

Joint Municipal Waste Management Strategy for Suffolk 2003–2020

Annexes 2008

Action Plans 2007–2012 / Policy Statements / Consultation



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Introduction

Waste continues to be one of the most challenging areas facing local government today. The Suffolk Waste Partnership has been highly successful in the 5 years since the adoption of the Joint Municipal Waste Strategy, attracting substantial sums of external funding that have assisted in the development of services. The resulting improvements have seen levels of recycling and composting performance that are consistently amongst the best in the England. We are committed to working together, and in partnership with the public and other stakeholders, to tackle the challenge of further improvements in both effectiveness and efficiency. The preparation of the Strategy in 2003 and subsequent review during 2007 resulting in the Addendum are important steps in this process.

This document contains information to support the policies outlined in Section 3 of the Strategy. This includes:

- Action Plans that highlight those actions that will be implemented and developed over the next 5 years and also set out additional activities which could be considered for implementation with the aim of reaching the targets and aspirations set in the Strategy.
- High level joint Policy Statements for 11 key areas of service drafted in order to standardise the approach to service delivery but not restrict flexibility at a local level.
- A summary of the involvement of the public in the review of the Strategy during 2007.

The contents of Annexes A and B will be reviewed and updated annually.

Annex A – Action Plans

A1 Waste Minimisation and Reuse Action Plan

A1.1 Background

The SWP recognises the important role that reduction and reuse play in the waste hierarchy. A greater focus for these activities is recognised in the Waste Strategy for England 2007. The following represents current programmes and enhancements to the current position where funding has been allocated. Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

A1.2 Current Position

SWP continues to promote awareness and change people's behaviour towards sustainable waste issues and particularly towards waste minimisation, reuse, recycling and composting. This work will build on the two previous promotional campaigns that utilised over £750,000 of WRAP funding. The emphasis under the JMWMS Communication Plan for 2007/08 is reducing BMW to landfill, reducing contamination in the co-mingled dry recyclate collection and communicating with hard to reach and hard to engage groups.

For minimisation the following workstreams under the Communications Plan 2007 are being progressed:

- Home composting scheme – supporting and promoting the WRAP home composting scheme to at least a further 4,500 householders in 2007/08. To date, and since 1998, 66,713 bins have been supplied;
- Excess packaging campaign – working in conjunction with retailers and shoppers this campaign is promoting suitable shopping alternatives to excess packaging including the single use of plastic carrier bags;
- Reduce other BMW programme – this includes promotional activities, advertorials and publicity on the Mail Preference Service, and disposal of excess edible food;
- Schools' Education Programme and the Schools' 'Pledge to Recycle' initiative;

In promoting reuse the SWP works with a number of community groups and charities. These include:

- Eastex Materials Exchange – On behalf of the SWP Suffolk County Council acts as the lead organisation on the regional steering group promoting waste as a valuable resource for use by another business;
- Furniture projects - working in partnership with the voluntary sector to support and promote the reuse of furniture and other bulky items by those socially dis-advantaged;
- Choose2Reuse – supporting charity shops in the resale of goods including furniture;
- "Freecycle" network – advocating the reuse of items through this worldwide initiative;
- Suffolk Real Nappy Network - supporting the use of reusable nappies.

All WCAs in the Partnership limit the amount of waste collected by enforcing a no side waste policy, some allow the purchase of approved sacks for additional waste and/or recycling.

A1.3 Planned Enhancements 2007 – 2012

The following represents enhancements to the current position where funding has been allocated. Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

The Business Resource Efficiency and Waste programme (BREW) has awarded funds to the SWP to identify ways to increase business resource efficiency, and reduce trade waste that is sent to landfill through waste minimisation, reuse and recycling services for businesses within Suffolk. Potential enhancements arising from this current project are developed as options for either recycling and/or waste minimisation/reuse in the Partnership Action Plan.

A1.4 Potential Enhancements

The potential options are presented across three themes, they include but are not limited to the following (the estimated figures for tonnes diverted have been derived from analysis of current government research and information gathered by SWP):

Waste as a valuable resource – Householders and businesses will be encouraged to treat waste as having a monetary value and their action to reduce or reuse will result in cash benefits for them.

- Home composting - Maintain the existing scheme and, as necessary, without WRAP funding. To ensure at least 5,000 bins are distributed per year in accord with Defra guidelines resulting in the reduction in BMW of 5,500tpa.
- Grass-cycling – A campaign with home composting encouraging householders to leave grass cuttings in situ after mowing. To target 25,000 householders avoiding 300 tpa of BMW.
- Excess packaging – Encourage, in association with Government and WRAP, Suffolk packaging producers and retailers to reduce packaging. Promote alternative shopping practices to avoid excessive packaging (re-useable bags etc). This will result in relatively low levels of diversion (approximately 50tpa) but contribute to raising the resource issues and instil behavioural change.
- Shop Smart Campaign – A campaign to target reducing food waste in the home and encouraging 'stop before you shop'. Over 20,000 tpa of food waste sent to landfill from Suffolk homes could have been eaten. To target 10,000 householders avoiding 700tpa of BMW.
- Waste Minimisation Clubs – Establish a number of Waste Minimisation Clubs across the County to encourage businesses to reduce and reuse their waste. Depending on the number of Clubs, participation and interest will avoid 370tpa.
- Product Service Businesses – Encourage the loan, hire and leasing of services rather than goods, or where they are purchased, they are combined with services including upgrade, delivery, cleaning or maintenance. This will be as an extension to Eastex and allow householders to benefit informal sharing of goods. To target 500 business and 25,000 householders avoiding 150tpa.

Waste as a community asset – Develop the social and community well being through local, community and voluntary groups, so as to recognise the environmental benefits of minimisation and reuse.

- Community composting – Establish, through community champions and Master Composters, 10 community based composting schemes across the County. This will result in the diversion of 200tpa.
- Paint Reuse – Develop at least four sites across the County for the depositing of paint. Tonnages will be low at 20tpa, but added value will be obtained from diverting paint due to its hazardous nature.
- Scrap Store – Enhance the role of the Scrap Store and its community value to not only schools but also charities, voluntary groups and householders. This will result in relatively low levels of diversion (approximately 20tpa) but contribute to raising the community worth of reusing scrap goods and instil behavioural change.
- Furniture and Electrical Goods Reuse – Develop the existing services encouraging the diversion of bulky items and role of charity shops towards the reuse of furniture and other items. This will result in the diversion of a further 350tpa.
- Charity shop – Promote, by working with the Association of Charity Shops, the use of charity shops for the sale of merchandise and ensure that their role within the waste hierarchy is recognised. To target with the current growth in sales of 4% pa to divert an extra 10% of goods avoiding 80tpa.
- Second-Hand Sunday – Facilitate community events to re-distribute second-hand items. This will result in low levels of diversion (25tpa), but contribute to raising awareness of waste and its community value.
- Spectacle reuse – Promote, with opticians, the take back of spectacles and their reuse. Whilst providing a very low level of diversion (0.1tpa) this will raising awareness of waste and its widest value to the third world.
- Borrow not buy – Encourage, with declining use of public libraries, the benefits of borrowing book and media material rather than buying. This will result in low levels of diversion (2tpa) but support in raising awareness of waste and its associated community value.

Waste as an individual responsibility – Extend the personal responsibility of waste management such that not only businesses but also individuals appreciate their moral and environmental commitment to reduce waste. This theme would be coupled with financial and legal sanctions and aim to encourage an annual sign up of personal commitment pledges (e.g. 'The Big Green Switch') of at least 500 people per year.

