
	Action details	Update on Delivery
Action A	Undertake a review of how waste prevention activities are incorporated within the service procurement strategy which will consider future service delivery models post 2026.	Deferred To be undertaken as part of the Waste Transformation Programme and commissioning of new service contracts.
Action B	As part of the Environment Directorate communications plan 2023/23, provide regular engagement and education sessions for internal stakeholders and contractors. Consider use of online platforms to increase participation of stakeholders.	Achieved Monthly Environment engagement meetings have been established to provide touch points for Env Dir services to collaborate on upcoming engagement activity. Utilised online platforms such as social media and emailed newsletters to a defined (and growing) circulation list, to convey waste prevention messages. The ‘Recycling: Let’s Sort It’ newsletter was launched in November 2023, and we have observed consistently high open and click rates since launch (Table 1.) Internal council newsletter has also been utilised, with waste education articles being included in the One Council newsletter. In March 2024, we also held the Climate and Environment Forum and used this as an opportunity to engage with Forum members about the how to reduce food waste ahead of food waste collections in August 2027.
Action C	Engage with community area boards and environment leads to provide advice and guidance to encourage community-led activities.	Not achieved Attended the Area Board Environment Leads meeting in February 2024 and provided an update on the key waste

	<p>Target: Reduce the amount of waste produced per household to 880kg/hhld in 2023/24, from 913kg/hhld in 2022/23.</p>	<p>prevention and recycling messages to be promoted to residents. Had a presence at the Warminster Area Board Environment themed day in March, providing an opportunity to engage with the Warminster community. There is further opportunity to engage with area boards to support community lead events.</p> <p>There has been an observed increase (0.8%) in total household waste, however the biggest increase has been observed in recycling and garden waste, with composting increasing back to expected levels, following a low point caused by droughts in 2022/23.</p>
Action D	<p>Subsidise and promote the use of food waste composters as an effective method of managing food waste in Wiltshire. Actively monitor and report the waste and carbon impact of the composters used within the county to evidence the value of the subsidy.</p> <p>Investigate options for promoting the use of complementary products, such as wormeries or water butts.</p> <p>Target: Increase sales from average of 1,650 per annum to 2,300 per annum.</p>	<p>Not achieved</p> <p>Designed a communications plan in conjunction with Great Green Systems to promote the use of food waste composters. This included content for social media, newsletters, garden waste renewal comms, and plans to promote at engagement events. Promotion of food waste digesters was a priority at the Warminster Area Board Environment Watch Day in March 2024. Continued promotion planned for FY24/25.</p> <p>Although the number of sales increased by 56.9% from last year (459 vs 720), the target was not achieved. The total carbon saving from the sale of 720 units is 37,3 tonnes CO₂e.</p>

Priority 2 – Repair and Reuse		
	Action details	Update on Delivery
Action A	<p>Continue to work with contractors and local voluntary, community, and social enterprise (VCSE) organisations to increase reuse and expand the range and quantity of reusable items which are taken to Wiltshire Council's household recycling centres for reuse rather than recycling or disposal.</p>	<p>Achieved</p> <p>Work has been done to encourage contractors to pull out suitable items for reuse at household recycling centres. Additionally, reuse activity has expanded at recycling centres since the launch of the paint reuse scheme and the book reuse scheme (end of 2023), as well as the expansion of the</p>

	Target: Increase items collected for reuse from 619 tonnes (2022/23) to 700 tonnes in 2023/24.	range of items which can be donated for reuse to also include bric or brack. Reuse messaging continued to be promoted on social media and in newsletters. The number of items collected for reuse increased to 860 tonnes in FY23/24, an increase of 39.4% from the previous financial year. Paint reuse increased from 1.3 tonnes in 22/23, to 13.1 tonnes in 23/24.
Action B	Introduce a system for separating good quality items collected as part of the bulky household waste collection service for reuse, rather than recycling or landfill.	Deferred Not started, KFR, the charity who accept reusable items for donation, do not currently have the capacity to accept extra materials.
Action C	Develop business case for opening a reuse shop, stocked with items collected from household recycling centres.	Achieved Business case has been developed to open a shop located within the KFR premises in Devizes. Awaiting approval.
Action D	Engage with local reuse organisations to develop a reuse forum to better understand and develop VCSE reuse capacity within the county and share good practice.	Deferred Activity displaced by other service priorities.
Action E	Support community environment groups and area boards who wish to hold community reuse and repair events or promote repair and reuse in the community.	Deferred Activity displaced by other service priorities.

Priority 3 – Recycling and Composting		
	Action details	Update on Delivery
Action A	Increase the quantity of dry recycling (recycling, excluding composting) collected and managed within the Council area, to include the introduction of increased waste sorting at household recycling centres. Target: Increase the total percentage of waste recycled or composted to more than 45% in 2023/24	Not fully achieved Progress made against target but not fully achieved. Observed increase in the total percentage of waste recycled or composted from 40% to 43.7%, however stretch target of above 45% not met.

	<p>Target: Increase the percentage of waste recycling or composted at HRCs to an average exceeding 40% in 2023/24 (current average is 35.2%).</p>	<p>Observed increase in the percentage of waste recycled or composted at HRCs from 35.2% to 37.4%, however target of above 40% not met.</p> <p>As part of the “Recycling: Let’s Sort It!” campaign, waste sorting tables were introduced at all household recycling centres between September and October 2023; however, Cabinet requested that waste sorting was to be made an optional rather than mandatory activity for residents visiting HRCs with unsorted waste, and for the introduction to be phased in across the HRC network, which may have reduced the positive impact expected. .</p>
Action B	<p>Increase the quality of dry recycling (recycling, excluding composting) collected by reducing the materials that are incorrectly placed within recycling bins, and reducing contamination of recycling collected.</p> <p>Target: Reduce contamination of the recycling collected at the kerbside to below 10% (input contamination of materials delivered to the materials recovery facility)</p>	<p>Not fully achieved</p> <p>Progress against target achieved, but target not fully met, but decrease in contamination observed, with input contamination rate at the Material Recycling Facility (MRF) decreasing to 12.5% compared to 16.3% last year.</p> <p>Reduction in contamination of recycling collected at the kerbside can be attributed to the launch of ‘Recycling: Let’s Sort It’ campaign in March 2023. This has resulted in a higher proportion of recycling collected being sent for reprocessing.</p> <p>The quality of recycling we collected was higher in 23/24 compared to 22/23 (7,667 vs 10,571 tonnes of reject material). This has resulted in a higher proportion of collected recycling ultimately being recycled into new materials (+2.4% compared to 22/23), despite less recycling being collected at the kerbside.</p>
Action C	<p>Promote and deliver the chargeable garden waste collection service, including promoting the sale of the compost products produced, working to help improve subscription experience for customers.</p>	<p>Achieved</p> <p>Target subscription income achieved (105%). Renewal reminders issued from 5 June and included promotion of food waste composters.</p>

Action D	<p>Deliver the Environment directorate communications plan to promote increased recycling and respond to service demands. Including the promotion of our Waste End Destination Register, as part of the council's commitment as a voluntary signatory to the Resource Association's End Destination Charter. This shows the destination of waste materials collected for recycling or treatment and is intended to provide increased public confidence that the waste they sort for recycling is diverted from landfill.</p> <p>Target: Publish updated Waste End Destination Register on the council's website by 1 June each year.</p>	<p>Not achieved Full year data not submitted to waste data flow until end of June, making 1 June target unrealistic. Aim to have Waste End Destination Register on the council's website by August/September, following validation of waste data flow submissions by Defra. 24/25 Action Plan activity updated accordingly.</p>
Action E	<p>Develop and adopt a new household recycling centre (HRC) strategy which outlines the optimal provision of a suitable network of HRCs within the council area, ensuring that the developing network meets the changing requirements and demographics of Wiltshire's residents now and in the future.</p>	<p>Not achieved Some progress made. First draft of HRC delivery plan has been written which recommends changes and improvements to the current network. This will be delivered under the four-year Waste Transformation Programme.</p>
Action F	<p>Continue work to understand and assess the impact of new waste policy and legislation, with particular reference to the Environment Act 2021. Commence work to plan for service developments to maintain compliance with the new legislation.</p>	<p>Achieved This has been assessed and work has been planned under the four-year Waste Transformation Programme.</p>

Priority 4 – Energy from Waste		
	Action details	Update on Delivery
Action A	<p>Work with the council's waste contractors to review the wastes which are currently sent to landfill for their suitability for diversion. These include:</p> <ul style="list-style-type: none"> • Waste collected from bulky waste collection service • Non-recyclable waste collected at household recycling centres • Waste collected from fly tipping and litter collections. <p>Target: In 2023/24, maintain or exceed the Corporate KPI target (percentage of waste sent for treatment/ energy recovery) of 42%. Note that performance exceeded this target in 2022/23, at 44.6%.</p>	<p>Achieved A shredding process to divert the residual waste collected from HRCs (and Bulky items) from landfill was successfully trialled with a business case developed for permanent implementation in 2024/25.</p> <p>Maintained KPI target of 42% of waste being sent for treatment and energy recovery was met (42.8%), the decrease compared to last year can be attributed to the 2.8% increase in recycling rate.</p>

	Target: Increase the HRC total diversion rate (waste collected for recycling, composting and landfill diversion) to an average of 80% across all sites, compared with 2022/23 average rates of 75%.	A total of 82% of waste collected at HRCs was diverted from landfill, this was aided by the shredding trial which took place in November and December.
Action B	Assess impacts of new policy and legislation on the existing energy from waste contracts to continue to successfully divert household waste from landfill.	Not achieved This will be assessed with work planned under the four-year Waste Transformation Programme.

Priority 5 – Litter and Fly Tipping		
	Action details	Update on Delivery
Action A	<p>Litter We will continue to work with local communities and partners to support the following schemes in order to work to reduce litter:</p> <ul style="list-style-type: none"> • Great British Spring Clean • Clean Up Wilts – Wiltshire communication campaign • Best Kept Villages, (requests considered against available resource – apply to all) • Britain in Bloom and other national campaigns (as above) <p>The council is members of the Keep Britain Tidy group and will actively support their national campaigns through social media and signposting. In addition, the Streetscene team participate in forums with other local authorities, through the Keep Britain Tidy group to identify best practice. Continue to support the Community Engagement Manager in co-ordinating litter picking community events.</p>	<ul style="list-style-type: none"> • 154 community litter picks supported • Over 7500kg litter collected from community litter picks • 2 Kept village requests supported
Action B	<p>Litter Work with National Highways, to develop and trial responses to highways-related litter.</p>	<ul style="list-style-type: none"> • Bi-annual meetings with National Highways • Shared communications regarding cleansing of A303 & A36 • Shared road space has enabled Idverde to litter pick under National Highways road closures to minimise cost.
Action C	<p>Litter Carbon reduction targets are now built into the Streetscene contract including alternative fuels contractor efficiencies when creating schedules</p>	<ul style="list-style-type: none"> • Contractor has installed HVO tanks and will be running vans and mowers on HVO from June 2024 • All Streetscene staff are driving electric fleet
Action D	<p>Litter</p>	<ul style="list-style-type: none"> • 93.75% of litter reports cleared within 7 days

	With the implementation of HIAMS we will be looking to increase the percentage of litter instances cleared within 7 days as we enable the contractor to maximise efficiencies in scheduling their resources.	
Action E	<u>Litter</u> The council has identified funding of £0.350 (£0.4m less £50k on fly posting) for a number of litter initiatives, including great communications, enforcement and cleaning.	“Don’t mess with Wiltshire” Campaign launched including petrol pump advertisement, bus advertisement, social media and newspaper. 42 schools supplied with litter picking equipment and participated in community litter picks.
Action F	<u>Fly-tipping – Marketing/PR</u> Focus on educating residents and businesses regarding the lawful management of their waste and work to minimise transfer of waste to unlicensed collectors through carrying out preventative campaigns and using social media. Widely publicise use of formal actions (fixed penalty notices and prosecutions) to further enhance the deterrent effect of these measures on this illegal activity. Further promote and utilise the council’s anti-fly tipping campaign ‘We’re Targeting Fly-Tippers’ with an associated reward scheme for anyone providing information to the council which leads to successful formal outcome. New Allocation of budget for communications linked to above measures as well as enhanced campaign work, TV/Radio exposure, social media and signage.	Continuation of ‘We’re Targeting Fly-tippers’ Campaign WTF with huge success. The Enforcement Team along with Comms won a national award – Environmental Campaign of the Year Award 2024 – Keep Britain Tidy. Investment of £150k successfully implemented and working well.
Action G	<u>Fly-tipping – Technology</u> New Allocation of budget to significantly increase the CCTV (Covert/Overt) capability of proactive camera operations to apprehend fly-tippers in rural hotspots countywide.	Delivering rolling programme of camera operations at known hotspots.
Action H	<u>Fly-tipping – Operational</u> New Allocation of budget to increase the human resource to effectively increase the formal actions relating to fly-tipping enforcement. This in turn will aim to reduce fly tip reports across the County. Resource includes a technical officer responsible for the CCTV elements and camera operations countywide.	All officers in post and delivering to high standards.
Action I	<u>Fly-tipping – Education</u> New	Delivery of wide ranging advertising campaign ongoing. Continued presentations to Police to increase partnerships working. Raising awareness with Town & Parish Councils and advise on lawful waste management and duty of care.

	Service delivered presentations on fly-tipping and enforcement to stakeholders to include Police, Area Boards, Town & Parish Councils and local volunteer groups.	
Action J	<u>Fly-tipping</u> Further develop joint working with partner agencies to reduce fly-tipping involving intelligence sharing (Rural Crime Partnership and Joint Intelligence Committee). This will involve investigating and developing an intelligence sharing system across internal enforcement departments and external partner agencies. Increase cross-border working with other local authorities and share best practice to tackle fly-tipping.	Still in place and operating well.
Action K	<u>Fly-tipping</u> Increase stop and search operations with partner agencies both nationally and at a local level. This will include an increase of combined officer mobile patrols to apprehend illegal waste or scrap metal carriage. Operations such a Rogue Trader, Granite and Tornado will further increase the proactive deterrent effect to improve the local environmental quality in Wiltshire.	Continued focussed operations continue both as static and mobile in terms of delivery.

Table 1. Recycling Let's Sort It Engagement Stats. Data extracted from MailChimp on 21 August 2024.

Month	Open rate (%)	Clicks	Unsubscribed
November	60.3	638	8
December	58.8	438	6
January	59.8	327	4
February	59.5	458	6
March	56.3	692	0
April	60.0	766	4
May	59.2	894	2
June	57.6	421	1
July	58.4	481	5

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**Household Waste Management Strategy: Forward Thinking
Towards Zero Avoidable Waste**

2017 – 2027

Annual Action Plan 2024-25

1. Introduction

This annual action plan documents the priorities and activities for the waste service for the coming year. The plan outlines how the service will continue to develop and focus its resource during the next year to meet the strategic aims and priorities within the waste strategy.

In addition to this action plan, an annual performance review has been developed to report performance against the strategic priorities over the past year.

2. Vision and priorities

Our vision for Wiltshire's Household Waste Management Strategy 2017-2027 is to work towards zero avoidable household waste in Wiltshire.

We will work together with stakeholders to manage household waste in accordance with the waste hierarchy.

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.

