

**Teignbridge District Council
Full Council
20 May 2025
Part i and ii**

Waste Transfer Station Works

Purpose of Report

To seek approval to procure infrastructure works at the Council's Waste Transfer Station, necessary to comply with new legislative requirements.

Recommendation(s)

The Council RESOLVES:

- (1) To approve the budget to fund the project works required as detailed in the Part 2 section of this report.
- (2) To delegate authority to award contracts for the related building and recycling infrastructure works, following appropriate procurement processes, to the Head of Environmental Services.

Financial Implications

Please see section 4.1 of the report.

Martin Flitcroft

Chief Finance Officer & Director of Corporate Services

Email: martin.flitcroft@teignbridge.gov.uk

Legal Implications

Please see section 4.2 of the report.

Paul Woodhead, Head of Legal Services and Monitoring Officer

Email: paul.woodhead@teignbridge.gov.uk

Risk Assessment

Please see section 4.3 of the report.

Chris Braines. Head of Environmental Services

chris.braines@teignbridge.gov.uk

Environmental/Climate Change Implications

Please see section 5.4 of the report.
William Elliot, Climate Change Officer

Report Author

Chris Braines - Head of Environmental Services
Email: chris.braines@teignbridge.gov.uk

Executive Member

Cllr Peter Williams - Executive Member for Environmental Services

Appendices/Background Papers

- A1 Waste Site Review report
- A2 DCN Simpler Recycling Briefing Note
- A3 Site Plans and requirement details
- A4 RIBA Stage 2 Summary Report
- A5 Member Briefing Presentation
- PART II – A6 – Financial Information
- A7 Equalities Impact Assessment

1. Background

The Council's waste transfer station manages the recycling and food waste collected from properties across the district.

Around 16,000 tonnes of materials are delivered, sorted, stored, baled and bulked for onward transportation to reprocessors annually. The site currently operates under waste permit exemptions, without previously needing to hold a full waste permit.

The Environmental Permitting (England and Wales) Regulations 2023 are driving reforms to waste permitting and exemptions.

The change in legislation means that a full permit must be obtained to continue waste operations at the site.

The Environment Agency, as the regulatory body, have stipulated that improvements to the site are required in relation to drainage, waste storage and fire safety. A site review was undertaken to explore options to bring the site to a permissible state (see Appendix 1).

In 2018 DEFRA published the [Resources and Waste Strategy](#) for England which detailed several policies to deliver major reforms to the waste sector.

Of specific relevance are:

- Extended Producer Responsibility (EPR) which aims to move the full cost of dealing with packaging waste from households away from local taxpayers and councils and to the packaging producers.
- Simpler Recycling (SR) which aims to standardise the materials that are collected for recycling across all households and businesses in England.

The outcomes of the Simpler Recycling (SR) reforms crystalised in 2024 following delays to the original timeframes. This resulted in the [Separation of Waste \(England\) Regulations 2025](#) which came into force in March 2025.

Our household waste collection service is well placed to comply with the requirements of these regulations with two notable exceptions.

1. The compulsory collection of cartons from all households by April 2026.
2. The compulsory collection of flexible plastics and films from all households by April 2027.

Further information in relation to these requirements is contained in Appendix 2.

Cartons are currently collected from several recycling banks in the district by an external contractor, and from approximately 5000 households as part of a trial being delivered by the Council's waste team. We do not collect flexible plastics or films from households.

There is also a requirement to increase the throughput and storage capacity of the site to accommodate the recycling generated from new properties in the district.

Since previous site improvement works in 2014 an additional 7,205 houses have been built (source Housing Flows Reconciliation data) generating approximately 4,000 tonnes of recyclable waste annually. A further 5,160 tonnes are estimated to require processing per year by 2034 based on the projected completion of 9,295 new dwellings between the periods of 2024-25 and 2033-34 (source Local Plan Monitoring Data 2025).

The works required at the waste transfer station will need to deliver changes to our sorting and storage capacity, to manage the additional materials that will be collected.

Consideration will also need to be given to the collection methodology used for the additional materials to be collected from households. This will be considered separately to this report, following trials and research into best practise elsewhere.

2. Waste Permit Implications & Requirements

2.1 Current situation

Key areas that need to be addressed to meet the requirements of a waste permit include;

- **Drainage** - to ensure effluent from waste storage areas is directed to the foul sewer and that water used in the event of a fire can be contained on site.
- **Fire Safety** - combustible waste piles must be stored with a separation distance of at least six metres between material types or have suitable fire-resistant separation in place. This includes from the site perimeter or any buildings.