- No Junk Mail promotion – Extend the current promotion to encourage 15% of householders to have taken steps to reduce the amount of junk mail they receive. Participating householders will reduce the amount of junk mail they receive by 70% and reduce waste by 625tpa by 2019.
- Use of e-cards – Promote, particularly prior to Christmas, the use of e-cards rather than conventional greetings cards. To target 5,000 individuals and businesses avoiding 0.1tpa.
- Enforcement on commercial waste in household streams – A co-ordinated enforcement campaign with associated publicity to reduce the disposal of commercial waste in that collected from householders and from HWRCs. This will reduce the non-household waste by 4,500tpa by 2019.
- Real nappies – Building on the success of the existing initiative with increased financial incentive for parents across the whole County and continued targeted promotion. To target 2,500 participants by 2010 and an annual increase of 5% per year to avoid at least 500tpa.
- Incentives – Research the opportunity to use incentives and other means to minimise waste. An appropriate scheme could divert as much as 18,500tpa by 2019.

In total this combined programme, along with the associated promotional, publicity and marketing will help to divert just under 32,000tpa by 2019 and result in the reduction to 0% in the annual growth of Suffolk's municipal waste.

A2 Babergh District Council Recycling Action Plan

A2.1 Background

Babergh is a largely rural District in the southern part of Suffolk. The District has a population of approximately 85,100¹ and 37,363 domestic properties. It covers an area of 59,570 hectares and contains several small towns, including Sudbury and Hadleigh and villages.

A2.2 Current Position

Babergh District Council currently provides the following waste management services:

- An alternate week kerbside collection of residual waste to 37,363 households;
- An alternate week kerbside collection of dry recyclables (paper, cans, card and plastic) to 37,363 households;
- An chargeable alternate week kerbside collection of garden waste to 6,400 households;
- An extensive network of 91 bring sites for the recycling of glass, textiles, paper, shoes and cans;
- A demand led collection service of bulky household items at a cost of £20 for up five items, or free for certain means tested benefits;
- A free of charge demand led collection of household clinical and hazardous wastes;
- As requested a chargeable non-household collection service to businesses within the District,
- To work as active member of the SWP to implement the JMWMS Communication Strategy and;
- Educational and enforcement intervention to effect the following improvements to divert municipal waste from landfill
 - > An increase in household participation with kerbside recycling and composting schemes
 - > An increase in the quality of material collected through kerbside recycling and composting schemes
 - > An increase in the capture rates of material available in the residual waste stream for recycling and composting.

Waste receptacles are provided free of charge to households (with the exception of the garden collection service, which promotes waste minimisation via home composting) and are standardised with a 240lt volume for each waste type. Larger and smaller bins are available to reflect differences in property type, waste generation and family size. Flats and other multi-occupancy dwellings are provided with larger communal bins, with an entitlement of 240litres per household. Assisted collections are also provided for those experiencing physical difficulty using the collection schemes. In the case of properties with no bin storage areas or side access, sack collection services are made available.

The recycling and composting performance for the year ending 31st March 2007 was 36.5%. The amount of waste collected per head for the same year is 399kg.

¹ Office of National Statistics Mid-year Population Estimates (2005)

A2.3 Planned Enhancements 2007 – 2012

Babergh District Council will continue to minimise the amount of waste landfilled by maximising reduction, reuse, recycling and composting in its role as a member of SWP.

The following represents enhancements to the current position where funding has been allocated. The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44). Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

Planned enhancements 2007/08

The establishment of the Joint Client Team with Mid Suffolk District Council, to deliver the waste and recycling services contract will take priority during this year, including the acquisition and development of a Joint Depot facility. Recycling Support Officers located within that team will focus on monitoring work to continue to reduce contamination and identifying specific areas where more targeted work is necessary.

It is anticipated that the existing chargeable collection of garden waste will expand to provide a service to 5% more customers.

It is planned to commence offering a recycling service to the existing trade refuse collection service by the middle of the year. This will look to recover 10% as a minimum, aiming towards a 40% recycling target by 2011/12. This scheme is initially to be for paper and card only, but could be changed in the future.

Planned enhancements 2008/09

Planned enhancements to services will be defined by work with Mid Suffolk District Council through the auspices of the Joint Client Team.

It is anticipated that the existing chargeable collection of garden waste will expand to provide a service to 5% more customers.

Increase trade waste recycling to 15% minimum in total.

Planned enhancements 2009/2010

It is anticipated that the existing chargeable collection of garden waste will expand to provide a service to 5% more customers.

Increase trade waste recycling to 20% minimum in total.

Planned enhancements 2010/2011

Increase trade waste recycling to 30% minimum in total.

It is anticipated that the existing chargeable collection of garden waste will expand to provide a service to 5% more customers.

Planned enhancements 2011/2012

To maintain or increase trade waste recycling above the 40% target level.

It is anticipated that the existing chargeable collection of garden waste will expand to provide a service to 5% more customers.

A2.4 Potential Enhancements

- Introduction of a weekly compostable kitchen waste service. Podded vehicles would be used to collect residual and compostable waste one week, and recycling and compostable waste the next. It is estimated that 2 vehicles would be required if a 'single pass' collection system were in place.
- New joint depot with MSDC would require, either new transfer station to take kitchen waste, or a new IVC

A3 Forest Heath District Council Recycling Action Plan

A3.1 Background

Forest Heath District Council (FHDC) covers an area of 38,000 hectares with a population of 63,100² and 25,884 domestic properties.

As a 'high performer,' the council was challenged with the two highest national statutory recycling targets, namely:

- To recycle/compost 33% by 2003/04; and
- To recycle/compost 40% by 2005/06 (capped to 30% in 2004)

In order to reach the 33% target, the council adopted a partnership project with St Edmundsbury Borough Council to investigate various options for the extension of recycling. The conclusions from the trials informed both the decision making process for the development of waste management services within each authority and the strategic direction of waste management in Suffolk.

In order to reach the 33% target, in partnership with St Edmundsbury Borough Council, Forest Heath carried out comprehensive trials to ascertain the best method of diverting dry recyclables from the residual waste stream that included operating an alternate weekly collection using a 3-bin system. The alternate weekly collection system involved the collection of the black bin one week and the brown and blue bins the following week.

A3.2 Current Position

Forest Heath District Council currently provides the following waste management services:

- An alternate week kerbside collection of residual waste to 25,442 households within the district;
- An alternate week kerbside collection of dry recyclables (paper, cans, card and plastic) to 25,884 households within the district;
- An alternate week kerbside collection of meat excluded kitchen and garden waste to 21,400 households within the district;
- An extensive network of 40 recycling centres for the recycling of glass, textiles, paper, shoes and cans;
- A demand led collection service of bulky household items at a cost of £20 for up five items, or free for certain means tested benefits;
- As requested a chargeable non-household waste collection service to businesses within the District;
- A free of charge demand led collection of household clinical and hazardous wastes;
- To work as active member of the SWP to implement the JMWMS Communication Strategy and;
- Educational and enforcement intervention to effect the following improvements to divert municipal waste from landfill

² Office of National Statistics Mid-year Population Estimates (2005)

- > An increase in household participation with kerbside recycling and composting schemes
- > An increase in the quality of material collected through kerbside recycling and composting schemes
- > An increase in the capture rates of material available in the residual waste stream for recycling and composting.

Waste receptacles are provided free of charge and are standardised with a 240lt volume for each waste type. Larger and smaller bins are available to reflect differences in property type, waste generation and family size. Flats and other multi-occupancy dwellings are provided with larger communal bins, with an entitlement of 240litres per household. Assisted collections are also provided for those experiencing physical difficulty using the collection schemes.

The recycling and composting performance for the year ending 31st March 2007 was 46%. The amount of household waste collected per head of population for the same year was 415.5kg.

A3.3 Planned Enhancements For 2007 – 2012

Forest Heath District Council will continue to minimise the amount of waste landfilled by maximising reduction, reuse, recycling and composting in its role as a member of SWP.

The following represents enhancements to the current position where funding has been allocated. The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44). Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

Planned enhancement for 2007/08

The Business Case for joint working with St Edmundsbury District Council will be completed and, subject to approval by both Councils, joint working arrangements will be implemented.