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.

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.

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.

Priority 5 – Litter and Fly-tipping

The council will continue to respond to incidents of fly tipping on land for which the council is responsible with enforcement actions ranging from initial investigation to prosecution of offenders. We will continue to use all the tools available to us to tackle this criminal activity. We will continue to respond to reports of litter. This activity cost the council more than £2.5m in 2018-19 – money which could have been better invested in delivering the council's priorities.

3. Actions

Priority 1 – Waste Prevention		
	Action details	Resources
Action A	Undertake a review of how waste prevention activities are incorporated within the Waste Service Delivery Plan which identifies preferred future service delivery models post 2026.	Waste Team
Action B	As part of the Environment Directorate communications plan 2024/25, provide regular engagement and education sessions for residents and internal stakeholders. This includes: <ul style="list-style-type: none">• Greater focus on the Waste Hierarchy and the importance of waste prevention. Develop a communications/engagement strategy which includes branding to support waste prevention campaigns.• Develop a programme of scheduled Area Board visits, engage with environment leads in conjunction with the Waste Technical Officer/ Waste Project Officer.	Waste Team Communications Strategic Engagement & Partnership Managers

Priority 2 – Repair and Reuse		
	Action details	Resources
Action A	<p>Expanding and exploring online opportunities for promoting and increasing reuse. For example:</p> <ul style="list-style-type: none"> • Exploring the opportunity to develop or utilise an e-commerce platform such as eBay or Facebook Market Place, to advertise and sell items which have been donated for reuse. • Having a presence in specific reuse social media groups 	<p>Waste Team Communications and Marketing IT Contractors</p>
Action B	<p>Introduce a system for separating good quality items collected on the bulky household waste collection service for reuse rather than recycling or landfill.</p>	<p>Waste Team Contractors</p>
Action C	<p>Progress and implement the business case for opening a reuse shop, stocked with items collected from household recycling centres.</p>	<p>Waste Team Contractors Communications</p>
Action D	<p>Engage with local reuse organisations to develop a reuse forum to better understand and develop VCSE reuse capacity within the county and share good practice. Supporting community reuse and repair events or promote repair and reuse in the community.</p>	<p>Waste Team Community engagement managers Communications</p>
Action E	<p>Work with the waste collections contractor to ensure reusable container or parts thereof are used to fulfil container orders ahead of purchasing new containers and to establish systems to record the number of reused / repaired containers. Once established communicate the benefits to residents of this scheme (cost saving, carbon benefit, etc).</p>	<p>Waste Team Communications</p>

Priority 3 – Recycling and Composting		
	Action details	Resources
Action A	<p>Increase the quantity of dry recycling (recycling, excluding composting) collected and managed within the council area, including the continued promotion of increased waste sorting at household recycling centres.</p> <p>Target: Increase the total percentage of waste recycled or composted to more than 45% in 2024/25</p>	<p>Waste Team Contractors Communications</p>

	Target: Increase the percentage of waste recycling or composted at HRCs to an average exceeding 40% in 2023/24 (current average is 35.2%).	
Action B	Increase the quality of dry recycling (recycling, excluding composting) collected at the kerbside by reducing the materials that are incorrectly placed within recycling bins by residents, and reducing contamination of recycling collected. Target: Reduce contamination of the recycling collected at the kerbside to below 10% (input contamination of materials delivered to the materials recovery facility)	Waste Team Contractors Communications
Action C	Extend the small rechargeable devices collection scheme to encompass all small Waste Electrical and Electronic Equipment (WEEE).	Waste Team Contractors
Action D	Promote and deliver the chargeable garden waste collection service, including promoting the sale of the compost products produced, working to help improve subscription experience for customers.	Waste Team Contractors Communications
Action E	Improved communication of end destination of waste to residents, to encourage engagement with the information, and promote participation in council recycling schemes.	Waste Team Communications
Action F	Develop and adopt a new Delivery Plan document which outlines the provision of a suitable network of household recycling centres (HRCs) within the council area, ensuring that the developing network meets the changing requirements and demographics of Wiltshire's residents now and in the future.	Waste Team
Action G	Continue work to understand and assess the impact of new waste policy and legislation, with particular reference to the Environment Act 2021. Commence work to plan for service developments to maintain compliance with the new legislation.	Waste Team
Action H	Subsidise and promote the use of food waste composters as an effective method of managing food waste in Wiltshire. Actively monitor and report the waste and carbon impact of the composters used within the county to evidence the value of the subsidy. Investigate options for promoting the use of complementary products, such as wormeries or water butts. Target: Increase sales from average of 1,650 per annum to 2,300 per annum.	Waste Team Communications

Priority 4 – Energy from Waste		
	Action details	Progress on action
Action A	Apply the waste hierarchy by maximising the diversion of non-reusable bulky household waste from landfill to be shredded and sent energy from waste. Deliver the savings demonstrated by the capital business case for the purchase of the shredder.	Waste Team Contractors
Action B	<p>Assess impacts of new policy and legislation on the existing energy from waste contracts to continue to successfully divert household waste from landfill.</p> <ul style="list-style-type: none"> Impact of food waste collections in 2027 on the MBT contract Impact of the emissions trading scheme (ETS) on the lakeside contract due to be implemented in 2028 	Waste Team

Priority 5 – Litter and Fly Tipping		
	Action details	Resources required
Action A	<p>Fly-tipping - Technology Significant use of overt/covert cameras in full use across fly-tipping hotspots countywide. Realised investment has enabled a rolling programme of units co-ordinated by the Enforcement Officer – Tech. Significant investigations have been borne out of such camera footage to be communicated when cases are complete.</p> <p>Overt CCTV Towers in littering/fly-tipping hotspots installed. Highly visible towers with ANPR capability operational across 6 sites in Wiltshire (3 x littering areas; 3 x Fly-tipping). 3 x Towers funded by Wiltshire Council; 3 x Towers funded by a successful grant application received from the Fly-tipping Intervention Scheme – Rural Payments Agency c.£46k).</p>	Environment Enforcement Team
Action B	<p>Fly-tipping – Operational Temporary funding allocated for additional staffing to deliver a Cabinet Priority to reduce littering and fly-tipping by increased activity and staffing to deliver. An additional 3 x officers operating across enforcement roles to actively investigate environmental offences in the County.</p>	Environment Enforcement Team
Action C	<p>Fly-tipping – Education Delivery of a wide-ranging educational campaign linked to WTF, utilising advertisements such as; Bus Stops, Buses, petrol pumps, Radio and TV adverts and filming opportunities with mainstream daytime TV e.g. Defenders UK; Caught Red Handed.</p>	Environment Enforcement Team Communications Team

	<p>Further developed WTF Campaign called 'Stop at Source' (SAS) to be implemented which concentrates on educating householders and businesses to not give waste to would be fly-tippers unless they:</p> <ul style="list-style-type: none"> • Check they have a valid waste carriers' licence • Record their vehicle details • Get a receipt or waste transfer note <p>If the above checks are not made, they risk receiving a fixed penalty themselves if their waste becomes fly tipped.</p>	
Action D	<p>Fly-tipping & Littering – Increased Fixed Penalty Notice amounts (FPN) Council adopted new FPN amounts in line with current legislation.</p> <ul style="list-style-type: none"> • Smaller scale fly-tipping offences now £1,000 (previously £400). • Failure to comply with Household Waste Duty of Care now £600 (previously £400). • Littering now £500 (previously £150). 	Environment Enforcement Team
Action E	<p>Fly-tipping – Intelligence Sharing Further develop joint working with partner agencies to reduce fly-tipping involving intelligence sharing:</p> <ul style="list-style-type: none"> • Rural Crime Partnership - Wiltshire • Rural Crime Team – Wiltshire Police • Joint Intelligence Committee • South-West Regional Organised Crime Unit • Government Agency Intelligence Network • Environment Agency 	Environment Enforcement Team Wiltshire Police
Action F	<p>Fly-tipping – Stop & Search Operations Increase stop and search operations with partner agencies both nationally and at a local level. This will include an increase of combined officer mobile patrols to apprehend illegal waste or scrap metal</p>	Environment Enforcement Team Wiltshire Police

	carriage. Operations such a Ragwort, Rogue Trader, Granite and Tornado will further increase the proactive deterrent effect to improve the local environmental quality in Wiltshire.	
Action G	<p><u>Litter</u> We will continue to work with local communities and partners to support the following schemes in order to work to reduce litter:</p> <ul style="list-style-type: none"> • Great British Spring Clean • Clean Up Wilts – Wiltshire communication campaign • Best Kept Villages, (requests considered against available resource – apply to all) • Britain in Bloom and other national campaigns (as above) <p>The council is members of the Keep Britain Tidy group and will actively support their national campaigns through social media and signposting. In addition, the Streetscene team participate in forums with other local authorities, through the Keep Britain Tidy group to identify best practice.</p> <p>Continue to support the Community Engagement Manager in co-ordinating litter picking community events.</p>	Streetscene team Communications team
Action H	<p><u>Litter</u> Work with National Highways, to develop and trial responses to highways-related litter.</p>	Streetscene team
Action I	<p><u>Litter</u> Carbon reduction targets are now built into the Streetscene contract including alternative fuels contractor efficiencies when creating schedules</p>	Streetscene team
Action J	<p><u>Litter</u> With the implementation of HIAMS we will be looking to increase the percentage of litter instances cleared within 7 days as we enable to the contractor to maximise efficiencies in scheduling their resources.</p>	Streetscene team

Wiltshire Council

Environment Select Committee

3rd September 2024

Subject: Streetscene and Grounds Maintenance Contract Update

Cabinet Member: Nick Holder – Highways, Street Scene and Flooding

Key Decision: No

Executive summary

The scope of the council's new Streetscene and Grounds Maintenance contract covers a wide range of services including grounds maintenance, grass cutting, street cleansing, election material deliveries and play area provision.

The contract, which was awarded to IdVerde is mainly an outcome requirement. This means the council states the standards to be achieved and the contractor delivers the outcomes in the most effective way and is incentivised by the contract terms to ensure this occurs.

The 2023/24 baseline budget was £4,96m, the spend was £4.61m as at year end with a £0.35m efficiency retention for reinvestment in 2024/25.

In 2023/24 savings of £1.078m (£0.4m from full year efficiency savings and £0.678 from service amendments) were delivered.

The Streetscene function was given additional funding to deliver extra litter related and cleansing services to the value of £0.37m. These services were delivered via the contract.

The Performance and Outcomes Group (POG) and Place Performance and Outcome Board (POB) receive regular updates on performance and the Key Performance Indicators (KPIs) are recording good performance.

The monthly contract operational Key Performance Indicator score (KPI) is 6 out of 10, which is considered adequate to good performance.

The annual contract deliverable KPI score (including environmental impact/ programme/quality/staff) is good at 7.5 out of 10.

Idverde achieved a score for their contract undertakings of 7.8 out of 10, which is good.

The performance outcome for 2023/24 resulted in a 9 month extension to the contract, as adequate to good delivery. The maximum possible extension was 14 months for exceeding expectations and requirements. The contract period is currently 5 years and 9 months from November 2022.

Idverde's Carbon Commitment will be primarily using Hydronated Vegetable Oil (HVO) to meet their contract carbon requirements.

Idverde are using 3 Wiltshire Council depots. A fourth was vacated following a water leak to which they did not return, resulting in a loss of £0.034m in rent.

Monthly Service Delivery Team meetings and an annual review have been established to manage the contract, with an escalation process in place for contract failures or challenges. No issues have been escalated.

Proposal

That the committee:

- a) Note the contents of the report and performance of the StreetScene and Grounds maintenance contract in 2023/24.
- b) Request a further update on service provision to this Committee at a future meeting.

Reason for proposal

To update the Committee on the Streetscene and Grounds Maintenance contract performance for 2023/24.

Samantha Howell
Director of Highways and Transport

Report Author: Adrian Hampton (Head of Highway Operations)

Contact details: adrian.hampton@wiltshire.gov.uk

Wiltshire Council

Environment Select Committee

3rd September 2024

Subject: Streetscene and Grounds Maintenance Contract Update

Cabinet Member: Nick Holder – Highways, Street Scene and Flooding

Key Decision: No

Purpose of report

1. To provide an update on the Streetscene and Grounds Maintenance contract performance for 2023/24.

Background

2. The scope of the Streetscene and Grounds contract covers a wide range of services including grounds maintenance, grass cutting, street cleansing, election material deliveries and play area provision.
3. The contract, which was awarded to IdVerde is mainly an outcome delivered provision. This means the council sets the standards to be achieved and the contractor decides the most effective way to achieve the outcomes.
4. An Option C New Engineering Contract (NEC) 4 is being operated. An NEC Option C contract pays the contractor defined operational costs (actual costs) rather than individual rates. However, to incentivise efficiencies the contractor at the time of tender provides a cost per activity. The number of activities the council uses is multiplied against the prices to set a Target Price. The Target Price is not the price paid, but the level at which incentivised payments can be made, or a reduction in sums occur. It is commonly known as a 'gain or pain' contract. This gives a considerable incentive for the most efficient delivery as once over the Target Price, the full costs are not paid by the council.

5. Performance is further incentivised by the extension of the contract being based on trigger points (Appendix A), with up to a possible five year extension being based on outcomes.
6. Monthly performance reports are captured for the Place Performance and Outcome Board/ Group (Appendix B).
7. There are monthly operational and service review meetings, with an annual review. The results of these review meetings are used to score idverde's performance and allow issues to be identified and quickly resolved.
8. The financial budgetary position in 2023/ 24 was:

Detail	Finances	Comments
Original recurring contract saving	£0.4m	Full Year retender savings assumption
Recurring service amendment savings	£0.678m	Appendix C Service Delegation to Trowbridge Town Council, changes to town centre cleaning etc.
Baseline Budget	£4.96m	Includes recurring savings above
One off carry over budget 22/ 23 to 23/ 24	£0.353m	Committed funding for carry over works due to delayed commencement of contract.
2 Year funding (per year funding) increase for local priority street scene improvements	£0.370m	Appendix D Scheduled main road litter, car park cleaning etc.
Total Available Spend 2023/ 24	£5.68m	

Table 1

9. The 2023/ 24 Streetscene policy commitments were used as the contract baseline service levels (Appendix E) and used as the measure for the baseline contractor deliverable outcomes. All additional service funding was linked to the local priorities identified by the council to ensure measurable and performance was managed.

Main considerations for the Committee

10. The 2023/ 24 completed works undertaken were (Appendix F gives more details):

Details	Volumes
Code of Practice for Litter and Refuse (COPLAR) Reactive Works (per litter pick)	1,115.00
Number of empties of public litter bins	291,639
Number of fly tip removals	1,346
Meter squared of town centre areas cleaned	16.8 mil
Meter squared of Amenity Grass cut	2,412,022
Meter squared of Low Amenity Grass cut. (Scoped as an Environmental Cut)	425,851
Meter squared of Wildflower/Conservation Grass cut. (Scoped as an Environmental Cut)	396,948

Table 2

11. The Option C contract management processes have been successful, delivering services to an acceptable level, within budget with additional efficiency savings and have allowed immediate corrective action to be taken to mitigate issues when problems occur.