2.2 Infrastructure Requirements

A site plan outlining the works required can be seen in Appendix 3.

A Fire Prevention Plan has been developed as part of our permit application. This has been used to help inform the works required and has been accepted in principle by the Environment Agency.

AECOM Ltd were appointed through a professional services framework to provide design and project management services. A multidisciplinary team working alongside Teignbridge officers have produced a concept design for the Waste Transfer Station.

The related RIBA Stage 2 report, completed in February 2025, concluded that the requirements of the Environment Agency and Building Regulations can all be met.

A summary of the report is included in Appendix 4.

The report also identified the key constraints affecting the project, including the phasing of the works on an active site, and provided an estimate of the costs to deliver the required works.

Further detail on cost is included in the associated Part II report in Appendix 6. This information is considered commercially sensitive in relation to the competitive procurement exercises that will be required.

The key works required can be summarised as:

- Steel portal framed covered sheds, with fire segregation to accommodate waste stockpiles.
- A sealed drainage system to ensure any flows from covered waste do not enter the surface water system.
- Fire protection measures across the site to include replacement of existing silo walls and provide fire resistance at boundaries.
- Upgraded material sorting and storage capacity for cartons, plastic films and waste growth from additional housing.
- Installation of greywater storage systems for use in fire safety and site operations.
- A solar panel system to generate electricity for use on site.

2.3 Recycling Equipment Requirements

Under the Simpler Recycling reforms, we are required to add cartons, and soft plastics and films to our household recycling collection service. All other materials specified in the reforms are already collected.

To handle these additional materials significant improvements are required to the existing storage and sorting infrastructure at the Waste Transfer Station.

A separate procurement exercise is required for these works, engaging specialist equipment suppliers, which will need to be delivered in conjunction with procurement of the building works detailed above.

An early market engagement exercise was completed in January 2025 to help inform site specific design and equipment specifications and provide indicative costs of supply.

The Council advertised the early market engagement through the procurement portal (ProActis) and Contracts Finder. Following site visits and discussions on outline requirements the Council were provided with indicative designs and estimated costs from 4 suppliers.

Further detail on cost is included in the associated Part II report in Appendix 6. This information is considered commercially sensitive in relation to the competitive procurement exercise that will be required.

3. Timeframes

The works need to be delivered by March 2027 to comply with the statutory Simpler Recycling requirements. The addition of cartons by March 2026 can be temporarily handled using the existing site infrastructure. The site would not currently be able to handle the collection of plastic films due to the space and sorting limitations arising from the quantities of these materials.

The site needs to remain operational throughout the works, albeit at reduced capacity. This creates challenges to delivery of the works and has been factored into the estimated costs and delivery timeframes.

A detailed phasing plan was considered as part of the RIBA Stage 2 design linked to operational requirements. The estimated completion date would be February 2027.

Changes to the collection methodology from households to provide capacity for cartons and flexible plastics will need to be delivered prior to April 2027 and will be considered in a separate report following trials and review of best practise elsewhere.

The timing of the site requirements pre-empts any changes arising from Local Government Reorganisation. In any eventuality there will be a need for a strategically placed waste transfer station for the medium term to ensure efficient

recycling collections from the population centres in Ashburton, Bovey Tracey, Dawlish, Kingsteignton, Newton Abbot, Teignmouth and surrounding areas.

4. Implications, Risk Management and Climate Change Impact

4.1 Financial

The estimated costs relating to the required works are considered commercially sensitive and are included as a separate Part II item.

The budget for the required works will be funded from revenue contributions to capital, Community Infrastructure Levy, and borrowing in relation to the solar PV element (from the existing provision for the Carbon Action Plan in the current capital programme). The revenue contributions will use income from the Extended Producer Responsibility scheme.

4.2 Legal

The Environmental Protection Act 1990 sets out the Council's responsibilities in relation to waste and recycling. As a 'Waste Collection Authority', it has a statutory duty to ensure waste and recycling collections are provided to all households.

The Council's in-house service must ensure that it has the necessary infrastructure in place to fulfil its statutory duties.

The legislation listed below is relevant to the content of this report.