A study carried out by Entec and funded by DEFRA's Waste Implementation Programme (WIP) will be completed. The study focus' on maximising efficient collection routes as well as the benefits and opportunities available for joint collection activities. This investigation will provide both SEBC and FHDC with a complete review of the collection rounds.

To agree and commence a Suffolk Recycling Consortium procedure for the identification and enforcement of blue bin contamination.

Develop adequate enforcement of the provisions of the CNEA and the EPA to enhance recycling and bin stewardship in the town centres.

Using systems thinking methodology identify and pursue efficiency gains in recycling collections.

Planned enhancements for 2008/09

To continue with the project investigations on the Waste Service partnering opportunities between FHDC and SEBC.

Planned enhancement for 2009/2010

To complete the investigation of waste services partnering opportunities between FHDC and SEBC.

Planned enhancements 2010/2011

No budgeted enhancements planned.

Planned enhancement for 2011/2012

No budgeted enhancements planned.

A3.4 Potential Enhancements

- Investigation into a food waste collection. This would require funding for vehicles, staff, education bins and the upgrade of the Lackford IVC facility but could be done in conjunction with St Edmundsbury Borough Council to gain economies of scale.
- Trade waste recycling scheme. Would require funding for new bins, staff and vehicles and assistance with promoting the scheme to customers.
- Investigation into the introduction of district wide glass collection.
- Bring sites, whilst not being increased in number, could need refurbishment.
- Investigate opportunities to recover value from litter and street cleaning residues.
- Investigation into extension of "brown bin" service to all households in the District.

A4 Ipswich Borough Council Recycling Action Plan

A4.1 Background

Ipswich Borough Council (IBC) covers an area of 3,980 hectares with a population of 118,200³ and 53,000 domestic properties. The Borough has been identified as an area for significant housing growth and the volume of completions means that Ipswich's population is growing rapidly it is expected to rise to 128,000 by 2009 and 150,000 by 2020.

Ipswich was set a low statutory performance target:

- To recycle/compost 10% by 2003/04
- To recycle/compost 18% by 2005/06 (increased to 20% in 2006)

In order to reach the targets, Ipswich expanded its kerbside green waste collection service and launched a kerbside collection of dry recyclable waste using the research carried out by Forest Heath and St Edmundsbury Councils and based on a trial conducted in Ipswich. By 2006 all properties in Ipswich had access to kerbside dry recycling collections and 42,000 properties were also served by the green kitchen and garden waste collections. Ipswich exceeded its 2005/06 statutory target by over 50% achieving a recycling rate of 36.5%

A4.1 Current Position

Ipswich Borough Council currently provides the following waste management services:

- An alternate week kerbside collection of residual waste to 53,000 households within the district;
- An alternate week kerbside collection of dry recyclables (paper, cans, card and plastic) to 53,000 households within the district;
- An alternate week kerbside collection of meat excluded kitchen and garden waste to 42,000 households within the district;
- An extensive network of 80 recycling centres for the recycling of glass, textiles, paper and cans;
- A demand led collection service of bulky household items at a cost of £18 for up five items, or free for certain means tested benefits;
- A free of charge demand led collection of household clinical and hazardous wastes;
- As requested a chargeable non-household collection service to businesses within the District;
- To work as active member of the SWP to implement the JMWMS Communication Strategy and;
- Educational and enforcement intervention to effect the following improvements to divert municipal waste from landfill
 - > An increase in household participation with kerbside recycling and composting schemes

³ Office of National Statistics Mid-year Population Estimates (2005)

- > An increase in the quality of material collected through kerbside recycling and composting schemes
- > An increase in the capture rates of material available in the residual waste stream for recycling and composting.

Waste receptacles are provided to private householders free of charge and are standardised with a 240lt volume for each waste type. Larger and smaller bins are available to reflect differences in property type, waste generation and family size. Flats and other multi-occupancy dwellings are provided with larger communal bins which in some cases are emptied weekly. Assisted collections are also provided for those experiencing physical difficulty using the collection schemes. . In the case of properties with no bin storage areas or side access, sack collection services are made available.

The recycling and composting performance for the year ending 31st March 2007 was 36.8%. The amount of waste collected per head of population for the same year was 448kg.

A4.3 Planned Enhancements for 2007 – 2012

Ipswich Borough Council will continue to minimise the amount of waste landfilled by maximising reduction, reuse, recycling and composting in its role as a member of SWP.

The following represents enhancements to the current position where funding has been allocated. The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44). Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

Planned enhancement for 2007/08

Evaluation of waste audits and trials of recycling collection systems at flats will be examined and recommendations made. Ipswich will lead on this and the findings used to help inform other partners.

A study will be made of how the small proportion of properties not currently served by a brown bin can be incorporated into the scheme.

An investigation into the efficiency of the bring sites will be conducted. This will focus on the usage of banks within a locality and the support given by the groups adopting them.

Planned enhancements for 2008/09

A study will be conducted into the feasibility of accepting cooked food, meat, fish and bones in the brown bin. This may involve a different method for collection from flats and multi occupancy housing.

The outcome of Ipswich's bid for Unitary status will affect work programmes and priorities from this year onwards.

Planned enhancement for 2009/2010

No budgeted enhancements planned.

Planned enhancement for 2010/2011

No budgeted enhancements planned.

Planned enhancement for 2011/2012

No budgeted enhancements planned.

A4.4 Potential Enhancements

- Development of a model for the introduction of flat recycling. Resources would be needed for the development/implementation of this model
- Some areas of Ipswich are currently not covered by the 3 bin scheme. It would be a possibility that some of this stock could be covered by neighbouring councils if it were more suitable for this to happen. This would require a review of rounds by partners and assessment of the feasibility of this.
- Investigation into a Borough wide food waste collection service, including flats.

A5 Mid Suffolk District Council Recycling Action Plan

A5.1 Background

Mid Suffolk District Council (MSDC) covers an area of 87,024 hectares, with a population of 89,900⁴ and 39,000 domestic properties.

The Council introduced alternate week collection service using wheeled bins for the collection of commingled dry recyclable and residual waste in April 2003, to meet the Council's statutory recycling target of 24% recycling by March 2006. Due to budget pressures, the Council needed to implement the 'Twin Bin' collection service in 8 phases. The implementation was finally completed in October 2006.

Each of the domestic properties is provided with an alternate weekly collection and receives a kerbside collection of dry recyclables (paper, cardboard, plastics, tins and cans), and a residual waste collection. A significant majority of households have two wheeled bins. The standard size is 140litres and 180 litres for residual.

Flats and multi-occupancy dwellings are provided with larger communal bins capacity based upon standard allocation. 5% of properties unable to use wheeled bins due to storage and access problems are provided with authorised sacks with equivalent capacity to that afforded by wheeled bins. The authorised sacks are collected on the same alternate week format.

A5.2 Current Position

Mid Suffolk District Council currently provides the following waste management services:

- An alternate week kerbside collection of residual waste to 39,000 households;
- An alternate week kerbside collection of dry recyclables (paper, cans, card and plastic) to 39,000 households;
- Currently introducing a chargeable alternate week kerbside collection of garden waste to 1,000 households;
- An extensive network of 137 bring sites for the recycling of glass, textiles, paper, books, shoes and cans;
- A demand led chargeable collection service of bulky household items or free for certain means tested benefits;
- A free of charge demand led collection of household clinical and hazardous wastes;
- To work as active member of the SWP to implement the JMWMS Communication Strategy and;
- Educational and enforcement intervention to effect the following improvements to divert municipal waste from landfill
 - > An increase in household participation with kerbside recycling and composting schemes
 - > An increase in the quality of material collected through kerbside recycling and composting schemes
 - > An increase in the capture rates of material available in the residual waste stream for recycling and composting.