12. However, the officers have identified a number of consideration with using an NEC 4 Option C contract for other services to note:

- The client resource requirement for an Option C agreement is far greater when compared to a schedule of rates contract. This is due to the need to audit actual costs (labour, materials, tools and equipment etc.) rather than merely pay an agreed rate. Whilst the increased cost is justified with large contracts as the management of spend ensures savings are greater than the client costs, such as the Streetscene contract, smaller contracts would not justify the additional auditing required.

- The council's selected incentive payment mechanism would better maximise efficiencies with an escalating payment system, rather than the current decreasing arrangement. This could mean that if the contract is delivered below the target price savings are not as great, but if the spend is above the target price the lost income to the contractor would greater encourage spend mitigation. As an Example. If a 75% incentive payment was applied if the costs were below the target price the council would only retain 25% of the saving achieved below the target price, but if the spend was above the target price the contractor would only be paid 25% of their costs above the target price.

13. The 2023/24 allocated budget was £5.68m (see table 1) and the actual spend was £5.33m as the NEC 4 efficiency savings return at the end of the year deducted £0.35m from the scheduled payments for rollover to the 2024/25 works.

14. The contract has delivered the £1.078m savings required in the Streetscene spend (£0.4m efficiency savings and £0.678m in service amendments). This included the Service Delegation to Trowbridge Town Council saving, which was completed and Idverde actively supported.

15. The contract KPIs all found the service to be achieving adequate and above for delivery.

- The monthly operational KPI scores delivered was 6 out of 10 (Appendix A) which is considered an adequate to good performance.
- The annual contract deliverable KPI scores (environmental impact/ programme/ quality/ staff etc.) were good at 7.5 out of 10.
- Idverde's score against their contract undertakings attained a good 7.8 out of 10.

16. The scoring reflected some major contractor community successes, these included:

- 154 community cleansing events.
- 16 local community amenity projects.
- Community group activities providing 1540 volunteer hours on Streetscene activities
- 9876kgs of litter waste collected from community groups.

- Overseeing the operational change following the Streetscene Service to Trowbridge Town Council and supporting the Westbury Town Council Service Delegation for January 2025.

17. Aspects which resulted in restricting higher scoring included:

- Delay in the transition to sustainable fuel (HVO), but this was achieved in March 2024
- The difficulty with providing an annual forecast, this was due to the commercial discussions, but a forecast was provided.
- Usual mobilisation issues in delivering a new contract.

18. The performance outcome for 2023/ 24 resulted in a 9 month extension to the contract, as adequate to good delivery. The maximum possible extension was 14 months for exceeding expectations and requirements. The contract period is currently 5 years and 9 months from November 2022.

19. The Place Performance and Outcome Board/ Group measures are recording high performance:

- The annual biodiversity target for increasing environmentally managed land is 289,375 m² with the actual area converted was 396,506.
- Community Support Events 12 month average was 154.
- Litter reports down 30% from 1,604 in 2022/23 to 1,115 in 2023/24;
- With circa 92.9% of litter reports cleared within 7 days.

20. While the council's depot infrastructure is currently unable to support contractor electric vehicles, Idverde (and all council depot occupying contractors) will primarily use Hydronated Vegetable Oil (HVO), or an alternative bio fuel, to meet their contract carbon requirements. Whilst this is not ideal, it is the next best option to electric to reduce vehicle carbon emissions in the short term. However, this incurs additional costs to the Streetscene Service as HVO is approximately 20% more expensive than fossil fuel. Further carbon reductions and revenue savings will only be possible if the electric charging infrastructure is provided through the Depot Strategy Programme.

21. Idverde are using three Wiltshire Council depots. A fourth was vacated following a water leak and not returned to resulting in a loss of £0.034m in rent to the Streetscene Service.

22. Monthly Service Delivery Team meetings are established, with an escalation process in place for contract failures or challenges. The Director of Highways and Transport is the appointed escalation officer for the council, should this be required. Currently no issues have needed to be escalated.

23. A review was undertaken in January to consider Idverde's performance and potential contract extensions as detailed above.

Environmental impact of the proposal

24. The contract has a number of required environment outcomes:

- a. Year on year carbon reductions with carbon neutrality by 2030. The carbon outcomes are being delivered by the electrification of small equipment and moving to alternative fuels such as sustainable Hydrotreated Vegetable Oil (HVO).
- b. A 5% increase in environmentally managed land areas. The move to more sustainable land management is incorporated into the contract with a target to move to increase areas which will support fauna and flora, such as wildflower and Meadow areas.

25. The performance against these targets are part of the Key Performance Indicator assessment for the extension of the contract (as detailed in Appendix A). Failure to meet the KPI targets impacts on any extension award.

Equality and diversity impact of the proposal

26. There are no equality and diversity impacts resulting from this update report.

Risk assessment

27. There are no risk assessment requirements resulting from this update report.

Financial implications

28. The 2023/24 allocated Budget was £5.68m, the budgeted spend was £5.33m as there was an efficiency incentive retention at year end of £0.35m for reinvestment.
29. The contract delivered recurring annual contract saving of £1.078m (See Appendix C).

Legal implications

30. Wiltshire Council carried out the procurement in accordance with Section B of Part 10 of its Constitution and in accordance with the Public Contracts Regulations 2015.

Conclusion

31. The contract has delivered good performance levels on the council's strategic priorities, with quicker litter collection times and a greater number of community supported activities.
32. The contract operational performance through the mobilisation period has been adequate, this improved as Idverde's back office systems (including budget forecasting) and infrastructure plans (relating to HVO and vehicles) were delivered.
33. The performance outcome for 2023/24 resulted in a 9 month extension to the contract, as adequate to good delivery. The maximum possible extension was 14 months for exceeding expectations and requirements. The contract period is currently 5 years and 9 months from November 2022.
34. The commitment £0.4m of savings was achieved in 2023/ 24 through the move to an outcome based provision with the contractor delivering service efficiencies.
35. A further saving of £0.678m was achieved through Wiltshire Council service amendments, this was attained by a mix of alterations including: a service delegation to Trowbridge Town Council and data led decisions on changes in service levels.

36. The 2023/24 allocated budget was £5.68m with a full year spend of £5.33m. A £0.35m efficiency incentive retention was made for reinvestment in 2024/ 25.
37. The Streetscene contract received additional litter collection and cleansing funding of £0.370m to address local priorities and these were all delivered, with performance recorded through the Place Performance Outcome Board..
38. The first year impact of the NEC Option C contract with a Target Price has been reviewed and possible improvements noted.
39. Monthly Service Delivery Team meetings and an annual review have been established, with an escalation process in place for contract failures or challenges. No escalations have been required to date.
-

Background papers

The following documents have been relied on in the preparation of this report:

None

Appendices

- Appendix A – Contract Scoring
- Appendix B – Performance Outcome Group Scoring
- Appendix C – Contract Savings
- Appendix D – Additional Funding
- Appendix E – Service Commitments
- Appendix F – Streetscene Outcome Quantities

Contract Extension Scoring

1. Extensions to the Initial Contract term (5 Years) may be awarded each year, to take effect at the end of the initial 5 year Contract term. Any extensions to the Contract term will be conditional on the acceptable performance of the Contractor during remaining part of the contract term. In the event of non-performance, or performance below the minimum acceptable standards, entitlement to any previously awarded extensions would be withdrawn.
2. The award of any extension to the Initial Contract term (5 Years) will be at the discretion of the Council. Events may take place that prevent the Contract term being extended due to political, economic or other reasons.
3. If an average score of less than 4.9 out of 10 is achieved, serious consideration would be given to terminating the Contract, or taking other corrective actions. In the event of poor performance in particular areas the selected Contractor may be required to prepare an Action Plan showing how services would be improved to meet the required standard. The selected Contractor's subsequent performance would be monitored and reviewed at the contract management meetings.
4. For average scores of 5.0 to 7.9 the selected Contractor would typically be awarded a nine-month extension to the Initial Contract term (5 Years), but the total extension period will not exceed five years.
5. For average scores of 8.0 and over the selected Contractor would typically be awarded a fourteen-month extension to the Initial Contract term (5 Years), but the total extension period would not exceed five years.
6. The scores will be reported to the relevant Council Committee or Panel in the Annual Review of Service.

Place Performance and Outcome Board/ Group

The Place Performance and Outcome Board/ Group measures are recording high performance:

- The annual biodiversity target for increasing environmentally managed land is 289,375 m² with the actual area converted was 396,506.
- Community Support Events 12 month average was 154.
- Litter reports down 30% from 1,604 in 2022/23 to 1,115 in 2023/24;
- With circa 92.9% of litter reports cleared within 7 days.

Budgeted savings and service implications - 2023/24

Street Scene budgeted savings £0.678m
Description
Allotment Maintenance Delegation to Parish and Town Councils
Reduce cemetery grass cutting frequency (to three weekly or monthly as required)
Reductions in pavement sweeping
Conversion of identified urban verge to wildflower
Review Play Areas without S106 funding (Policy for Service Delegation or Asset Transfer already in place)
Increased income from Developer Adoption
Cease external funding for streetscene works
Reduction in litter bin emptying, statutory litter picking service, reduction in layby litter picking etc.
Trowbridge Service Delegation completed

Previous Contract Savings (First Year Of Operation)

Street Scene budgeted savings £0.4m
Description
<p>Contract efficiencies introduced by the contractor to deliver to the budget. This would include:</p> <ul style="list-style-type: none"> • Only emptying litter bins when full. • Allocating staff to a task, rather than a time. For example once the town centre is clean, relocate the cleaning to other areas, rather than stay onsite.

- Sharing specialised equipment over several contracts, rather than allocating equipment just to Wiltshire Council.

Additional Funding (Per Year)

Description	Measure	Value
Biannual rural road and verge litter picking - Outside of High and Medium Intensity Areas (Unmapped Areas)	2,200 km of verge	£0.370m
Idverde Community Support	52 events (funded by Idverde)	
Biannual Litter pick - National Highways Trunk Roads (Including Slip Roads) - A303/A36	150 km verge	
Clean Multi-Story Car Park Stair Wells (regularly cleaning beyond service delegation which is in accordance with Code of Practice)	1 visit per month dependent on work requirements	

Streetscene Policy Commitments

Area	Expected Standard
Scheduled Litter Picking	All town centres will be at Grade A standard by 8am in accordance with the Code of Practice on Litter and Refuse standards.
Reactive Litter Picking	To the Code of practice for litter: GOV.UK: Statutory guidance Litter and refuse: code of practice
Litter Bins	Will be emptied to a frequency to prevent them overflowing and provided where there is a proven need.
Street and road sweeping is undertaken by Local Highways under the Milestone contract.	

Area	Expected mowing season	Expected frequency of cut	Type of mow
General grass areas Urban amenity areas for active play.	Second week March - end of October	Monthly	Cuttings to be as flown

<p>Environmental cut</p> <p>Urban grass areas suitable for biodiversity mowing.</p>	<p>One cut during March, July and September</p>	<p>N/A</p>	<p>Cuttings to be as flown</p>
<p>Wildflower/ conservation areas</p> <p>Urban grass where mowing can encourage native fauna and flora.</p>	<p>A cut will take place the last fortnight of March and commence again in the last two weeks of September.</p>	<p>N/A</p>	<p>Cuttings to be collected and composted onsite</p>

2023/ 24 Quantities Of Completed Works

Code of Practice for Litter and Refuse (COPLAR) Reactive Works (per litter pick)	1,115.00
Miles of Wiltshire Council rural roads and verges litter picked	2,837
Miles of National Highways trunk roads and verges litter picked (A303 and A36)	315
Number of empties of public litter bins	291,639
Number of fly tip removals	1,346
Meter squared of town centre areas cleaned	16.8 mil
Number of enhanced (scheduled not reactive) cleaning of National Highways laybys (<u>A303/A36</u>)	4,264
Hedges and shrubs - meter squared	226,697
Meter squared of Amenity Grass cut	2,412,022
Meter squared of Low Amenity Grass cut (Scoped as an Environmental Cut)	425,851
Meter squared of Wildflower/Conservation Grass cut (Scoped as an Environmental Cut)	396,948
Meter squared of Cemetery Grass cut	109,712
Number of community events supported	110

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Wiltshire Council

Environment Select Committee

3rd September 2024

Highways Term Maintenance Contract Year 1 Performance

Executive summary

The purpose of the report is to provide an overview of performance in Year 1 of the Highways Term Maintenance Contract, including an update on gully emptying and pothole repair.

The contract was awarded to Milestone Infrastructure (Milestone hereafter) on 1st April 2023.

The 'Wiltshire Highways Maintenance Contract Volume 3 Part A Client Scope – S815 Management Procedures' sets out the process for monitoring the contractor's performance. The results are used to monitor and report on the contractor's performance in providing the service and determine the entitlement of the contractor to an extension of the contract.

It has previously been reported to Committee (March 2024) that the extreme and prolonged cold and wet weather prior to the start of the contract had a serious impact on the condition of the road network, resulting in a large increase in the number of potholes and other defects across the county. The need to divert resources to treat the increase in defects had an adverse effect on some service areas, and this had an impact on the early performance scores being recorded.

The issues identified during the mobilisation period of the contract were actioned and using a robust performance management framework, Milestone have put procedures in place to mitigate risk and ensure service improvement where necessary. Staff satisfaction scores reflect this and the improved scores over the second half of the year shows there has been an improvement in the operation of the contract.

Since the commencement of the contract, council officers and senior Milestone staff have met on a regular basis to monitor and review progress of the services and performance being provided. The achieved score of 8.16 for Year 1 is considered good and will be used as a baseline for future years performance.

Good progress has been made on Carbon Reduction and Social Value, as detailed within this report.

Milestone's performance will continue to be monitored and it is recommended a further report be presented to a future meeting.

Proposal

That the committee:

- a) Note the contents of the report, and the progress and methodologies being used to assess performance, carbon reduction and social value.
- b) Request a further update to this Committee on completion of the second year of the contract.

Reason for proposal

The performance of Milestone has been monitored during the first year of operation. Although there have been some early issues, the contract has the potential to deliver the benefits envisaged.

Samantha Howell
Director Highways and Transport

Highways Term Maintenance Contract Year 1 Performance

Purpose of report

1. To provide an overview of performance in Year 1 of the Highways Term Maintenance Contract, including an update on gully emptying and pothole repair.

Background

2. The Council is the Local Highway Authority and is responsible for a highway network of over 2,800 miles, 3,700 miles of rights of way, and highway assets including almost 1,000 highway bridges, 90,000 gullies and approximately 50,000 street lighting columns and illuminated signs and bollards.
3. The management, maintenance and improvement of this infrastructure requires a high level of technical expertise to meet the legal, technical, and financial challenges they present, and there is a need for a specialist contractor to deliver the Council's highways maintenance and related services.
4. Prior to the ending of the previous highways contract in March 2023, a robust procurement exercise was undertaken in accordance with the 'Restricted Procedure' to identify an appropriate contractor to deliver the Council's highway maintenance services. The most advantageous tender for the Council, taking into account price, quality, carbon, and social value, was submitted by Milestone Infrastructure Ltd (Milestone). Following approval by the Cabinet on 11th October 2022 the contract was awarded to them and commenced on 1st April 2023.
5. The highway term maintenance contract includes for the provision of the following services:
 - Local Highways
 - Safety Repairs
 - Reactive Service
 - Routine Maintenance
 - Cyclic Operations
 - Parish Stewards
 - Minor Works
 - Integrated Transport
 - Improvement Schemes
 - Signing Works
 - Lining Works
 - Handrails and Barriers
 - Structures
 - Maintenance and Repairs
 - Bridge Replacements
 - Culverts
 - Drainage
 - CCTV Investigations

- Repairs
 - New Drainage Systems
 - Reactive Works – flooding etc.
 - Street Lighting
 - Inspections
 - Maintenance
 - Repairs
 - Replacements
 - Lighting Schemes
 - Checking Third Party Christmas Lighting across the Highway
 - Winter Service
 - Provision of Gritter Drivers
 - Call-outs, and Standby
 - Vehicle Management
 - Out of Hours Emergencies Service
 - Out of Hours Standby
 - Responding to Reactive Issues on the Highway
 - Works Programming and Supervision
 - Streetworks Coordination
 - Permits
6. The contract service period is for 5 years with an option for a 5-year extension based upon the acceptable performance of the Contractor measured through Key Performance Indicators.