[Environment Act 2021](#)

[The Environmental Permitting \(England and Wales\) \(Amendment\) Regulations 2023'](#)

[The Separation of Waste \(England\) Regulations 2025](#)

[The Producer Responsibility Obligations \(Packaging Waste\) \(Amendment\) \(England\) Regulations 2020](#)

4.3 Risks

There are significant risks associated with the decision and resulting actions required from this report. These can be summarised as follows:

- Infrastructure Delivery Timeframes

The need to carry out these works is pressing to meet legislative timeframes. There are risks linked to delays in acquiring necessary statutory approvals and appointing suitable contractors. Failure to comply with the Simpler Recycling requirements and acquire a suitable permit to operate the Waste Transfer Station could result in regulatory action and significant reputational damage, including an enforced closure of the site with significant disruption to district wide recycling collection services.

Risks in relation to delays will be mitigated through proactive project management and timely decision making.

- Project Costs

Costs presented for the required works are based on estimates provided by external consultants to RIBA Work Stage 2 and early market engagement with recycling equipment supplies and include appropriate contingencies. There is a risk that costs will exceed the estimated levels. Any variations to costs following procurement will be managed following the Council's financial procedures.

- Health & Safety

There will be enhanced risks at the site during infrastructure works. These risks will be managed carefully using robust risk assessments, safe systems of work and through appropriate training for operatives and staff, specific to works being undertaken.

- Local Impacts

There will be some disruption in the locality, primarily with access to the DCC Recycling Centre and noise and dust during the works. Works will be co-ordinated with DCC to minimise access impacts, and the noise and dust will be managed through the RAMS in place with the contractor undertaking the works.

4.4 Environmental/Climate Change Impact

The Council declared a Climate Emergency and became a signatory of the Devon Climate Emergency in 2019. It aims to become a net zero district and has endorsed the Devon Carbon Plan to achieve net zero emissions county-wide by 2050 at the latest and in the shortest feasible timeframe.

There are direct benefits of increasing the range of materials for recycling across the district. There would be an estimated increase to our recycling rate of 0.53% delivering around 268,998 kgCO₂eq (Source: [Devon.gov.uk](https://www.devon.gov.uk))

There is opportunity to install the following carbon saving measures in line with our [Carbon Action Plan](#):

A solar panel system - expected to generate 19,000 kwh annually.

The expected carbon savings for the solar panel system are 19,000 @ 0.207 kgCO₂/kWh = 3,933kgCO₂ saved/year.

A greywater system - for use in the fire prevention plan and for the cleaning of site and food waste stillages on vehicles. Carbon and cost savings are not expected to be significant but do represent best practice.

In addition, the site improvements ensure that leachates from waste activities do not enter surface water drains and impact the local ecosystem and will lead to reduced levels of litter management required around the site.

5. Alternative Options

Do nothing. If the works required are not progressed there would be significant implications for efficient statutory recycling service delivery. An alternative waste handling facility would need to be used that is suitably located, properly licensed and able to accept the various waste streams collected. We have been unable to identify any sites within a 20-mile radius that meet these requirements, including both private and local authority facilities.

The site currently generates ~£1.5M of income per year through recycling credits and sales of material to support the service costs. Tipping at an alternative 3rd party facility would require the payment of a gate fee.

The median gate fee for 2023/24 for dry recyclables was £51/tonne. This would equate to an estimated annual cost of £561,000 (based on 23/24 tonnage of 11,000 tonnes).

The 2023/24 median gate fee for food waste was £70/tonne. This would equate to an estimated annual cost of £368,550 (based on 23/24 tonnage of 5,265 tonnes) source [WRAP-Gate-Fees-Report-2023-24-V1.1.pdf](#).

The total estimated ongoing annual gate fee cost implication would therefore be £929,550.

In addition, there would be a loss of £503,206 from material sales (based on 23/24 data) making the total ongoing annual cost implication £1,432,756.

There would be additional cost implications linked to reduced collection round efficiencies, depending on the location of the alternative tipping facility, the approach taken to transfer waste and potential cost implications linked to redundancies at the existing waste transfer station.

Reducing the phasing of works was also explored in relation to cost impacts. The proposed phasing plan was carefully considered to ensure the site could remain operational during delivery of the works. Reducing the phases proposed would mean an alternative site would need to be found which would create similar issues to those identified above.

Consideration was also given to establishing a new site. The lack of a suitable site and significantly higher costs to develop prohibited this approach.

The Infrastructure Requirements detailed in this report include provision of a solar panel system to generate 19,000KW per year of energy that would be used to meet site demand. These works could be excluded as they are not essential to obtain the waste permit. They do however align with our carbon action plan.

6. Conclusion

The site improvement requirements detailed in this report are essential to ensure we can continue to deliver efficient, statutory recycling collections to all households in the district in line with recent legislative changes.

The timescales for delivery are challenging and require prompt action to enable procurements and related works to progress.