⁴ Office of National Statistics Mid-year Population Estimates (2005)

Waste receptacles are provided free of charge to households (with the exception of the garden collection service, which promotes waste minimisation via home composting) and are standardised with a 180lt volume for dry recyclate and 140lt for residual waste. Larger bins are available, at the Councils discretion, to reflect differences in property type, waste generation and family size. Flats and other multi-occupancy dwellings are provided with larger communal bins. Assisted collections are also provided for those experiencing physical difficulty using the collection schemes. In the case of properties with no bin storage areas or side access, sack collection services are made available.

The recycling and composting performance for the year ending 31st March 2007 was 36.8%. The amount of waste collected per head for the same year is 319kg, one of the lowest waste arisings per head of population in the Country.

A5.3 Planned Enhancements 2007 – 2012

Mid Suffolk District Council will continue to minimise the amount of waste landfilled by maximising reduction, reuse, recycling and composting in its role as a member of SWP.

The following represents enhancements to the current position where funding has been allocated. The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44). Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

Planned enhancement for 2007/08

The establishment of the Joint Client Team with Babergh District Council, to deliver the waste and recycling services contract will take priority during this year, including the acquisition and development of a Joint Depot facility. Recycling Support Officers located within that team will focus on monitoring work to continue to reduce contamination and identifying specific areas where more targeted work is necessary.

Green waste collection is estimated to bring in 300 tonnes in this pilot year.

Can recycling will be discontinued at the bring sites in this year.

Planned enhancements for 2008/09

Planned enhancements to services will be defined by work with Babergh District Council through the auspices of the Joint Client Team. Officers will investigate potential to implement the chargeable garden waste collection service and a trade waste and recycling service in Mid Suffolk.

Planned enhancement for 2009/2010

Any further enhancements will be subject to Member approval and budget

Planned enhancement for 2010/2011

Any further enhancements will be subject to Member approval and budget

Planned enhancement for 2011/2012

Any further enhancements will be subject to Member approval and budget

A5.4 Potential Enhancements

- Introduction of a weekly compostable kitchen waste service. Podded vehicles would be used to collect residual and compostable waste one week, and recycling and compostable waste the next. It is estimated that 2 vehicles would be required if a 'single pass' collection system were in place.
- MSDC - with its partner Babergh D.C – will introduce trade waste and recycling service into Mid Suffolk. The service aims to achieve 60% recycling and collect 5,000 tonnes by 2011/12 of which 60% will be recycled.
- The chargeable green waste collection service will be expanded and expects to provide a service to approximately 6000 households in the district.
- New joint depot would require, either new transfer station to take kitchen waste, or a new IVC

A6 St Edmundsbury Borough Council Recycling Action Plan

A6.1 Background

St Edmundsbury Borough Council covers an area of 65,000 hectares, with a population of 101,500⁵ and 45,000 domestic properties. The Borough has two towns; Bury St Edmunds (located in the centre of the Borough) and Haverhill (located in the south of the Borough). The population in the towns equates to 57,855 (57%). The remaining 43,645 (43%) live in the rural area combining of 80 parishes.

St Edmundsbury was awarded Beacon Council Status for "Sustainable Development: Dealing with Waste 2000/2001". Subsequently, as a 'high performer,' St Edmundsbury was given two of the highest statutory recycling targets in the country:

To recycle/compost 33% by 2003/04;

To recycle/compost 40% by 2005/06 (capped to 30% in 2004).

In order to reach the 33% target, in partnership with Forest Heath District Council, St Edmundsbury carried out comprehensive trials to ascertain the best method of diverting dry recyclables from the residual waste stream that included operating an alternate weekly collection using a 3-bin system. The alternate weekly collection system involved the collection of the black bin one week and the brown and blue bins the following week.

The service made an immediate and positive impact on the household waste service, effecting high levels of householder satisfaction, high participation and in 2004/05, after one-full year of it's introduction, a 50.66% recycling and composting rate was achieved; the highest in the Country.

A6.2 Current Position

St Edmundsbury Borough Council currently provides the following waste management services:

- An alternate week kerbside collection of residual waste to 45,000 households;
- An alternate week kerbside collection of dry recyclables (paper, cans, card and plastic) to 45,000 households; and
- An alternate week kerbside collection of green kitchen and garden waste (exc. cooked food, meat, fish and bones) to 43,000 households.
- Flats and other multi-occupancy dwellings are provided with larger communal bins, with an entitlement of 240 litres per household.
- An extensive network of 68 bring sites for recycling of glass, textiles, and paper;
- A demand led collection service of bulky household items at a cost of £20 for up to five items, or a 50% discount for certain means tested benefits;
- A free of charge demand led collection of household clinical and hazardous wastes;
- As requested a chargeable non-household collection service to businesses within the Borough;

⁵ Office of National Statistics Mid-year Population Estimates (2005)

- To work as an active member of the SWP to implement the Communication Strategy and;
- Educational and enforcement intervention to effect the following improvements to divert municipal waste from landfill
 - > An increase in household participation with kerbside recycling and composting schemes
 - > An increase in the quality of material collected through kerbside recycling and composting schemes
 - > An increase in the capture rates of material available in the residual waste stream for recycling and composting

Waste receptacles are provided to private householders free of charge and are standardised with a 240lt volume for each waste type. Larger and smaller bins are available to reflect differences in property type, waste generation and family size. Flats and other multi-occupancy dwellings are provided with larger communal bins. Assisted collections are also provided for those experiencing physical difficulty using the collection schemes. In the case of properties with no bin storage areas or side access, sack collection services are made available.

In 2006/07, 47,783 tonnes of household waste was collected, of which 23,894 tonnes (50.0%) was recycled and composted with the remainder taken to the landfill site at Great Blakenham.

The recycling and composting performance for year ending 31st March 2007 was reported as 50.0% against a statutory target of 30%.

A6.3 Planned Enhancements for 2007– 2012

The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44).

Planned enhancement for 2007/2008

The Business Case for joint working with Forest Heath District Council will be completed and, subject to approval by both Councils, joint working arrangements will be implemented.

A study carried out by Entec and funded by DEFRA's Waste Implementation Programme will be completed. This investigation will provide both St Edmundsbury and Forest Heath with a complete review of the collection rounds. The study will focus on alternative collection routes as well as the benefits and opportunities available for joint collection activities.

A trial is being conducted to provide a battery kerbside recycling service to residents. This trial is the only one of its type to be run in Europe and if successful may provide the template to help the UK reach the targets of the EU Battery Directive. The outcomes will be reported to Waste Resource Action Programme (WRAP) and the Department of Environment and Rural Affairs (Defra). The trial will run until March 2008.

The publicity campaigns for this period will involve a mixture of leaflets, stickers, road shows, activity events and presentations. The primary focus will be to reduce contamination of the recycle in the blue bin through the use of the yellow and red card system and identifying areas where more work is necessary. We will aim for a maximum overall contamination figure of 8% for material delivered to Suffolk Material Recycling Facility.

The campaign will also seek to increase diversion from landfill through targeting materials with low capture rates, such as plastic food trays/containers and food tins.

A plan to enhance recycling and bin stewardship in the town centres will be written in 2007. This will seek to highlight key areas for improvement, including increasing participation in kerbside collection schemes, the removal of bins being kept on the street outside of collection days and a review of the bring bank sites located within the town centres.

In an effort to maximise diversion levels blue sacks have been distributed to the Borough Offices and it is planned that this will be expanded to various shopping outlets and Post Offices across the Borough. Residents will then have the opportunity to purchase sacks for additional dry recyclable material.

Planned enhancements for 2008/2009

Through building up a strong network of community 'Recycling Champions' general messages of waste minimisation, reuse and recycling will be supported by this group and they will be consulted on future campaigns and promotional materials.

The Council will aim for a maximum overall contamination figure of 5% on the amount of material collected through the blue bin scheme with a view to keeping it below this figure in the future.

In September 2008, Defra is scheduled to announce the Battery Regulations that will determine whether on-going funding is available to continue some of the battery collection trials in operation throughout England. If successful, the kerbside battery trial in place could be introduced permanently.