Key Performance Indicators

7. Value for money and performance across the contract is being monitored through Key Performance Indicators (KPIs). Service specific and contract wide KPIs based on the Milestone quality submission at the tender stage have been developed and measured this year to establish a baseline against which future performance will be measured. In addition, monthly satisfaction scoring of the service areas is being undertaken by Council staff, the contractors and consultants involved in delivering the services.

Carbon Reduction

8. Under the contract Milestone are required to reduce their carbon footprint in line with Wiltshire's commitment to become carbon neutral by 2030. The potential award of a five-year contract extension allows the contractor the ability to develop a longer-term environmental plan showing how they will reduce their carbon usage past 2030. This will allow them opportunities to integrate future carbon reducing technologies in transport and manufacturing currently not available.

Social Value

9. At tender stage Milestone were required to provide commitments that will achieve wider financial and non-financial outcomes, including improving the wellbeing of individuals, communities and the environment of the county.

10. Milestone included a range of social value proposals which were considered in the tender assessment process. These included equality and diversity training, living wage requirements, local employment, jobs for armed forces veterans, apprenticeships, work experience opportunities and volunteering support with local charities. These will be monitored throughout the life of the contract.

Main considerations for the committee

11. The 'Wiltshire Highways Maintenance Contract Volume 3 Part A Client Scope – S815 Management Procedures' sets out the process for monitoring the contractor's performance. The results are used to monitor and report on the contractor's performance in providing the service and determine the entitlement of the contractor to an extension of the contract.
12. Milestone are responsible for self-monitoring, reporting and evidencing their performance monthly at the Contract Monitoring Progress Meetings.
13. The contract provides for the Council to award a five-year extension at the end of year 4 of the contract with the agreement of the Contractor. This is conditional on the acceptable performance of the Contractor during the remaining part of the contract term.
14. The final decision on the award of any contract extension will be at the discretion of the Council and signed off by the appropriate officers / cabinet members in accordance with the Councils Request for Contract Extension requirements.
15. The following methods are used to monitor performance, service and contract commitments:
 - Staff Monthly Satisfaction Scores against the Contract Performance Objectives
 - Key performance indicator scores against the Contract Performance Objectives
 - Carbon reduction and social value scores against Contract Commitments.

Contract Performance Objectives

16. The contractor's performance is measured against ten contract performance objectives. These are:
 - General Management
 - Financial Management
 - Customer Service and Quality
 - Health and Safety
 - Staffing Issues
 - Service Development and Innovation
 - Information Technology
 - Environmental Management and Carbon Reduction
 - Technical Performance – Quality
 - Technical Performance – Programme and Cost

Contract Monitoring using the Monthly Satisfaction Scores

17. The contract requires a web-based system to be used by partners within the contract to score each other's performance. Wiltshire currently uses the eContract system provided by Measure 2 Improve. This system generates a monthly email to key staff from the client, consultant and contractor involved in delivery of the service, requesting them to log into the scoring card and submit their scores to a set of specific questions about each partners performance in delivering the service during that month. The scores are marked from one to ten, with ten being the most satisfied. The scorers can also provide additional comments to support or explain their scores for that month.
18. For the purpose of monitoring the performance of the contractor, the Contract Monitoring Scores for the questions are grouped together to reflect the ten contract performance objectives. The monthly average satisfaction scores against the contractor for each contract objective are recorded in the contract monitoring spreadsheet as shown at **Appendix A**.

Contract Monitoring of KPI Scores against the Contract Performance Objectives

19. The contract also requires the contractor's performance to be monitored against a number of Key Performance Indicators (KPIs), which are aligned with the contract performance objectives. Each month the contractor provides evidence against the measures for each of these KPIs to demonstrate their ongoing compliance in provision of the particular service or outputs.
20. A score is determined each month based on the level achieved for each KPI against its measure. These scores are calculated each month and the average score for the year for each KPI is determined.
21. The scores for each Contract Performance Objective are determined as the total average of each KPI score for that contract performance objective for the year. These scores are added to produce the final total KPI scores for the year, as shown at **Appendix B**.

Carbon Reduction

22. The contract requires Milestone to provide carbon and environmental management commitments to improve decarbonisation of key areas of highway services. The National TOM's (Themes, Outcomes and Measures) Framework was used to identify measures and reporting formats.
23. Scores are awarded based on performance against the annual TOM's measures. These are scored up to a total of 10 points for each measure, the final total for the year is the average total of these measures, as shown at **Appendix C**.
24. Milestone's quality submission responses included a commitment to put in place a Carbon Reduction Plan setting out their approach to measuring, monitoring and reporting on carbon reductions throughout the life of the

contract. This includes year on year targets for Scope 1 and 2 Carbon intensity reductions, proposals for reducing Scope 3 carbon intensity, and reducing fleet CO₂ emissions. These targets are used to form key performance indicators linked to the award of the contract extension. Milestone have already implemented a number of carbon saving measures including:

- a. Switching from diesel to HVO fuel for their plant and vehicles reducing the vehicle fuel carbon impact by 90%
- b. Introducing electric loading shovels instead of diesel in the 3 main depots
- c. Providing only electric or hybrid company cars
- d. Depot waste segregation and recycling

25. The total carbon saving achieved in year 1 was 454 tCO₂e. Further detail can be found in the table included at **Appendix F**.

Social value

26. The contract requires Milestone to provide social value commitments that will improve the wellbeing of individuals, communities and the environment of the county. The National TOM's Framework was used to identify measures and reporting formats.

27. Milestone's quality submission responses included social value commitments, and their approach to measuring, monitoring and targets.

28. These targets are used to form key performance indicators linked to the award of the contract extension. Milestone have already implemented a number of social value initiatives.

29. Milestone have to date:

- a. Provided mandatory training on equality and diversity for all staff
- b. Provided one day workshops on Behavioural Safety for all staff
- c. Ensured all salaries are above the real living wage
- d. Provided an Internship through the Change 100 Programme
- e. Created 25 new jobs in the Wiltshire Area, 14 of which have been filled
- f. Engaged with the ex-armed forces through the Building Heroes programme to assist ex armed forces employees to find work in the private sector
- g. Sponsored Wiltshire Council's Wiltshire Business Sports and Gala Dinner
- h. Supported 5 existing Highway Maintenance Apprentices
- i. Sponsored 1 individual on a Supervisor Apprenticeship Programme, and
- j. are in the process of recruiting 3 new employees to start a Highway Maintenance Apprenticeship Programme in September 2024.

30. Scores are awarded based on performance against the annual TOM's measures. These are scored up to a total of 10 points for each measure, the final total for the year is the average total of these measures, as shown at **Appendix D**.

The Contactor's Annual Score

31. The final contractors annual scores for year one are shown at **Appendix E**.
The overall score for year 1 is **8.16**

Gully emptying

32. The budget increase in 2024/25 has allowed the use of additional tankers for both planned and reactive activities. The fleet now comprises of 3No standard tankers on scheduled works, 3No Vactor tankers with additional jetting capabilities on scheduled and reactive works and 1No tanker on discretionary work for Parish and Town Councils.
33. Emptying of 'High Risk' gullies has moved from a single annual visit to two visits per year. Gullies on the C and U/C roads have moved from a three year to a two-year cycle. The increase in cleaning frequency has the potential to reduce incidences of future flooding.
34. Work has recently been completed to review and update the gully asset data held by the Council. All gully data is now held on a graphical database that includes condition data, and this is being used to help determine priority and future emptying needs. The system will also record future historical data that over a period of time will allow intelligence to build up on those gullies that need an increased frequency of cleaning and conversely, those that do not need cleaning as frequently.
35. It is the intention to publish the detailed programme of gully emptying in the Autumn.

Pothole repair

36. The 2023/24 winter period saw a substantial increase in reported pothole numbers across the network. Typically, the number of pothole reports in the winter and spring months are around 700 to 900 per month; however, this increased to around 4,000 per month.
37. To address this, an early decision was taken to substantially increase the resources dealing with potholes by redeploying teams from other works. Also, to use only cold lay material (Viafix) as this was considered the quickest way of responding to the significant increase whilst limiting the impact on the travelling public.
38. Pothole numbers have now returned to seasonal norms and the resource levels have been adjusted accordingly.
39. Pothole repair time is based upon the criteria set out in the Wiltshire Council Highways Safety Inspection Manual. Each reported pothole is assessed by an engineer and given a priority based on the defect criteria. Not all reported potholes meet the defect criteria, and so not all reported potholes are repaired. Further, some reported potholes will take longer to be repaired as they are categorised as a lower priority than others. The aim is to fix Priority 1 potholes by the end of the next day; Priority 2 within 14 days, Priority 3 within 28 days,

Priority 4 in 60 days, and Priority 5 are referred to a manager for further consideration.

40. Performance of Milestone in the repair of potholes is monitored through the use of PowerBI dashboards and reviewed monthly by the client/contractor contract management team. Performance is also reviewed at the regular Highways and Transport Performance and Outcomes Group (POG) meetings and form part of the Council's Corporate Performance Dashboard. Given the significant increase in pothole reports over the winter period, headline results are also reported to Performance and Outcomes Board and Central Performance and Outcomes Board (POBs).
41. Current performance is considered to be very good with response times being recorded:

Priority	Response Time
1	1.1
2	10.4
3	11.1
4	64.2

42. Examples of the PowerBi dashboards are included at **Appendix G**
43. After comparison trials, the Council has moved to the use of Bobcat planning machines for more permanent repair of potholes and two machines are currently in operation.
44. Defects are entered into the Highway Infrastructure Asset Management System (HIAMS) by client technicians, who using experience allocate the defect for treatment. Defects are then programmed for repair in a way that minimises travelling distance to maximise efficiency. The failing surface is removed quickly and efficiently, and then repaired using a warm lay asphalt. This methodology has proved to be successful with positive feedback from residents having been received.
45. The disadvantage of this repair methodology is that because of the larger scale of operation, temporary road closures are needed more frequently. This requires a higher level of planning and programming, and unfortunately there is a greater level of disruption to the network in the localised area where the work is being undertaken.
46. In addition to the Bobcat machines, the Council is also using two spray injection machines known as Velocity Patchers and a single Dragon Patcher. These undertake repairs by utilising a bitumen emulsion combined with stone chips. They have the capacity to fill potholes and also seal and dress areas showing crazing/cracking, which has the advantage of dealing with the immediate defect and also arresting further deterioration. The nature of this repair method does mean that the use is confined to rural roads.

Environmental impact of the proposal

47. The impacts of climate change are likely to have significant effects on the highways network with increased incidents of flooding and temperature extremes causing more frequent damage to the roads, footways, and drainage systems. In accordance with the Council's Business Plan objectives, having a suitable highways contractor in place enables robust responses to be made to immediate problems and assists in developing strategies and ensuring evidence-led investment decisions to improve the condition of the network to help build resilience into the highway and transport infrastructure.
48. Milestone have implemented their carbon reduction plan to reduce the environmental impact of carbon throughout the life of the contract.

Equality and diversity impact of the proposal

49. The contract activities of maintaining and improving the highway network provide benefits to all people to enable them to be able to use the highway safely, whatever category they may fall into.
50. Milestone's social value commitments include equality and diversity training, living wage requirements, local employment, jobs for armed forces veterans, apprenticeships, and work experience opportunities.

Risk assessment

51. The operation of the Milestone contract has been regularly monitored from commencement through monthly contract update meetings, contract monitoring progress meetings and service delivery team meetings. These meetings have enabled risk concerns to be raised and resolved at an early stage.
52. Key contract risks addressed during the first year include:
 - Milestone's ability to set up and operate the service from day one of the contract;
 - Provision of additional resources to undertake the increase in work generated by the additional funding in highway maintenance.

Financial implications

53. The anticipated expenditure through the contract is likely to vary from year to year depending on budgets and priorities. The annual expenditure through the contract is expected to be in the region of £15 million; however, this is likely to vary depending on funding levels as is currently the case with the Council's increased investment for preventative maintenance.
54. The contract is primarily based on the resource levels to be provided by the contractor, and the contract needs to remain affordable and sustainable for the Council in the longer term.

Legal implications

55. The Council has a duty to maintain the highways network and related infrastructure. The highways maintenance contract will deliver important aspects of the highways service and will help ensure that the Council meets its obligations under the Highways Act and other relevant legislation. The term maintenance contract will help ensure that the services are provided to the standard necessary for the Council to fulfil its statutory duties.
56. The Milestone contract is helping the Council to meet its statutory duties, especially in connection with keeping the highway network safe.

Options considered

57. The operation of the Milestone contract has been monitored during the first year of operation. Although there have been some early issues, the contract has the potential to deliver the benefits envisaged.

Conclusion

58. The new term maintenance was awarded to Milestone on 1st April 2023.
59. The weather prior to the start of the contract had a serious impact on the condition of the road network, which resulted in a large increase in the number of potholes and other defects that Milestone have had to deal with.
60. The need to divert resources to treat the increase in potholes had an adverse effect on other service areas and this had an impact on the early performance scores being recorded.
61. Whilst there were some issues during the mobilisation period, Milestone have put in place procedures to resolve these. The staff satisfaction scores reflect this and the improved scores over the second half of the year shows there has been an improvement in the operation of the contract. Milestone's performance will continue to be monitored and it is recommended a further report is presented to Committee at a future date.
62. Since the commencement of the contract, council officers and senior Milestone staff have met on a regular basis to monitor and review progress of the services and performance being provided.
63. Good progress has been made on Carbon Reduction and Social Value.
64. The achieved score of 8.16 for year 1 is considered good and will be used as a baseline for future years performance.

Samantha Howell
Director Highways and Transport

Report Author:
David Thomas

Background papers

The following unpublished documents have been relied on in the preparation of this report:

Annual Contract Performance Report – prepared by Milestone
Annual Carbon Report – prepared by Milestone

Appendices

Appendix A – Monthly Satisfaction Scores
Appendix B – Key Performance Indicator Scores
Appendix C – Carbon Reduction Scores
Appendix D – Social Value Scores
Appendix E – Contract Summary Scores
Appendix F – Carbon Savings Summary
Appendix G – PowerBi defect dashboards

Key Performance Indicators Score - Summary Sheet 2023-24

CONTRACT OBJECTIVE	KEY PERFORMANCE INDICATOR	INDICATOR MEASURE	AVERAGE ANNUAL SCORES	AVERAGE FINAL SCORES 2023 - 24
General Management	All Key positions filled in the Organisation Structure	Number of key positions filled within the Organisation Structure - % of posts filled	8.33	9.39
	Winter Service Delivery - Routes completed on time	Number of routes completed in accordance with the required time (check contract docs)	10.00	
	Winter Service Delivery - Response time met	Number of occasions response time met for winter actions to be started - started at required time, provided we have >= 1 hour notice	9.83	
Financial Management	Financial Close-down Milestone	Proportion of Works Orders where time being complete and Final Financial Application being submitted (HIAMS Status 'Approve Quantities') is 90 days or less	5.78	7.25
	Paying subcontractors on time	The proportion of subcontractors paid with 30 days of agreed invoice	8.73	
Customer Service and Quality	Parish Steward Contact	Each Parish Steward to attempt to make contact with their respective Parish Contacts at least once per month	3.20	3.20
Health and Safety	Accident Incident and Accident Frequency Rate for Contract (AFR)	AFR Rate	10.00	10.00
Staffing Issues	Mandatory Training for Staff	% of staff that have completed all their mandatory training	8.92	8.92
Service Development and Innovation	Development of service tools to improve delivery	Service tools are being developed for each service stream	7.17	7.03
	Introduction of HVO to fuel commercial fleet	Availability of HVO within depots to commercial fleet	6.75	
	Automation of regularised notification processes to improve delivery	Software (Microsoft Power Automate) being used to automate regularised notification	7.17	
Information Technology	Development of visualisation tools to show service performance	PowerBI reports developed for each service stream	6.75	7.25
	Development of Interface between HIAMS and Causeway	Interface between HIAMS and Causeway explored and recommendations made	8.00	
	Paper base systems and processes are being digitised	Use of Procore to digitise paper based processes	7.00	
Environmental Management and Carbon Reduction	Waste Transfer Note compliance	Number of WTN's accurately completed	8.09	8.09
Technical Performance-Quality	Highways Emergency Response Attendance - Out of Hours	Percentage of Emergency Response attended to / commence make safe actions within one hour of request from client - Out of Hours	5.10	7.74
	Category P1 defects made safe within the required time	Percentage of Category P1 defects made safe by the end of next working day	9.33	
	Category P2 defects made safe within the required time	Percentage of Category P2 defects made safe within 14 days	7.17	
	Category P3 defects made safe within the required time	Percentage of Category P3 defects made safe within 28 days	8.75	
	Category P4 defects made safe within the required time	Percentage of Category P4 defects made safe within 60 days	8.33	
Technical Performance-Programme and Cost	Contractors Plan submitted to Wiltshire on a regular basis	The Contractors Plan is in place and being updated on a regular basis	10.00	10.00
			TOTAL	78.87

THE NATIONAL TOM'S MEASURES	UNIT OF MEASUREMENT	DETAILED MEASURE DESCRIPTION	NOTES	AVERAGE FINAL SCORES 2023-24
NT31 FM30 Carbon emissions are reduced	Total emissions measures in tonnes CO2e	Total Emissions for Wiltshire Contract Only: For County reporting purposes rather than contract performance monitoring due to the variable annual quantum of work likely under the contract.		10
		Baseline year data (tCO ₂ e all scopes)		10
	Carbon intensity measured in t/CO ₂ e/ £100,000 contract spend	Scope 1 Carbon intensity target and actual for the reporting year.	Baseline measure for 1st Year being reviewed.	N/A
	Carbon intensity measured in t/CO ₂ e/ £100,000 contract spend	Scope 2 Carbon intensity target and actual for the reporting year	Baseline measure for 1st Year being reviewed.	N/A
	Carbon intensity measured in t/CO ₂ e/ £100,000 contract spend	Scope 3 Carbon intensity target and actual for the reporting year	Baseline measure for 1st Year being reviewed.	N/A
NT44 FM61 Programme to achieve net zero carbon by 2030	Y/N – Provide relevant documents.	Policy and programme to achieve net zero carbon by 2030 including monitoring plan with specific milestones.		10
NT45 FM65 Carbon certification	Y/N – Provide relevant documents	Carbon Certification (Carbon Trust Standard, Planet Mark or equivalent independently verified) – achieved or to achieve for current year.	PAS2080 Accredited	10
RE37 FM66 Carbon reduction from energy efficiency – building operations	Tonnes CO ₂ e	Carbon emission reductions through reduced energy use and energy efficiency measures – building operations.	Baseline measure for 1st Year being reviewed.	N/A
		Report on total fleet CO ₂ e emissions across all scopes, calculating based on annual use of each fuel type x lifecycle carbon intensity of that fuel type		10
	Average Fleet carbon intensity (g/CO ₂ e/Mj)	Average Fleet Carbon intensity: Reporting against targets for contract management purposes for the Wiltshire contract only . For each Scope:	Baseline measure for 1st Year being reviewed.	N/A
NT46 FM70 Corporate travel schemes	Y/N – Provide description	Corporate travel schemes available to employees on the contract (subsidised public transport, subsidised cycling schemes and storage, sustainable corporate transport such as electric bus from public station to corporate facilities).		10
NT65 RE63 FM71 % Fleet at least Euro 6 or LEV push towards NT33	Percentage	Percentage of fleet or construction vehicles on the contract that is at Least Euro 6 or LEV, expressed as a total figure and by vehicle type.		7
NT66 RE64 FM72 Fleet emissions programme % split	Y/N – Provide description	Fleet emissions monitoring programme on the contract, including data collection (miles, type of vehicle, engine type, emission standard).		10
NT68 RE64 FM76 Plastic recycling	Percentage.	Plastic recycling rate on the contract (e.g. to reduce microplastics).	Remaining plastic issues associated with street lighting. Under review	8
Circular economy targets and plan	Y/N Provide description	A circular economy policy is applied on contract, and reported on each year Plan including KPIs, targets and a plan for each stage of the waste hierarchy and the phase-out of single use plastic.		10
RE66 Waste management verification	Y/N – Provide description	Waste management verification policies: audit hierarchy, downstream audits for waste stream.		10
RE42 Water use benchmark	Percentage	WATER: Percentage of buildings meeting good practice benchmark (e.g. REEB).	Being benchmarked. Subject to Wilts agreement	N/A
RE76 Water efficiency policy	Y/N – Provide description	A water efficiency policy is applied on contract, and reported on each year to reduce potable water waste and use and to improve general potable water use efficiency.		10
RE43 Water saved benchmark	M3	M ³ water saved against relevant benchmark (e.g. REEB)	Being benchmarked	N/A
NT35 RE49 FM93 Sustainable procurement commitments	% of contracts	Percentage of procurement contracts that include sustainable procurement commitments or other relevant requirements and certifications (e.g. to use local produce, reduce food waste, and keep resources in circulation longer).	Existing sub-contracts under review to formalise sustainability agreements	N/A
NT73 FM94 Low emission vehicles in the supply chain	% contracts	Percentage of contracts with the supply chain requiring contractors to operate low or zero emission vehicles.	Existing sub-contracts under review to agree zero emissions vehicles.	N/A
NT48 Supply chain carbon certification	Y/N – Provide Certification	Supply Chain Carbon Certification (Carbon Trust Standard for Supply Chain or equivalent independently verified) – achieved or to achieve for current year.	Discussion with SCP's ongoing	N/A
			TOTAL	9.58

THE NATIONAL TOM'S MEASURES	UNIT OF MEASUREMENT	DETAILED MEASURE DESCRIPTION	NOTES	AVERAGE FINAL SCORES 2023-24
NT1 RE1 FM1 Local direct employment	No. of people employed, expressed as Full-Time Equivalents (FTE).	No. of local direct employees (FTE) hired or retained (for re-tendered contracts) on contract for one year	Yr 1 measure is constrained by TUPE entitlement at commencement. Local recruitment and employment taking place.	8
NT2 RE2 FM2 Percentage locally employed (within a 20 radius from the Wiltshire Boundary)	Percentage	Percentage of local employees (FTE) on contract.	Yr 1 constrained by TUPE entitlement at contract commencement. Local recruitment and employment taking place	8
NT3a Jobs for armed forces veterans	No. people, expressed as Full-Time Equivalents (FTE)	No. of armed forces veterans (FTE) hired on the contract as a result of a recruitment programme who are long term unemployed (unemployed for a year or longer) and are facing specific barriers to transitioning to civilian employment that do not qualify them as disabled (e.g. long term service).	2 No. armed forces veterans are currently employed. Relationships with local veteran groups being established.	8
NT8 RE9 FM13 School and College Visits	No. staff hours	No. of staff hours spent on local school and college visits e.g. delivering career talks, curriculum support, literacy support, safety talks (including preparation time).	1 No. school visit held. Process of building relationships and complying with school protocols in progress.	8
FM16 Continuous Professional Development	Y/N – Provide relevant documents.	Company and supply chain policies in place that encourage and record staff engagement in Continuing Professional Development (CPD) activities based on individual interests, needs and priorities.	CPD taking place. Development plans linked to PDR process which has recently been completed	8
NT10 RE12 FM18 Apprenticeship opportunities	No. of weeks.	No. of weeks of apprenticeships on the contract that have either been completed during the year, or that will be supported by the organisation until completion in the following years – Level 2,3, or 4+.	Apprenticeship recruitment process in progress. Programme dictated by school calendar process	8
NT12 RE15 FM22 Work placements (unpaid)	No. of weeks.	No. of weeks spent on meaningful work placements or pre-employment course; 1-6 weeks student placements (unpaid).	Process of building relationships and complying with school protocols in progress.	8
NT13 RE16 FM23 Work placements (paid)	No. of weeks.	No. of weeks spent on meaningful work placements that pay Minimum or National Living wage according to eligibility for 6 weeks or more (internships).	Process of building relationships and complying with school protocols in progress.	8
NT14 FM25 Spend with VCSEs (Voluntary, Community and Social Enterprises)	£	Total amount (£) spent with VCSEs (Voluntary, Community and Social Enterprises) within your supply chain.		10
NT17 RE20 FM28 Voluntary hours donated to VCSEs	No. staff volunteering hours	Number of voluntary hours donated to support VCSEs (excludes expert business advice).	Relationships with local groups being developed in Yr 1	8
NT20 RE24 FM33 Staff health and wellbeing	No. employees provided access	No. of employees on the contract that have been provided access for at least 12 months to comprehensive and multidimensional wellbeing programmes.	Yr 1 measure is constrained by TUPE entitlement at commencement. Local recruitment and employment taking place.	8
NT21 RE25 FM36 Equality and diversity training	No. of hours (total session duration) multiplied by the no. of attendees	Equality, diversity and inclusion training, provided both for direct employees and supply chain staff.	Training has focused on minimum compliance requirements of operatives / staff.	N/A
NT41 FM40 Staff paid the Living Wage	Percentage	Percentage of staff on contract paid at least the relevant Real Living wage as specified by Living Wage foundation.		8
NT42 FM42 Supply chain partners paying the Living Wage	Percentage	Percentage of contractors in the supply chain required (or supported if they are micro and small business) to pay at least the Real Living wage.		7
NT58 FM42 Number of Employees paid the Real Living Wage	No. people (FTE)	Number of employees FTE on contract to have pay raised to Real Living Wage or higher (on a renewed contract or TUPE)		7
NT43 FM44 Initiatives to identify and manage Modern Slavery	£ invested including staff time	Initiatives taken throughout the local and global supply chain to strengthen the identification, monitoring and reduction of risks of modern slavery and unethical work practices occurring in relation to the contract (i.e. supply chain mapping, staff training, contract management).	Yr 1 measure is constrained by TUPE entitlement at commencement. Local recruitment and employment taking place.	8
NT61 RE60 FM47 Prompt payment – invoices paid in 30 days	Percentage	Percentage of invoices paid within 30 days.		9
NT62 Cyber security risks	Provide description	Number and percent of companies in the supply chain, to Tier 2, that achieve relevant cyber security certifications (e.g. Cyber Essentials, Cyber Essentials Plus or National Cyber Security Centre's 10 steps).	Under review	N/A
NT28 RE32 FM55 Donations to local community projects	£ value	Donations or in-kind contributions to local community projects (£ & materials).	Under review	N/A
NT29 RE33 FM56 Volunteering for local community projects	No. staff volunteering hours	No. of hours volunteering time provided to support local community projects.	Under review	N/A
TOTAL				8.06

Milestone
Contract Monitoring Scores Summary Sheet 2023-24

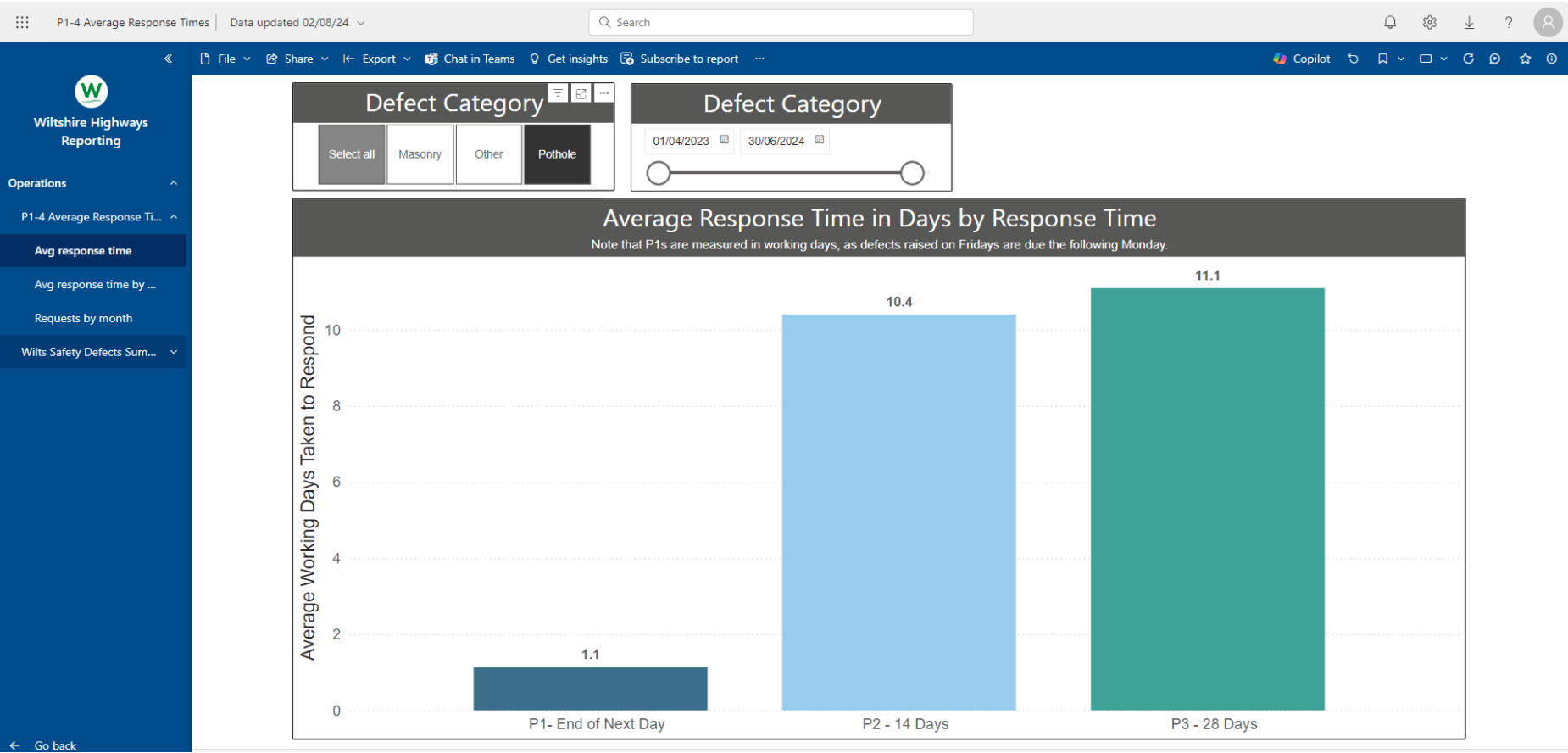
CONTRACT OBJECTIVE	Average Annual Monthly Satisfaction Score 2023-24	Average Annual Contract Objective Score 2023-24	Average Annual Carbon Reduction Score	Average Annual Social Value Score
General Management	7.07	9.39		
Financial Management	7.11	7.25		
Customer Service and Quality	7.01	3.20		
Health and Safety	7.50	10.00		
Staffing Issues	7.06	8.92		
Service Development and Innovation	7.08	7.03		
Information Technology	6.97	7.25		
Environmental Management and Carbon Reduction	7.20	8.09		
Technical Performance-Quality	7.07	7.74		
Technical Performance - Programme and Cost	7.00	10.00		
Total Score	71.07	78.87		
Average Total Score	7.11	7.89	9.58	8.06
Merged Score (Proportion 25% per Score) = (7.11+7.96+9.58+8.06)/4	8.16			

Carbon Saving Initiatives Implemented in Y1.