An investigation into the efficiency of the bring sites will be undertaken. This will focus on the proximity of the recycling banks to residential areas, particularly those areas within the two town centres.

Subject to approval, the project on joining the waste management sections of St Edmundsbury and Forest Heath will continue during this year.

Planned enhancement for 2009/2010

As this year is a target year under Landfill Allowance Trading Scheme, the publicity campaign for this period will focus on a 'final push' to increase the amount of biodegradable waste from the residual waste stream. Subject to funding and the result of the feasibility study, a full kitchen waste collection could be implemented across the Borough.

St Edmundsbury will liaise with the Waste Disposal Authority to investigate possibilities of providing facilities to recycle some of the materials not collected through the kerbside schemes through reviewing the network of Bring Sites and the service provided through the Household Waste Recycling Centres.

Subject to approval, the project on joining the waste management services of St Edmundsbury and Forest Heath is expected to be completed by this time.

Planned enhancement for 2010/2011

No budgeted planned enhancements.

Planned enhancement for 2011/2012

St Edmundsbury will continue with an on-going promotional campaign, guided by the Suffolk Waste Partnership Communications Strategy, focusing on raising awareness of waste minimisation, waste reuse and waste diversion. This will involve working closely with the community and the Recycling Champions.

A6.4 Potential Enhancements

St Edmundsbury will investigate funding streams that can provide the funding to expand the trial for the collection of dry recyclable material from trade customers that could lead to achieving the County target of recycling 40% of commercial waste collected by Suffolk local authorities by 2011/12.

Providing that funding has been sought to meet the costs of developing the trade waste collection scheme. The aim will be to increase trade waste recycling by a minimum of 10% each year until 40% is reached,

Providing funding can be sought, an investigation will be carried out on the feasibility of accepting cooked food, meat, fish and bones in the brown bin with a view to conducting trials. If successful the material can be included in the compostable waste stream.

A7 Suffolk Coastal District Council Recycling Action Plan

A7.1 Background

Suffolk Coastal District Council (SCDC) covers an area of 82,900 hectares with a population of 119,900⁶ and 55,700 domestic properties.

In 2005/06, a comprehensive review of options to further increase diversion of the amounts of dry recyclables from the residual waste stream were undertaken by a cross-party Member Research Group. Subsequently, SCDC agreed from 2006 to implement a five year phased roll-out of a new refuse collection service using wheeled bins. The new service involves the collection of residual waste from an all grey bin one week and dry recyclable waste from a blue lidded grey bin the following week. In addition, with the support of funding from DEFRA, Bioganix Ltd began the construction in 2005/06 of a new Animal By-Products Regulations Compliant Composting Facility at Parham. SCDC also undertook to supply feedstock, of domestic compostable waste (including food waste) to the facility from 2006. A comprehensive communication and public relations scheme was drawn up as essential support for these important developments for the Council's Waste Management Services.

A7.2 Current Position

Suffolk Coastal District Council currently provides the following waste management services as of April 2007:

- An alternate week kerbside collection of dry recyclables (paper, cans, card and plastic) and residual waste to 9,470 households within the district;
- Weekly sack based collection of residual waste and a fortnightly collection of recyclable paper contained in a crate to 46,230 households;
- Collection of all kitchen waste weekly for all households within the District, one week collected with garden waste from a brown bin or Bioganix Ltd approved biodegradable sack, the next week from a residual waste all grey bin or black sack;
- An extensive network of 426 recyclable material banks over 246 bring sites for the recycling of glass, textiles, paper, shoes, books and cans;
- A demand led collection service of bulky household items at a cost of £25 for the first item and £10 for each additional item;
- A free of charge demand led collection of household clinical waste;
- A chargeable collection service for household hazardous wastes, at £30 per collection (excluding non-fibrous asbestos, which is charged at £60 for up to 10 sheets worth);
- As requested a chargeable non-household collection service to businesses within the District;
- To work as active member of the SWP to implement the JMWMS Communication Strategy and;
- Educational and enforcement intervention to effect the following improvements to divert municipal waste from landfill

⁶ Office of National Statistics Mid-year Population Estimates (2005)

- > An increase in household participation with kerbside recycling and composting schemes
- > An increase in the quality of material collected through kerbside recycling and composting schemes
- > An increase in the capture rates of material available in the residual waste stream for recycling and composting.

Wastes receptacles are provided free of charge and are standardised with a 240lt volume for dry recyclate and residual waste, collection of kitchen and garden waste is made in 140lt bins. Smaller bins are available for people with disabilities, the elderly, where bin storage space is limited, or where the resident otherwise requests them. Residents can also have an additional 240 litre or 140lt for a nominal charge, however they are encouraged to have this additional capacity for their recyclable waste. Assisted collections are also provided for those experiencing physical difficulty using the collection schemes. In the case of properties with no bin storage areas or side access, weekly sack collection services are made available. Where it is found to be appropriate, flats and other multi-occupancy dwellings are provided with larger communal bins, with an entitlement of 240 litres per household per fortnight.

The recycling and composting performance for the year ending 31st March 2007 was 38.3%. The amount of waste collected per head of population for the same year was 464kg.

A7.3 Planned Enhancements for 2007 – 2012

Suffolk Coastal District Council will continue to minimise the amount of waste landfilled by maximising reduction, reuse, recycling and composting in its role as a member of SWP.

The following represents enhancements to the current position where funding has been allocated. The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44). Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

Planned Enhancements for 2007/08

The second phase of the Council's new refuse collection service for mixed dry recyclable and residual waste collection will be rolled-out to a further 10,000 domestic properties, plus commercial business premises in those collection areas. This will be fully supported by service communications to the public and Parish/Town Councils, road-shows, Ward Members information and briefings. Dedicated Support Team Staff and Customer Help-lines will also be in place. The National Recycle Now logo will continue to be integrated into the Council's recycling services information.

The current Contractor's bring site containers for cans will be replaced and their emptying brought in-house in order to provide an improved quality of service for residents. The configuration of sites will be reviewed to account for the impact of the continuing roll out of the new refuse collection service.

The pilot commercial waste cardboard collection scheme, successfully introduced in 2006/07, is to be expanded to other parts of the District, in response to demand from businesses, diverting further trade waste away from landfill. Other biodegradable commercial waste is also to be targeted for diversion. The aim is to recycle at least 20% of trade waste this year, with the aim of expanding to 50% by 2011/12.

Planned Enhancements for 2008/09

The third phase of the new refuse collection service is planned for roll-out to another 12,000 domestic properties plus commercial business premises in those collection areas. It will be fully supported by service publicity and information, a dedicated project team and Customer Help-line.

Switching all Bring Site servicing in-house will be evaluated. The configuration of Bring Sites will be kept under review.

Increase trade waste recycling by 10%, to 30% in total.

Planned Enhancements for 2009/10

The fourth phase of the new refuse collection service is planned for roll-out to another 10,000 domestic properties plus commercial business premises in the collection areas. Full customer and service support will be provided, together with publicity and information to ensure smooth implementation.

Increase trade waste recycling by 10%, to 40% in total.

Planned Enhancements for 2010/11

The final phase of the new refuse collection service is planned for roll-out to the remainder of the district. This will also provide coverage for commercial business premises. Full customer support, together with publicity and information, will be provided to facilitate smooth implementation.

Increase trade waste recycling by 10%, to 50% in total at least.

Planned Enhancements for 2011/12

Continue to proactively manage achieving low contamination levels and high quality of recyclable materials performance. Maintain municipal waste recycling at a minimum of 50%.

Continue to review the potential for maximising the diversion of all household waste streams for reuse, recycling or composting.

A7.4 Potential Enhancements

- Pilot and rollout a street sweepings recycling service. Street sweepings would be mechanically separated and the biodegradable fraction sent for composting/anaerobic treatment. The non-biodegradable fraction would be graded for recycled use either as road aggregate or quarrying restoration material. This would require infrastructure funding and could be introduced County wide.
- Pilot and rollout a litter recycling service. This would involve the installation of dual recycling and residual bins in urban areas. This would require infrastructure funding and could be introduced County wide.