Project	Date Implemented	Carbon Saving (tCO ₂ e) Apr 2023 – Mar 2024	Scope	Comments
EV forklifts	April 2023	49.98	1	Figure based on 3 x EV loaders
HVO fuel	Chippenham: May 2023 Wilton: Nov 2023 Melksham: Jan 2024	376	1	Compared to using white diesel.
Electric Hotbox	Jan 2024	5.04	1 (replacing gas with electricity) 3 (reduced fuel consumption by Wainwright)	Carbon savings from use of electricity compared to gas; and also reduction in delivery journeys from Wainwrights. Switched on Jan 2024
EV/hybrid company cars	April 2023	4.075	1	Carbon saving likely to increase FY24/25 due to new company car list release (June 2024)
Recycled planings use on network overruns	April 2023	9.2	3	Estimated 15t planings used per month.
Recycled planings use in the Melksham depot	November 2023	10	3	200t planings used.
Wessex Tree Care (subcontractor): purchased trailer for their truck to increase material quantity that can be taken out	March 2024	0.17	3	Beforehand were coming back to the depot 2-3 x per day to pick up materials, increasing journey distances. Now only need to collect materials once per day.
Total carbon saving		454.47		

Example Power BI defect dashboards

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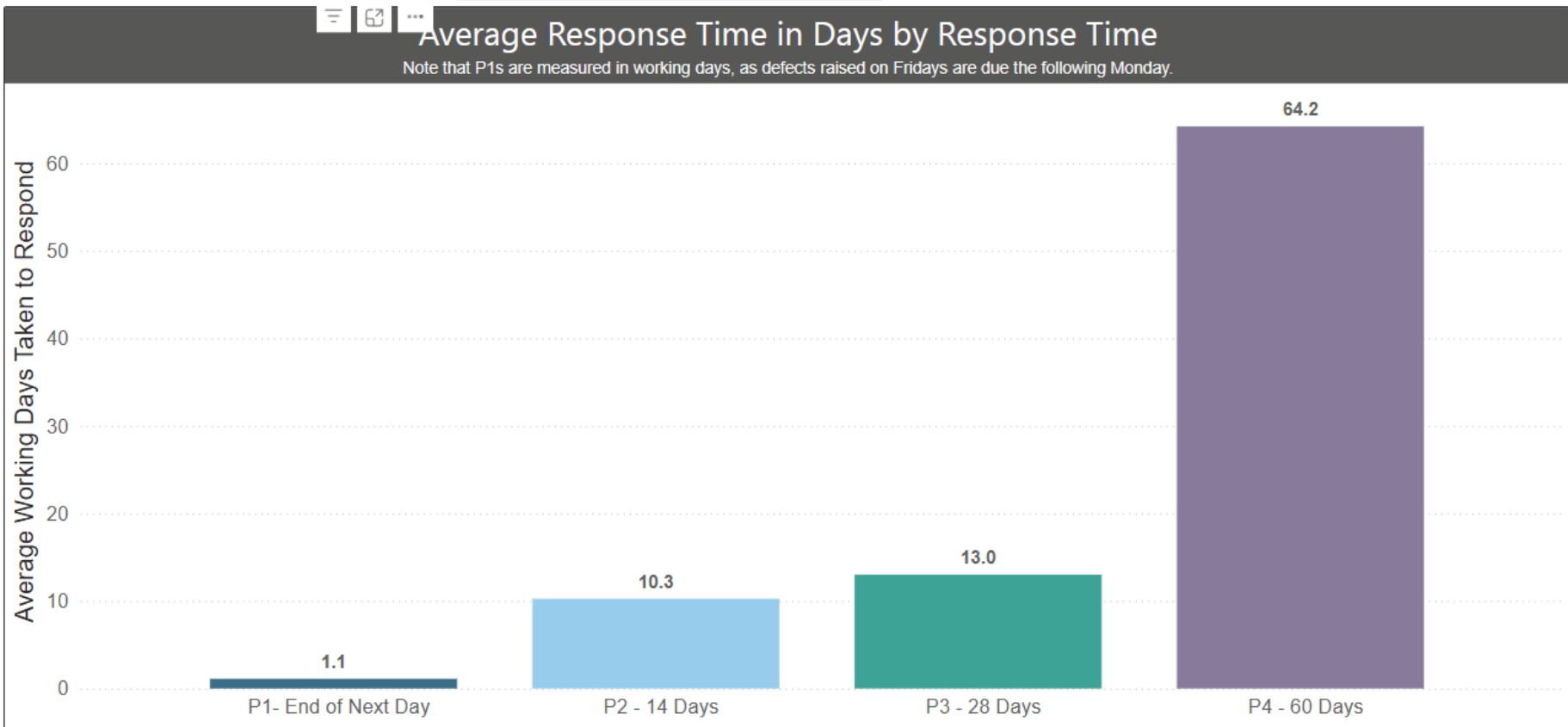


Defect Category

Select all	Masonry	Other	Pothole
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Defect Category

01/04/2023 19/07/2024



Wiltshire Council

Environment Select Committee

3rd September 2024

Update on the Maintenance and Management of Public Rights of Way

Executive summary

The purpose of this report is to provide an update on the maintenance and management of the public rights of way network in Wiltshire.

Within the Wiltshire Council administrative area there are over 3,700 miles of public rights of way defined as public footpaths, bridleways and byways. As the Highway Authority, Wiltshire Council is responsible for the availability of this network.

The public rights of way network is a vital resource that offers numerous benefits to individuals, communities and the environment providing essential access to natural and cultural landscapes, fostering physical health and mental well-being, as well as social cohesion. It is a multifaceted asset that contributes to healthier, more connected, and environmentally conscious communities.

One of the most significant benefits of the public rights of way network is the promotion of physical activity. Walking, cycling, and horseback riding along these paths offer opportunities for regular exercise, which is crucial for maintaining good health and mental well-being.

Accessibility to outdoor spaces encourages people of all ages to engage in low-impact, enjoyable activities that can improve cardiovascular health, strengthen muscles, and reduce the risk of chronic diseases, and spending time in nature has been shown to reduce stress, anxiety and depression.

Additionally, the public rights network services as an important social space, encouraging community interaction by bringing people together, whether through organised group walks or chance encounters on the trail. This can strengthen social ties, reduce loneliness, and build a sense of community.

From an environmental perspective, the public rights of way network supports and enhancing biodiversity by providing corridors for wildlife and preserving natural habitats, as well as providing important links between settlements.

Both the level of maintenance of the network, and the number of outstanding Definitive Map Modification Orders (DMMO), have recently attracted comment within the local media. Whilst the number of DMMO requests is not dissimilar to other rural authorities across the country, officers are undertaking a review of best practice with a view to streamlining the process if possible.

Proposal

That the committee:

- a) Note the contents of the report and the progress that is being made in relation to the maintenance and management of public rights of way in Wiltshire;
- b) Request a further update to this Committee on the maintenance and management of the public rights of way network in 12 months time.

Reason for proposal

There are over 3,700 miles of public rights of way defined as public footpaths, bridleways and byways in Wiltshire providing a multi-faceted asset that contributes to healthier, more connected and environmentally conscious communities. As the Highway Authority, Wiltshire Council is responsible for the availability of this network. Whilst there are challenges given the extent of the network, performance in maintaining and managing the network is progressing well.

Samantha Howell
Director Highways and Transport

Update on the Maintenance and Management of Public Rights of Way

Purpose of report

1. The purpose of this report is to provide an update on the maintenance and management of the public rights of way network in Wiltshire.

Background

2. As a rural county Wiltshire benefits from an extensive network of public rights of way. Within the Wiltshire Council administrative area there are over 3,700 miles of public rights of way defined as public footpaths, bridleways and byways.
3. As the Local Highway Authority, Wiltshire Council is responsible for the availability of this network which is a vital resource that offers numerous benefits to individuals, communities and the environment providing essential access to natural and cultural landscapes, fostering physical health and mental well-being, as well as social cohesion. It is a multifaceted asset that contributes to healthier, more connected, and environmentally conscious communities.
4. There are specific duties and obligations placed upon the council relating to public rights of way. The Countryside Access Team that maintains and manages the network is divided between an operational team of Countryside Access Officers Team (CAO) and the Definitive Map and Highway Records Team (DMHRT) to fulfil these duties and obligations.
5. Historically there has been concern expressed by some bodies interested in the public rights of way network in relation to the level of maintenance provided by the Council and more recently, the number of outstanding Definitive Map Modification Orders (DMMO) has attracted comment within the local media.

Main considerations for the committee

6. As Local Highway Authority Wiltshire Council has several key duties defined within the Highways Act 1980 and the Countryside and Rights of Way Act 2000. In general terms these relate to assuring that public rights of way remain accessible, safe, and properly recorded, allowing the public to enjoy their legal rights to walk, ride, and drive along these routes.

Countryside Access Officers Team

7. There are a team of six Countryside Access Officers that work closely with the Local Highways Team which provides significant benefits due to similarities in the utilisation of legislation, as well as accessing engineering support for larger projects.
8. The CAOs cover geographic areas aligned to with those of the Local Highways Teams. Functions carried out are:

Maintenance and Repairs

- surface maintenance: keeping the surface of the path in good condition, ensuring it is free from potholes, excessive mud, or other obstructions that could impede access; and
- clearing vegetation: regularly cutting back overgrown vegetation that could obstruct the path.

Signposting and Waymarking:

- erecting and maintaining signs and waymarks to clearly indicate the route of the PROW.

Ensuring Accessibility

- removing obstructions: ensuring paths are free from obstructions such as locked gates, fences, or illegally parked vehicles and taking enforcement action when necessary;
- maintaining accessibility features: ensuring stiles, gates, and bridges are in good condition and accessible to all users.

Public Engagement

- providing information: offering information to the public about the network of public rights of way, including guidance on responsible use;
- responding to general enquiries: answering questions, investigating reports of problems from the public regarding the condition or accessibility of paths and dealing with complaints.

Liaising with Landowners and Stakeholders

- consultation and engagement: working with landowners, local communities and other stakeholders to resolve issues and improve the network of public rights of way;
- agreements and permits: negotiating and issuing permits for activities that might affect public rights of way, such as temporary closures or rerouting during construction projects.

Safety and Legal Compliance

- risk management: assessing and managing risks associated with public rights of way to ensure user safety;
- legal compliance: ensuring compliance with relevant legislation, such as the Highways Act 1980 and the Countryside and Rights of Way Act 2000. Including the execution of enforcement action

9. In addition to public rights of way, the Countryside Access Officers also maintain twenty four countryside sites: Listed in Appendix D
10. The investigation of issues on the network by CAOs can be extremely time consuming when compared to those on the general highway network as locations are often accessed by foot and over some distance.
11. Within the operational field there is potential to utilise volunteers to undertake tasks relating to maintenance functions. The scope and scale of tasks that can be undertaken vary greatly from undertaking inspections, asset data collection to assisting with the installation of small structures such as bridges, gates and walkways. The use of volunteers can provide a great deal of benefit to the council

in fulfilling its duties in this field, however, there are potential risks in operating in this manner, particularly in the area of health and safety. A recent prosecution undertaken by the Health and Safety Executive, of a charitable trust in Wiltshire, relating to an incident involving a volunteer provides context to the deployment of volunteers.

12. To develop this opportunity further a framework is being developed to provide governance and effective management of these resources and associates risks. This is important to minimise risk to individuals as well as the Council.
13. Currently the Council has limited information relating to the number and position of features such as signs, styles and gates across the network and development is underway to provide a software solution to collect and maintain asset information such as this. Testing has been attempted with volunteer groups; however, there is an issue with the interface between hardware and software and this is currently being worked upon, testing with staff will take place in September, with testing with volunteers currently scheduled for the end of October.
14. Currently there are 6 volunteer groups that actively work on rights of way projects in conjunction with CAOs. Tasks include routine maintenance and making improvements on the network. Appendix A provides illustrations of the works undertaken.
15. Work is currently underway on developing a hierarchical network structure, based on use and network connectivity to aide maintenance. In addition to this document, a comprehensive defect categorisation and prioritisation guide is being produced to provide improved clarity on the Council's maintenance and management regime. It is anticipated this will be in place by July 2025.

Definitive Map and Highway Records Team

16. The DMHRT are responsible for the discharge of a number of duties relating to the position of the council has the Highway Authority, the Surveying Authority and the Commons Registration Authority. Records relating to these duties are primarily managed by the 8 members of the Definitive Map and Highway Records team and their management, presentation, access to them, review and amendment is, in nearly all cases, strictly prescribed in law.
17. Records must be maintained according to statute and amended according to statute law and case law. The key records are:
 - The Highway Record which records linear and lateral extent of highway maintainable at the public expense (HMPE) and is a part of the List of Streets required to be held under s.36(6) Highways Act 1980;
 - The Definitive Map and Statement providing conclusive evidence in law as to what it contains and kept under continual review further to s.53(2) Wildlife and Countryside Act 1981. It may only be changed by legal order;
 - The Register of Common land – held under The Commons Acts of 1965 and 2006. It may be changed by application in limited circumstances.
 - The Register of Town and Village Greens held under The Commons Acts of 1965 and 2006. It may be changed by application in limited circumstances;

- The Register of Deposits made under the Commons Act 2006 and the Highways Act 1980 relating to records received and kept permitting the owners of land to protect their land from acquiring public rights in the future;
- The Register of Applications for definitive map modification orders (DMMOs) – a statutory register for all duly made applications for an order to modify the definitive map and statement. A central public resource for legal events affecting or proposed to affect highways (i.e. major road schemes or adoption plans).

18. Highway Records The highway record is the council's record of the extent of highways maintainable at the public expense. For Wiltshire Council it dates back to 1888 and 1929 and is a dynamic record of highway widths and lengths which is required by law to be on public deposit. Members of the public can view the highway record at County Hall on an almost daily basis and officers use it to respond to on average between 5000 to 7000 searches and queries, the majority of which are related to house sales and land transactions.

19. Commons Register It has been the council's duty to hold, maintain and make available the Register of Common Land since 1965. The Council has duties under the Commons Acts of both 1965 and 2006 and must process a number of applications to make amendments to the register. There are a low number of applications made every year; however, they often rely on records and rights recorded as far back as the middle ages in documents arising from the Lord of the Manor i.e. Manorial Courts. Registers record the extent of the registered land and the rights over it, rights sections include ancient rights to graze cattle and sheep (right of pasture), pigs in the autumn (right of pannage) to cut turf (right of turbary) to collect wood (right of estovers), fish (right of piscary) and so forth.

20. Register of Town and Village Greens In addition to its duty to hold, maintain and make available registers of town and village greens, the council also has a duty to process applications to register new greens. Town and Village Greens may be used for lawful sports and pastimes by the local inhabitants. One of the effects on land so registered is to prevent any activity that may harm the green (e.g. development) meaning that determining these applications is usually highly controversial with severe financial penalties for an affected landowner. A great deal of skill and knowledge to determine these is required and it is usual to also appoint an expert in this area of law to make a final recommendation. Applications can therefore be costly for the council (c.£20,000 each). The council currently has 2 of these applications under consideration and the time period to determine them is usually between 2 or 3 years as they often involve a number of committee decisions and a public inquiry.

21. Definitive Map and Statement This is the legal record of public rights of way in Wiltshire (excluding the Borough of Swindon) and is conclusive in law as to what it shows. It must be available to the public and must be kept under continual review, only being changeable by due process and legal orders.

22. Alongside the council's duties to continually review the record any person may make an application to modify it. Applications must be made in accordance with the Wildlife and Countryside Act 1981 and must adduce evidence which must

ultimately be judged to show on the balance of probability that the definitive map needs changing.

23. Applications are frequently based on historical documents and rely on the legal maxim "once a highway, always a highway". Applications may also be based on more recent use by the public, usually for a period of 20 years or more prior to the way being called into question. There are currently 369 of these applications registered, applications are prioritised against a published policy of considerations based on public benefit.
24. The number of applications awaiting consideration is a problem replicated in many other large shire counties or rural authorities with neighbouring Somerset Council having a greater number of outstanding applications than Wiltshire and Kent, Hertfordshire and Cornwall Councils having around the same number as Wiltshire as detailed in Appendix B.
25. This situation is not new and is the cumulative effect of failures to keep pace with the updating of the record since it was formed in 1952/1953. The backlog has been exacerbated by recent legislation closing the definitive map and statement to applications to add, upgrade or downgrade rights of way based on historical evidence at the end of 2030. There has been an upsurge in applications in recent years (over 100 received in just one year) as the result of national user based organisations, in the case of the British Horse Society supported by funding from Sport England, and many applications have been placed by professional researchers.
26. Not only is the procedure for determining these applications prescribed by law, it is lengthy and almost invariably requires recourse to the Planning Inspectorate (Secretary of State for Environment Food and Rural Affairs) for a decision. Although the examination and interpretation of historical evidence (which may include records leading back to the first highways Act of 1555) is carried out by officers expert in this, any party may object for any reason and although irrelevant objections will ultimately be disregarded by the Planning Inspectorate at the decision stage, the Council has no power to disregard them. This means they have a significant impact on resources and can also be subject to delays of over one year with the Planning Inspectorate (who also operate under a significant backlog). It is often difficult for people to understand that matters such as safety or the environment are not relevant factors for the recording of highways though they may be for the management of them, once recorded.
27. The team also processes applications to alter the existing rights of way network as the result of planning consents or for reasons of privacy and security. The Council can recoup costs for these and approximately 15 to 20 of these are processed annually. These can also be significantly affected by delays and objections.
28. In addition, the team maintains a register of deposits made under s.31(6) Highways Act 1980 whereby landowners may protect their land from the acquisition of additional public rights.
29. As an example of the detail required to determine many highways matters a recent investigation into the extent of highway has caused officers to look at over 127 individual historical documents (including extensive minute books) ranging in time

from 1603 to 1947. This led to the production of a 54-page report to be considered by senior officers and counsel.

30. Wiltshire Council has an excellent record of decision making in rights of way matters and the validity of its records have been upheld in several cases in both the high court and the court of appeal.

31. The previous government had worked with stakeholders to deliver different processes and legislation aimed at de-regulating definitive map procedures and to make it faster and easier for authorities to determine rights of way matters. Work by the Department for Environment, Food and Rural Affairs has been paused and it is currently not known whether any new legislation will be progressed to ease burdens before the end of 2030.

32. Accordingly, we are reviewing our processes for Definitive Map Modification Orders, seeking to identify best practice from other authorities that could potentially speed up the process.

Environmental impact of the proposal

33. The Public Rights of Way network has the potential to enhance the county's ecology by creating corridors that facilitate wildlife movement. Additionally, by offering people access to the county's landscape, it supports educational and tourism opportunities, contributing to overall environmental value.

Equality and diversity impact of the proposal

34. Public rights of way provide equitable access to natural spaces, which can benefit people from various socio-economic backgrounds. This is particularly important in enabling residents. The nature of some parts of the network can provide an obstacle to disabled access. The council does follow an approach that where possible stiles are replaced with gates, or where there is no requirement to retain, a gap is left.

Risk assessment

35. Adoption of a hierarchical approach to maintenance and management complies with a risk-based approach and is one that is proven by its use on the wider highway network.

Financial implications

36. There are no direct financial implications arising from this report. While it is possible that there are some benefits from efficiencies moving forward, any increase in the level of service is likely to require increased investment.

Legal implications

37. The Council has a duty to maintain the Public Rights of Way Network and related infrastructure. Adopting an improved framework that encompasses a hierarchical

approach to prioritise works will assist in demonstrating meeting this duty and ensuring data led decision making.

Options considered

38. Continual reviewing of current methodologies and best practice will ensure continuous service improvement.

Conclusion

39. The public rights of way networks are a multifaceted asset delivering significant benefits to individuals, communities and fostering social cohesion.

40. The administration of the Definitive Map and Highway record is a complex and challenging area meaning that there is a significant resource demand to do this effectively.

41. While there is the potential to mitigate some of the backlog of definitive map modification orders by changes to the processes followed, it is likely that there will remain a substantive workload unless there are changes at a national level on the legislative approach to this area.

42. The delivery of operational maintenance functions is challenging given the level of resources currently deployed. Risks will be mitigated by adopting a hierarchy for further work.

43. There are further benefits that can be delivered by increased engagement with volunteers; however, this will not provide a complete solution to maintaining the network.

44. Given the Council's statutory responsibilities, the extent of the network and current resourcing levels, the performance in maintaining and managing the network is progressing well.

Samantha Howell
Director Highways and Transport

Report Author:
Chris Clark
Head of Local Highways and Countryside Access
September 2024

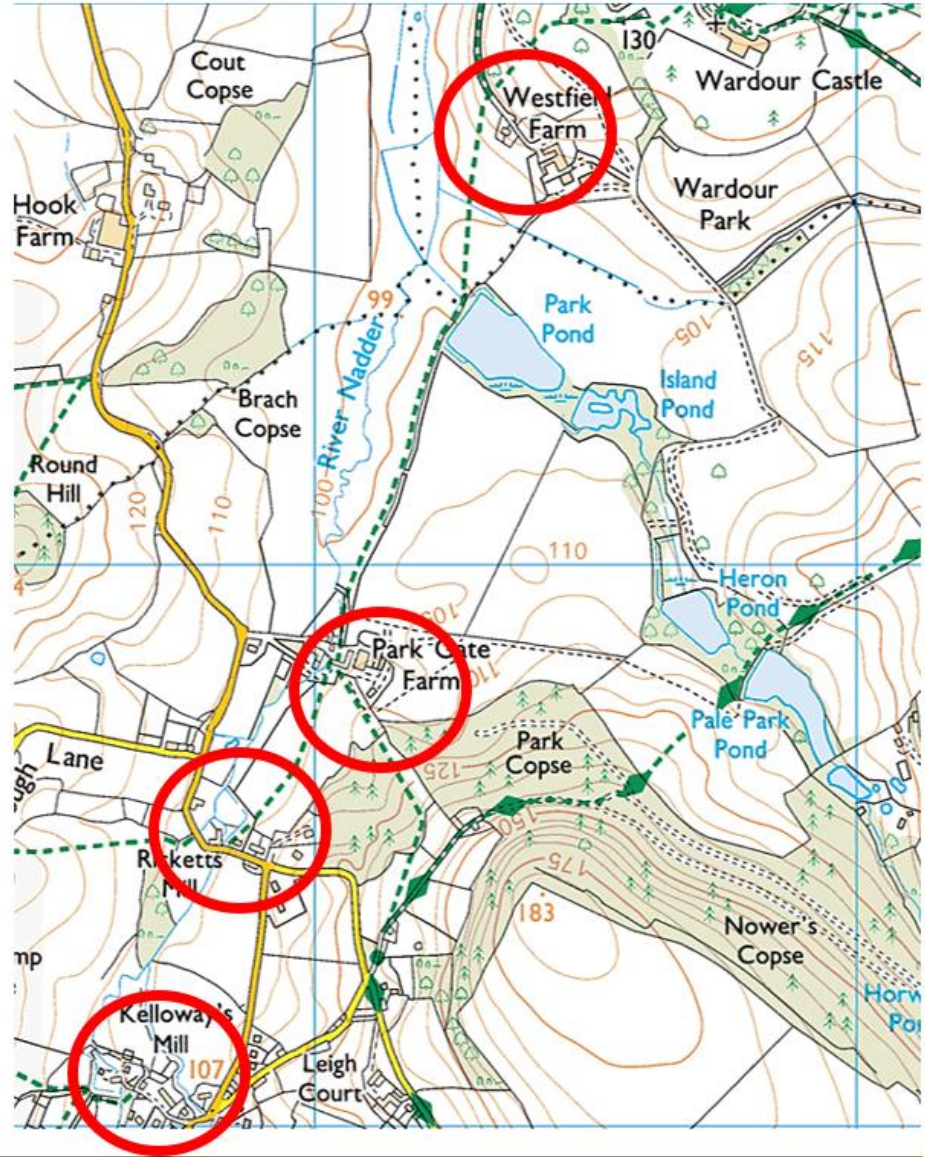
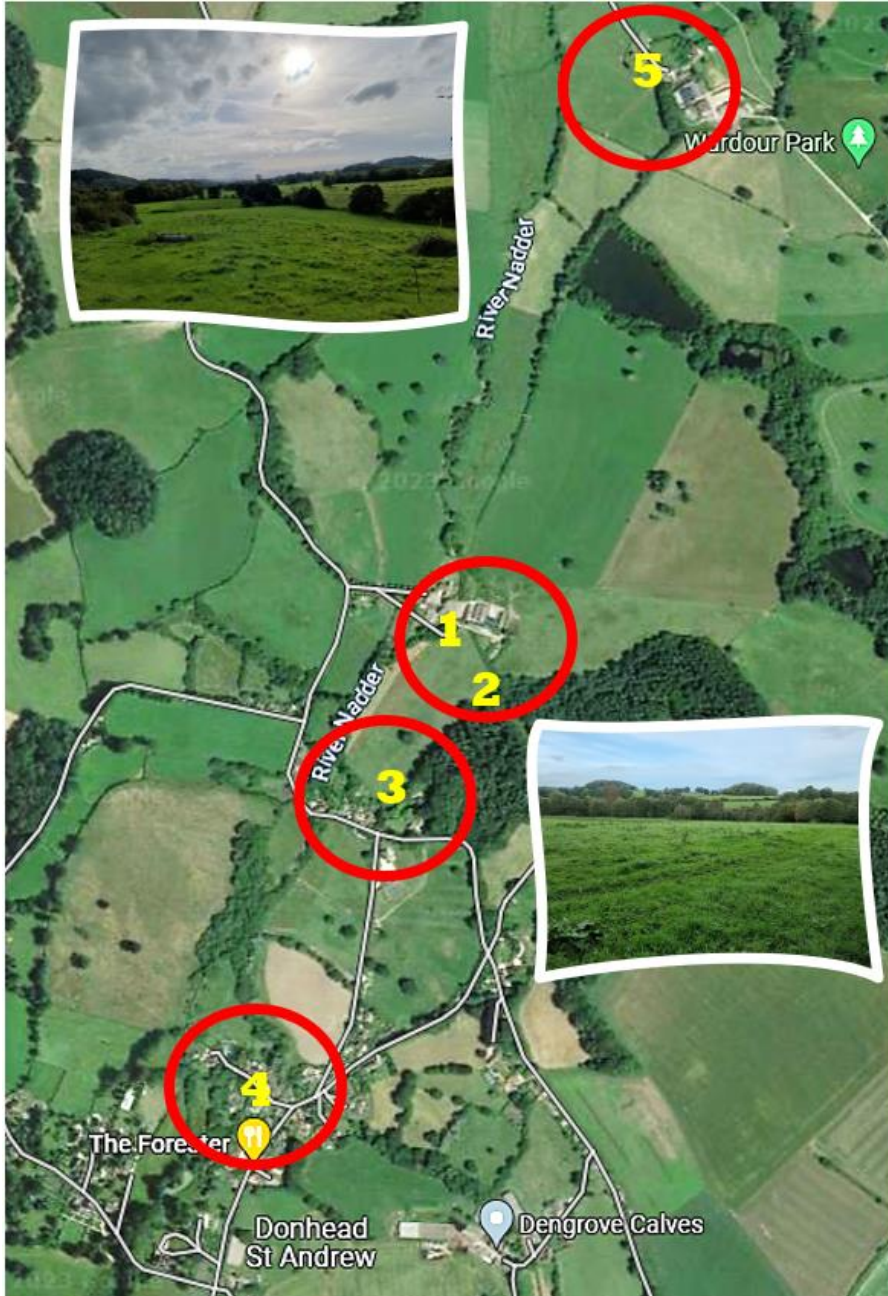
Background papers

The following unpublished documents have been relied on in the preparation of this report: None.

Appendices

Appendix A - Examples of Voluntary activity on the rights of way network
Appendix B – Comparison of Outstanding DMMO requests with other authorities
Appendix C – Breakdown of Network by classification compared to National Average
Appendix D – List of Countryside Parks

Appendix A Examples of Voluntary activity on the rights of way network



Beautiful Views and five locations all within the upper reaches of the Nadder Valley



Volunteers arriving



Rights of Way Officer Alex outlines his plans for the day

Initial Muster at Park Gate Farm
Installing 5 gates over a larger site than usual, plus adding a few steps and general tidying to improve access here and there as well as organising 11 volunteers and 4 council officers meant some serious logistical planning - and it worked beautifully!



A well packed trailer!





Difficult access



Tight entrance



New access for pedestrian gate



Dismantling old stile



Digging gate foundations



Nearly deep enough?