- To sustain the current successful trialled collection of bundled cardboard from trade premises, where they have no storage space for a wheeled bin or skip, there will be an operational requirement for an appropriate vehicle to be procured.
- Introduction of glass collection from trade premises, which will require funding for a specialist vehicle and could be introduced County wide.
- To sustain diversion of biodegradable municipal waste streams will require funding for an additional suitable collection vehicle to be procured.

A8 Waveney District Council Recycling Action Plan

A8.1 Background

Waveney District Council (WDC) covers an area of 32,022 hectares and serves a population of 114,700⁷ in 53,363 domestic properties. Waveney is made up of the town of Lowestoft, Britain's most easterly town, located in the north of the District, four market towns and a large rural area. The population of Lowestoft equates to 57,746, with the remaining population living in one of the four market towns or the rural areas combining of 57 parishes.

The Council introduced wheeled bins for the collection of residual waste in 1989. Over the next 14 years WDC collected waste through the Black Bin and recyclables were collected through a network of bring sites. This gave an average recycling rate of 5%.

WDC's statutory recycling targets were 10% for 2003/04 and 18% for 2005/06. The Council was committed to reaching and surpassing these Government targets and approved plans to move to a three bin alternate week collection system.

The three bin scheme significantly increased the recycling rate and diversion of waste from landfill, while achieving high satisfaction rates with the public. After one full year of its introduction, a 46.59% recycling and composting rate was achieved; the seventh highest in the Country.

A8.2 CURRENT POSITION

Waveney Council currently provides the following waste management services:

- An alternate week kerbside collection of residual waste to 53,363 households within the district;
- An alternate week kerbside collection of dry recyclables (paper, cans, card and hard plastics) to 53,363 households within the district;
- An alternate week kerbside collection of meat excluded kitchen and garden waste to 53,363 households within the district;
- An extensive network of 72 bring sites for the recycling of glass, textiles, paper, shoes and cans;
- A demand led collection service of bulky household items at a cost of £22 for up three items, or free for certain means tested benefits;
- A free of charge demand led collection of household hazardous wastes;
- As requested a chargeable non-household collection service to businesses within the District;
- To work as active member of the SWP to implement the JMWMS Communication Strategy and;
- Educational and enforcement intervention to effect the following improvements to divert municipal waste from landfill
 - > An increase in household participation with kerbside recycling and composting schemes

⁷ Office of National Statistics Mid-year Population Estimates (2005)

- > An increase in the quality of material collected through kerbside recycling and composting schemes
- > An increase in the capture rates of material available in the residual waste stream for recycling and composting.

Initial waste receptacles are provided free of charge and are standardised with a 240lt volume for each waste type. Additional and/or smaller bins are available to reflect differences in property type, waste generation and family size. Flats and other multi-occupancy dwellings are provided with larger communal bins. Most of the flats are not provided with a compostable waste collection. Assisted collections are also provided for those experiencing physical difficulty using the collection schemes. In the case of properties with no bin storage areas or side access, sack collection services are made available.

The recycling and composting performance for the year ending 31st March 2007 was 48.4%, against a statutory target of 18%. The amount of waste collected per head of population for the same year was 435kg.

A8.3 Potential Enhancements for 2007– 2012

Waveney District Council will continue to minimise the amount of waste landfilled by maximising reduction, reuse, recycling and composting in its role as a member of SWP.

The following represents enhancements to the current position where funding has been allocated. The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44). Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

Planned enhancement for 2007/08

The existing garden waste collection (green bin) service will be extended to include all food waste (meat inclusive). This combined waste will be processed at the Parham IVC. This would be expected to collect 1,000 tonnes in 2007-08 and 2,775 tonnes in first full year.

WDC will continue to run a trial of separate collection of food waste from 5,500 properties in central Lowestoft and Halesworth with part funding from WRAP. The trial also includes a separate collection of glass from these properties.

WDC will improve data recording enabling the Council to focus work on the areas of highest contamination and lowest participation developing highly localised campaigns.

Planned enhancements for 2008/09

WDC will assess the viability of separately collecting kitchen waste (and glass) from areas which do not have Green bin collections based on the trial running in 2007/8.

Concerted support and education will be directed to increase household participation in the extended green waste/food collection scheme. In the second full year it is anticipated the change to food included collections will divert an additional 3,385 tonnes.

A plan to enhance recycling and bin stewardship in the town centres will be written in 2008. This will seek to highlight key areas for improvement, including increasing participation in kerbside collection schemes and direct action against householders who leave their bins out other than on collection days. This will be done in partnership with WDC's Environment Support Officers.

Through building up a strong network of community 'Recycling Champions' general messages of recycling and waste minimisation will be supported by this group and they will be consulted on future campaigns and promotional materials.

Planned enhancement for 2009/2010

No budgeted enhancements planned.

Planned enhancement for 2010/2011

No budgeted enhancements planned.

Planned enhancement for 2011/2012

No budgeted enhancements planned.

A8.4 Proposed Enhancements

- Expansion of glass recycling collection. Would require funding if carried out.
- Introduction of a textiles kerbside collection, incorporated in the current collection. It would require strong survival bags, but there is potential that the MRF in Norwich will be able to accept this. Would require funding for bags.
- Introduction of a trade waste recycling collection. Would require funding support for vehicles.
- Introduction of events recycling schemes. This would involve SWP being visible in promoting and collecting recycling at events and therefore gaining the revenue and publicity from this. Would require funding for staffing and promotional / collection materials.

A9 Household Waste Recycling Centre (HWRC) Action Plan

A9.1 Background

Suffolk has 18 HWRCs providing an average of 1 site per population of 37,772 or 1 site per 15,833 households. This level of provision compares well with other authorities in the region (a Chartered Institution of Waste Management (CIWM) report shows an average across 16 Waste Disposal Authorities (WDAs) of one site per 45,921 residents).

The network of HWRCs has been developed over a period of about 30 years. The HWRCs were often set up at landfill sites, which were established as close as possible to the population centres. As a result of this, most HWRCs are at or adjacent to the major population centres and other areas of relatively high population. Most parts of the county are within 20 minutes travelling time of an HWRC, and 80% of Suffolk residents are within 10 minutes of an HWRC, thus reaffirming that the current network provides good coverage of service. Only a very small proportion of the population is more than 20 minutes away from a site.

The most common site design in Suffolk is based on a concrete compound with 30 cubic metre (40 cubic yard) hook-lift skips that are accessed by steps and gantries. Such systems expose site users to increased manual handling risks and the potential for slips, trips and falls. Adequate separation of operational site vehicles and service users is normally achieved by temporary site closure during container and waste movement, increasing waiting times for site users.

The HWRC sites vary in size across the county, sites vary in size from 407 square metres to 3,200 square metres. Some sites have as few as 4 waste containers while some have space for up to 40 containers. The current portfolio of sites has not expanded in size or capacity in line with their increased use and the requirement to segregate more materials; this has placed a strain on the capacity of the existing sites that will increase over time resulting in a worse experience for site users, falling recycling levels and an increase in the number of accidents and incidents on the sites. SCC has made a commitment to develop new HWRC sites as split-level facilities in line with best practice guidance.

The HWRCs were originally operated directly by the County Council. As a result of the EPA (1990) it was necessary to put the service out to tenders in 3 separate geographical areas, western, central and eastern. The successful bidder for all 3 tenders was the County Council's Local Authority Waste Disposal Company (Suffolk Waste Disposal Company) which operated the service under contract from 1994. In 2001, Suffolk Waste Disposal Company was sold to Viridor Waste Management Ltd.

The current contractual arrangements with Viridor have been extended to 2009, which is the maximum the contract will allow.