Offering the gate to check depth of holes for the H bar frame



Replaced the soil and barbed wire and job is completed!



Gate dropped in, concrete mix added to secure gate and posts



Walkers appear to test completed job! Great work – thank you!





**Final tamping down; replacing the soil,
post barbed wire and old metal frame**



**A magnificent
job!**



**New Gate 3
FP DSTA6**

**Stile needs
replacing**



**C.A.T. Safety
Check**



**Cutting barbed
wire back**



**Unloading
supplies**



**Removing
unsuitable stile**



**Posts took a
time to lever out!**



**Digging footings for
metal gate frame**



**Checking the depth
and levels before
'fixing' the gate**



Now ready to drop gate frame in



Mixing ballast with cement and squaring up the gate



Dropping in the concrete and tamping down firmly



Bracing the fence work and reinstating the barbed wire

Appendix B – Comparison of Outstanding Definitive Map Modification Orders with Other Authorities

Authority	Network length in kms	No. of DMMO applications outstanding
Lincolnshire	4028	546
Hertfordshire	3187	399
Somerset	6194	374
Wiltshire	6047	372
Cornwall	4442	346
Dorset	4637	287
N Yorks	10253	241
Hampshire	4636	193
Shropshire	5683	190
Warwickshire	2849	170
East Riding Yorks	3640	137
Kent	6916	123
East Sussex	3179	100

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Appendix C – Breakdown of Network by classification compared to National Average

Classification	Length (Km)	% Network	National Average %
Footpaths	3578	59	78
Bridleways	1569	26	17
Restricted Byways	205	3	3
Byways Open to All Traffic	695	11	2
Total	6047		

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Appendix D - Wiltshire Council Countryside Sites

	Site
1	Wootton Bassett Mud Springs SSSI
2	Hardenhuish Woods
3	North Wilts Cycle Route
4	Smallgrain Picnic Site CWS
5	Southwick Country Pk LNR
6	Biss Meadows CWS
7	Broadmead Pond CWS
8	Wilton Windmill
9	The Mead Westbury
10	Westbury White Horse Viewing Area
11	Bratton Camp Open Space
12	Copheap Wood CWS
13	Woodhenge CWS
14	Dead Maid Quarry SSSI
15	Oddford Brook
16	Figsbury Ring car park
17	Highlands Way Whiteparish
18	Pockeredge Lakes Corsham (pt SSSI)
19	Victoria Garden Westbury
20	Woolmore Farm Fields Melksham
21	Cromwell Oak Field Melksham
22	Grovelands Warminster (part CWS)
23	Arne Hill CWS Warminster
24	Birds Marsh Wood CWS Chipp

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Wiltshire Council

Environment Select Committee

3 September 2024

Executive Response to the Final Report of the Speed Limit Assessment Task Group

Purpose of the report

1. To present the response of the Cabinet Member for Highways, Street Scene, and Flooding to the Final Report of the Speed Limit Assessment Task Group.

Background

2. On 18 July 2024 the Environment Select Committee endorsed the Final Report of the Task Group.
3. The Committee resolved to refer the following Task Group’s recommendations to the relevant Cabinet member for response at the Committee’s next meeting on 3 September 2024.

Executive response to the Task Group’s recommendations

That the Cabinet Member for Highways, Street Scene, and Flooding:

Recommendation 1	Develops a publicly available policy statement covering speed assessments, including: a) The purpose of speed assessments b) Alternatives to a full assessment c) How to initiate an assessment d) The criteria and guidance used to make an assessment e) The assessment process (data collection, analysis, feasibility, consultation, implementation, and monitoring) f) The decision-making procedure		
Executive response	August 2024	Accept	
Action		Success criteria	
A policy will be developed.		Adoption of new policy	
Target date		Implementation date	

January 2025	January 2025
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Recommendation 2	Provides guidance on the types of information to be submitted with a speed assessment request.		
Executive response	August 2024	Accept	
Action		Success criteria	
A policy will be developed. An appendix will be included which details the expected information to be included within the request.		Adoption of new policy.	
Target date		Implementation date	
January 2025		January 2025	

Recommendation 3	Ensures that the ‘Local concerns’ section and an analysis of all DfT assessment criteria of the speed assessment report is always published with the final assessment reports and is completed fully.		
Executive response	August 2024	Accept	
Action		Success criteria	
The current version of recommendation reports already includes this and will continue to be included. The provision of Recommendation 2 will assist with the report detailing a response to “Local Concerns”.			
Target date		Implementation date	
Aug 2024		Aug 2024	

Recommendation 4	Provides the full traffic survey data with each speed assessment report.		
Executive response	August 2024	Accept	
Action		Success criteria	
The recommendations report will be amended to incorporate the publication of data collected during the assessment process			
Target date		Implementation date	
September 2024		September 2024	

Recommendation 5	Issues guidance to LHFIGs regarding alternatives to undertaking a speed assessment.		
Executive response	Aug 2024	Accept	
Action		Success criteria	
A policy will be developed. An appendix will be included which details the expected information to be included within the request.			
Target date		Implementation date	
January 2025		January 2025	

Recommendation 6	Creates an open, evidence-based appeals process for challenging speed assessment outcomes.		
Executive response	Aug 24	Accept	
Action		Success criteria	
To discuss with Cabinet Member for Highways, Streetscene & Flooding the process by which appeals can be considered. Determination of appeals will need to be undertaken by the Cabinet Member. The process will be included in the updated Policy as an Appendix.			
Target date		Implementation date	
January 2025		January 2025	

Recommendation 7	Reports on progress with implementing the recommendations to the Environment Select Committee in January 2025.		
Executive response	Aug 24	Accept	
Action		Success criteria	
A report on progress will be provided to the Environmental Select Committee in January 2025.			
Target date		Implementation date	
January 2025		January 2025	

4. At its meeting on 18 July 2024, the Environment Select Committee added a further recommendation, below, recommendation eight. This was to ensure that it is clear where assessments have been undertaken and when, and what the outcome was.

Recommendation 8	Completed speed assessments are mapped/collated and published		
Executive response	Aug 2024	Partially Accept	
Action		Success criteria	
The methodology by which this recommendation is actioned requires further consideration by officers to determine the feasibility of the request.			
Target date		Implementation date	
August 2025		August 2025	

Proposal

5. To note the executive response to the Final Report of the **Speed Limit Assessment Task Group**.

Cllr Nick Holder, Cabinet Member for Highways, Street Scene, and Flooding

Officer contact: Simon Bennett, Senior Scrutiny Officer, 01225 718709, simon.bennett@wiltshire.gov.uk

Environment Select Committee Forward Work Programme

Last updated 19 August 2024

Environment Select Committee – Current / Active Task Groups		
Task Group	Start date	Final report expected
Climate Emergency Task Group	September 2019	Standing

Meeting Date	Item	Details / purpose of report	Associate Director	Responsible Cabinet Member	Report Author / Lead Officer
12 November 2024	Wiltshire Housing Development Partnership	As resolved at the ESC-meeting on 7 November 2023 the committee will receive an update.	Parvis Khansari (Corporate Director Place)	Cllr Phil Alford	Richard Walters (Head of Service – Major Projects) Claire Moore (Housing Enabling Lead)
12 November 2024	UK Shared Prosperity Fund	As discussed at the ESC-Executive meeting on 23 November 2022 on the economic development portfolio.	Parvis Khansari (Corporate Director Place)	Cllr Richard Clewer	Victoria Moloney (Head of Economy & Regeneration)
12 November 2024	Homeless Strategy 2019-2024	As resolved at the ESC meeting on 8 November 2023, the select committee will receive an update report in 12 months' time.	Emma Legg (Director – Adult Social Care)	Cllr Phil Alford	Nicole Smith (Head of Housing)
12 November 2024	Local Nature Recovery Strategy	As discussed at meeting with the Cabinet Member (20 Oct 2023) the select committee to receive a report on the Plan.	Sarah Valdus (Director – Environment)	Cllr Muns Dominic	Lynn Trigwell (Head of Natural & Historic Environment)
12 November 2024	Landlord Compliance		James Barraah (Director – Assets)	Cllr Phil Alford	

Meeting Date	Item	Details / purpose of report	Associate Director	Responsible Cabinet Member	Report Author / Lead Officer
12 November 2024	Task group update	To receive update from task groups regarding activity and its forward work plan			Cllr Graham Wright Simon Bennett (Senior Scrutiny Officer)
21 January 2025	Passenger Transport Service Update	As resolved at the ESC-meeting on 19 September 2023 the committee will receive an update on the Passenger Transport Service.	Samantha Howell (Director of Highways and Transport)	Cllr Tamara Reay	Jason Salter (Head of Service Passenger Transport)
21 January 2025	Community Infrastructure Levy (CiL) Review	As resolved at the ESC meeting on 4 June 2024, the select committee will receive a full report by the end of 2024.	Parvis Khansari (Corporate Director Place)	Cllr Nick Botterill	Nic Thomas (Director of Planning)
21 January 2025	Task group update	To receive update from task groups regarding activity and its forward work plan			Cllr Graham Wright Simon Bennett (Senior Scrutiny Officer)

Meeting Date	Item	Details / purpose of report	Associate Director	Responsible Cabinet Member	Report Author / Lead Officer
4 March 2025	Highways Annual Review of Service 2024	As resolved at ESC 20 March 2024, to receive a further annual report in 2025.	Samantha Howell (Director of Highways and Transport)	Cllr Nick Holder	Dave Thomas (Head of Highways Assets & Commissioning)
4 March 2025	Revised Trowbridge Bat Mitigation Strategy Supplementary Planning Document - Draft for adoption		Sarah Valdus (Director – Environment)	Cllr Dominic Muns	Lynn Trigwell (Head of Natural & Historic Environment)
4 March 2025	Libraries Development	As resolved at the ESC-meeting on 20 March 2024 to provide an update including progress on the Library Strategy.	David Redfern (Director Leisure Culture and Communities)	Cllr Ian Blair Pilling	
4 March 2025	Leisure Services	As resolved at the ESC-meeting on 20 March 2024 the committee will receive a further update that includes the outcome of the continued public holiday pilot and further enhanced financial information.	David Redfern (Director Leisure Culture and Communities)	Cllr Ian Blair Pilling	

Meeting Date	Item	Details / purpose of report	Associate Director	Responsible Cabinet Member	Report Author / Lead Officer
4 March 2025	Task group update	To receive update from task groups regarding activity and its forward work plan			Cllr Graham Wright Simon Bennett (Senior Scrutiny Officer)
June 2025	Task group update	To receive update from task groups regarding activity and its forward work plan			Simon Bennett (Senior Scrutiny Officer)
July 2025	Wiltshire Programme Town	As resolved at the ESC meeting on 4 June 2024, the select committee will receive an update in 12 months time. To include a Part II item regarding town's footfall data	Parvis Khansari (Corporate Director Place)	Cllr Richard Clewer	Victoria Moloney (Head of Economy & Regeneration)
July 2025	Broadband Provision in Wiltshire	As resolved at the ESC meeting on 4 June 2024, the select committee will receive an update in 12 months time.	Parvis Khansari (Corporate Director Place)	Cllr Ashley O'Neill	Victoria Moloney (Head of Economy & Regeneration)
July 2025	Task group update	To receive update from task groups regarding activity and its forward work plan			Simon Bennett (Senior Scrutiny Officer)

Meeting Date	Item	Details / purpose of report	Associate Director	Responsible Cabinet Member	Report Author / Lead Officer
tbc 2024	MyWilts app potholes reporting functionality	As resolved at the ESC-meeting on 20 March 2024 the committee will receive an update on the implementation of the new MyWilts app.	Mark Tucker (Director ICT)	Cllr Ashley O'Neill	
tbc	Economic Strategy	As discussed at the ESC-Executive meeting on 23 November 2022 on the economic development portfolio.	Parvis Khansari (Corporate Director Place)	Cllr Richard Clewer	Victoria Moloney (Head of Economy & Regeneration)
tbc	LHFIG Review	To receive an update report on the implementation of the Local Highway & Footway Improvement Groups (LHFIG)	Samantha Howell (Director of Highways and Transport)	Cllr Nick Holder	Dave Thomas (Head of Highways Asset Management & Commissioning)
tbc	Planning transformation programme	As resolved at the ESC-meeting on 19 September 2023 the committee will receive updates on the planning transformation programme.	Parvis Khansari (Corporate Director Place)	Cllr Nick Botterill	Nic Thomas (Director of Planning)
tbc	Private sector renewal strategy	As resolved at the ESC meeting on 8 November 2022, the select committee will receive an update report when appropriate.	Emma Legg (Director – Adult Social Care)	Cllr Phil Alford	Nicole Smith (Head of Housing)

Meeting Date	Item	Details / purpose of report	Associate Director	Responsible Cabinet Member	Report Author / Lead Officer
tbc	Minerals & Waste Plan	As discussed at meeting with the Cabinet Member (18 Oct 2023) the select committee to receive a report on the plan.	Parvis Khansari (Corporate Director Place)	Cllr Nick Botterill	Nic Thomas (Director of Planning)
tbc	Parking Strategy	As discussed at the ESC-Executive meeting on 6 December 2022 on the highways and transport portfolio.	Parvis Khansari (Corporate Director Place)	Cllr Caroline Thomas	
tbc	Active Travel	As resolved at the select committee meeting on 14 June 2022, the committee will receive a further update. (Deferred from July 2023)	Samantha Howell (Director of Highways and Transport)	Cllr Caroline Thomas	Spencer Drinkwater (Principal Transport & Development Manager)
tbc	Leisure Strategy	As discussed at the ESC-Executive meeting on 12 October 2023 on the leisure and libraries portfolio.	David Redfern (Director Leisure Culture and Communities)	Cllr Ian Blair Pilling	
tbc	Review of the Waste Delivery Plan	As discussed at the ESC-Executive meeting on 20 October 2023 on the leisure and libraries portfolio.	Sarah Valdus (Director – Environment)	Cllr Dominic Muns	Martin Litherland (Head of Service Waste Management)
tbc	Local Plan	As discussed at meeting with the Cabinet Member (18 Oct 2023) the select committee to receive a report on the plan after the consultation processing.	Parvis Khansari (Corporate Director Place)	Cllr Nick Botterill	Nic Thomas (Director of Planning)

Meeting Date	Item	Details / purpose of report	Associate Director	Responsible Cabinet Member	Report Author / Lead Officer
tbc	Housing Development Strategy	As discussed at the ESC-Executive meeting on 21 November on housing, development management and assets.	James Barra (Director Assets)	Cllr Phil Alford	
tbc (late 2025)	Review of the Housing Allocations Policy	As recommended by the Housing Allocations Policy Task Group and agreed by the Executive 11 January 2024	Emma Legg (Director Adult Social Care)	Cllr Phil Alford	Nicole Smith (Head of Housing Migration & Resettlement)
tbc (early 2026)	Cultural Strategy	As resolved at select committee 18 July 2024, to receive an update on the strategy in 18 months' time.	David Redfern (Director Leisure Culture Communities)	Cllr Iain Blair-Pilling	

Information briefing					
Meeting Date	Item	Details / purpose	Associate Director	Responsible Cabinet Member	
tbc	Environment Act 2021	To receive a (series of) briefing regarding the implications of the Environment Act.			