A9.2 Current Position

Suffolk has a good track record in recycling and composting. In common with much of the rest of the country the amount of municipal waste produced in Suffolk has grown considerably over recent years. 296,000 tonnes were produced in 1995/96, by 2005/06 this had increased to 395,203 tonnes. However, recycling and composting has also increased from 23,000 tonnes (8% of waste produced) in 1995/96 to 157,043 tonnes (39.74% of waste produced) in 2005/06.

In 1996/97, the HWRCs managed 53,958 tonnes of household waste. This rose to 80,827 tonnes in 2006/07, which is an average annual growth rate of 3.3%. Green waste for composting is the main material that is segregated at the sites, and there has been a considerable expansion of this since its introduction. In 2005/06, the HWRC recycling rate of 47.6% comprised 22% green waste, 11% metal, 2% paper and 12% other recycling (glass, textiles, etc).

Overall, levels of recycling and landfill diversion are constrained as a result of the composition of materials being delivered to the HWRC service. A composition analysis was carried out on the residual waste stream at the HWRC sites during March 2006. The analysis indicates that wood waste remains in the residual waste stream (6.4% of HWRC arisings), and that this could be targeted in order to improve recycling performance.

A9.3 Planned Enhancements 2007 – 2012

The following represents enhancements to the current position where funding has been allocated. The implementation of these enhancements is reflected in the performance tables in Appendix C (page 44). Further options to be considered and developed in order to implement the policies of the JMWMS and stretch performance to meet JMWMS targets can be found in the Proposed Enhancements below.

SCC will monitor outlets for wood waste as this has been highlighted as the one main element of the incoming waste that if recovered/recycled, could increase the landfill diversion performance of the sites considerably. A target has been set to divert at least 500 tonnes of HWRC wood waste from landfill disposal in 2009/10 and increasing the wood diverted to 3,000 tonnes in 2010/11.

Should SCC be successful in diverting these quantities of wood the levels of recycling and composting at the HWRCs would increase to 49% in 2009/10 and 52% in 2010/11.

A9.4 Potential Enhancements

Suffolk County Council is considering a programme of major investment and improvements to radically modernise its Household Waste Recycling Centres, which are spread across the county.

Despite returning some of the best recycling figures in the country, the Council recognises that in order to encourage the public to recycle more, it must make the experience of using the sites even better.

Some of the current problems include size (several are already over crowded) ease of tipping and the provision of sufficient bays to allow for greater separation of different recyclable materials. Wood is a good example where there is not sufficient capacity at many sites - so it cannot be recycled.

As part of the plans, the Council will look at which sites are capable of being improved as it firmly believes the better the experience of the public when using sites, the more likely they are to participate in the recycling effort.

This approach reflects the changes in waste disposal in recent years. Many householders are now in the habit of separating different wastes at home as the districts and boroughs introduce collection services designed to handle recyclable materials. This now needs to become the culture at Household Waste Recycling Centres with a wide variety of tipping areas to take everything from card or wood through to waste oil or batteries.

Other improvements will include a cleaner environment at the centres, better traffic management and staff on hand to assist the public with advice as well as unloading. Some of the new or improved sites might be located next to other, existing waste facilities to reduce transport costs.

Future decisions will take into account:

- the fact the existing sites are taking more waste than ever before and that increase needs to be managed safely
- recycling rates are going up and need to continue to rise
- the service is there to help the public recycle
- the service is for the council tax payers of Suffolk
- locations should reflect where most of the waste is coming from to reduce traffic and journey times
- the programme of public education and encouragement will continue.

The Council has undertaken to consult widely on the future locations of the improved sites.

A9.4.1

Timescales for the Procurement

Action	Proposed Milestone Date
Commence procurement	10/09/2007
Select bidders	18/03/2008
Preferred bidder selected	30/01/2009
Contract commencement	13/05/2009
Development of new split level sites co-located with other waste facilities	2014/15

Suffolk County Council (SCC) HWRCs

Site	Address
Beccles	Fen Lane, Beccles, Suffolk NR34 9BB On north side of A145 roundabout with A146, opposite Safeways
Bramford	Somersham Road (C450), Bramford, Suffolk IP8 4NS 1 mile before you get to Little Blakenham Village
Bury St Edmunds	Rougham Road (U8048), Bury St Edmunds, Suffolk IP33 2RN Off A134 Town side of A14 i.e. opposite side of A14 to Sainsbury's
Brome (Eye)	Brome Industrial Estate, Brome Eye, Suffolk IP23 7HN On B1077, 2 miles north of Eye

Site	Address
Chelmondiston	Shotley Road (B1456), Chelmondiston Suffolk IP9 1EF 1 mile east of Chelmondiston village
Felixstowe	Carr Road, Felixstowe, Suffolk IP11 8UT Off the end of Langer Road (tip of A14)
Foxhall	Foxhall Road, Brightwell, Ipswich , IP10 0HT Half a mile west of A12, 1 mile before Speedway Stadium
Hadleigh	Croakett Way , Hadleigh, Suffolk IP7 6AH Off Lady Lane Industrial Estate
Haverhill	Coupals Close, Haverhill, Suffolk CB9 7UR Off Chalkstone Way near junction with A604 Sturmer and Halstead Road.
Ingham	Theford Road , Ingham, Suffolk IP31 1NP North side of village, beside A134 (Theford Road)
Ipswich	Portman's Walk, Ipswich, IP1 2DW Off Sir Alf Ramsey Way.
Leiston	Lovers Lane, Leiston, Suffolk IP16 4UJ U2822 (road to Sizewell Power Station)
Lowestoft	Hadenham Road, South Lowestoft Industrial Estate Lowestoft, Suffolk, NR33 7NF
Mildenhall	Folly Road, Mildenhall, Suffolk IP28 7BY Off Brandon Road (A1065) mile north of 5-Ways roundabout
Newmarket	Depot Road, Newmarket , Suffolk CB8 0AN Off Exning Road (B1103) 1 mile south of A14 flyover
Southwold	Blyth Road, Southwold, Suffolk IP18 6AZ Beside sewage works and car breakers' yard
Stowmarket	Old Bury Road, Stowmarket, Suffolk IP14 1JQ A1308 Close to north side of town
Sudbury	Sandy Lane (C748), Sudbury , Suffolk CO10 7HG Off Ballingdon Hill (A131)

A10 Residual Waste Action Plan

A10.1 Procurement Plan

Set out below is Suffolk County Councils waste procurement plan. This action plan sets out how the process for dealing with residual waste for the county is going to be brought forward over the coming years.

A10.2 Summary

Procurement will be undertaken strictly in accordance with the Public Contracts Regulations 2006, using Competitive Dialogue, SOPC4 contract and an output based specification.

The UK waste management industry is currently lacking the required capacity to deliver the volume of large residual waste treatment facilities that are in procurement or expected to be procured over the next five years.

The procurement plan has therefore focussed on stimulating competition for Suffolk's residual waste treatment procurement in order to achieve a value for money solution. The Council has consulted with the market and listened to its aspirations and concerns. This has highlighted the need to ensure that it creates a level playing field and is attractive to a wide range of companies and technologies as possible. This includes site acquisition, disaggregation and output based specification.

The point cannot be over-stressed that if the Council is to stimulate effective competition throughout the bidding process, it must respond to the needs, concerns and perceptions of the market in order to stand out from the crowd as the authority to do business with.

A10.2.1 Recommendations

The procurement plan's recommendations include:

- The use of Competitive Dialogue as the most appropriate procedure under the 2006 Public Contracts Regulations.
- The exclusion of transfer stations from the scope of the procurement.
- The procurement timetable as detailed in Appendix B.
- That the duration of the contract is determined during the tender process, and in the mean time to work on the basis of a nominal 25 years.
- The appointment of a Lead Negotiator to undertake contract negotiations on its behalf.
- The need for an effective contract management team to be in place prior to contract award.
- A review of the procurement strategy once the Waste Infrastructure Development Programme (WIDP) Waste Procurement Pack has been published.

A10.3 Full Action Plan

A10.3.1 Scope of Tender

Waste treatment facility

The scope of the services to be included within the long-term solution will comprise residual waste treatment only, rather than integrating treatment with other waste services. The rationale for this reflects a number of factors:

There is little or no synergy between these services and market testing indicates that there is no strong appetite amongst potential service providers for aggregated waste management contracts. Further, it is less likely that an integrated contract would attract PFI funding.

The Suffolk Waste Partnership has already taken steps to improve recycling and composting services and provide the associated infrastructure, which is reflected in the significant increase in recycling rates;

Collection arrangements will continue to be provided and procured under the existing arrangements on Best Value grounds;

The Household Waste Recycling Centre (HWRC) contract will form part of the Council's interim strategy and;

Landfill services will be procured separately.

The waste treatment facility to be procured will therefore encompass the treatment of residual municipal solid waste only (after kerbside and HWRC recycling has taken place).

Transport / transfer stations (TfS)

The Waste Collection Authorities (WCAs) currently take their collection vehicles to one of the four "Delivery Points" (DP) provided by the County Council that are located within reasonable travelling distance from their collection areas. These DPs are Gt Blakenham (landfill), Foxhall (landfill), Wangford (landfill) and Lackford (transfer station) all controlled and operated by WWML. Waveney District Council also uses a 3rd party transfer station operated by WRG Ltd in Lowestoft.

On the assumption that the County Council adopts the principle of a single treatment facility for all Suffolk's residual municipal waste, the impact on the WCAs needs careful consideration. The County Council will need to work in partnership with the collection authorities to establish the most efficient and cost-effective method of delivery to the new facility(ies). Some collection vehicles will deliver directly to the facility(ies), but there will almost certainly be a requirement to provide some TfSs, the number and location of which will depend on the location of the treatment facility(ies).

Defra's PFI criteria states that preferential consideration will be given to projects that focus on residual treatment plant only. Whilst this will not necessarily preclude projects that include other facilities, the Council will be required to demonstrate clear market support on improved value for money, deliverability and affordability. Evidence from the Concept Viability event shows that there is no substantive market interest to warrant their inclusion and we are recommending therefore that the provision of bulking and haulage operations is separately tendered to the scope of the main procurement.

Corporate policies / initiatives

The scope of the tender must also embrace and support where appropriate the wider policies and initiatives of the County Council.

A10.3.2 Basis of Tender

The Outline Business Case (OBC) is prepared on the basis of:

- Developing and testing the case for procurement of a single Energy from Waste (EfW) facility;
- developing and testing the case for funding through both prudential borrowing (PB) and Private Finance Initiative (PFI);
- an output-based specification; and
- a design, build, finance and operate (DBFO) or design, build and operate (DBO) contract with a single contractor or consortium of contractors.

Whilst the business case is to be developed on the basis of a single Energy from Waste (EfW) facility, tendering against an output-based specification will allow bidders to determine the most cost-effective technology on which to bid. Key elements of the output specification will be:

- Waste reception, treatment and disposal.
- Service / contract management.
- Stakeholder consultation and community interface.
- Human resources / health and safety.
- Contribution to waste awareness and community education.

With regard to funding, delegates attending the CV event said that the use of PFI would neither encourage nor discourage them from bidding. Many had experience of contracting under PFI, although some felt that PFI was a prescriptive, complex and inflexible approach that increased costs.

If PFI is the chosen funding option, the Council will be required to contract using HM Treasury "Standardisation of PFI Contracts Version 4" (SOPC4) documentation with limited Defra and HM Treasury permitted derogations. However, whether or not PFI funding is chosen for this project, it has been concluded that the Council should adopt SOPC4 for its procurement on the basis that it is robust, has widespread acceptance by the industry (ie is considered to be the industry standard for major waste procurement projects) and considerable experience of SOPC4 exists amongst the principal financial, legal and technical advisers to local authority waste projects. Some potential contractors have questioned the advisability of adopting SOPC4 if a non- PFI solution is adopted. Their reasoning is that it provides limited scope in determining risk transfer. However, if the Council does not pursue a PFI solution, it should still require the rigour and due diligence demanded by the PFI process.

The contract duration is yet to be determined. Most major PFI contracts of this nature have been for an initial minimum of 25 years. The Council will need to contract for a term that will provide it with best value and this

is unlikely to be determined until well into the tendering process. Factors that will determine the contract period will include:

- The Council's ability to forecast (or bear the risk of) the quality and volume of waste arising over the contract period.
- The expected life or refurbishment programmes of the asset.
- The ability of the contractor to forecast its costs.
- Service continuity.
- Viability of re-tendering cycles

In 2-tier authorities, bidders for waste treatment facilities will regard the long-term supply and composition of waste as high risk unless agreements are in place between the Waste Disposal Authority (WDA) and the Waste Collection Authorities (WCAs). Defra / HM Treasury will not approve a PFI application unless a Memorandum of Understanding (MOU) is in place between the WDA and WCAs at the time of submission of the OBC. The WCAs have agreed the principle of this and a draft MOU has been drawn up in consultation with our legal advisers.

The MOU must be developed into an "inter-Authority Agreement" (IAA) during the tender process, and needs to be in place before contractors are invited to submit detailed solutions (ISDS). The MOU provides for this.

A10.3.3 Selection of Bidders and Tender Evaluation Strategy

The Public Contracts Regulations define three distinct stages to the award of public sector contracts – the qualification of potential bidders, selection of bidders and evaluation of tenders. Strict compliance with the qualification, selection and award criteria is vital if the County Council is to avoid any challenge that would otherwise undermine both the integrity of the procurement process and delivery of the treatment facility.

Supplier qualification

All companies responding to the OJEU, advertisements or that otherwise express an interest in tendering will be sent a PQQ. Those that complete and return the PQQ must be qualified in accordance with the Public Contracts Regulations. These regulations detail the grounds on which a supplier must be rejected, for example if directors have been convicted of corruption, conspiracy, fraud etc. They also specify the criteria that may be applied. These include bankruptcy, criminal activity, failure to pay taxes etc (article 23.4-9), economic & financial standing (article 24.1), and technical/professional ability (article 25).

Those suppliers that qualify are then taken forward to the selection stage.

Supplier selection

The tests and criteria that will be used to select suitable bidders will be identified in advance of the tender process. The Council has some discretion in determining the precise details of how it conducts the pre-qualification evaluation and will set minimum standards for financial and economic standing and technical and professional ability.

Those companies that meet the minimum standards set by the Council will then be evaluated and ranked in accordance with the pre-determined scoring matrix.

It is vital that a selection procedure is developed to ensure that only those organisations it is comfortable doing business with are selected to bid and in accordance with these regulations as it is principally a pass/fail test.

Tender evaluation

Again, the criteria for award of public sector contracts must be undertaken strictly in accordance with criteria defined in the Statutory Instrument. Award will be made either on the basis of the "most economically advantageous tender" (i.e. Best value for money).

The generic criteria that may be applied in the evaluation model are quality, price, technical merit, aesthetic & functional characteristics, environmental characters, running costs, cost-effectiveness, after sales service, technical support and delivery. The weighting applied to each criterion will also be published

A robust non-discriminatory qualification, selection and evaluation model will be established to select the "Most Economically Advantageous Tender" in accordance with the Public Contracts Regulations 2006.

The evaluation model will provide the evaluation panel with a method of applying a clear, transparent, compliant and auditable rationale to the decisions made at each stage of the CD process to ensure equal and objective treatment of the applicants, the bidders and the proposed technological solution.

Evaluation at each stage of the process will be undertaken strictly in accordance the evaluation criteria and model. Because CD is an iterative process, the Council can refine the evaluation criteria at each successive stage provided this is made clear in the OJEU and the published criteria and weightings are maintained.

The decision of the evaluation team cannot be subsequently changed by officers or members whose only options will be to award to the bidder(s) selected by the team or not to make an award.

The evaluation process will be established prior to commencement of the procurement process.

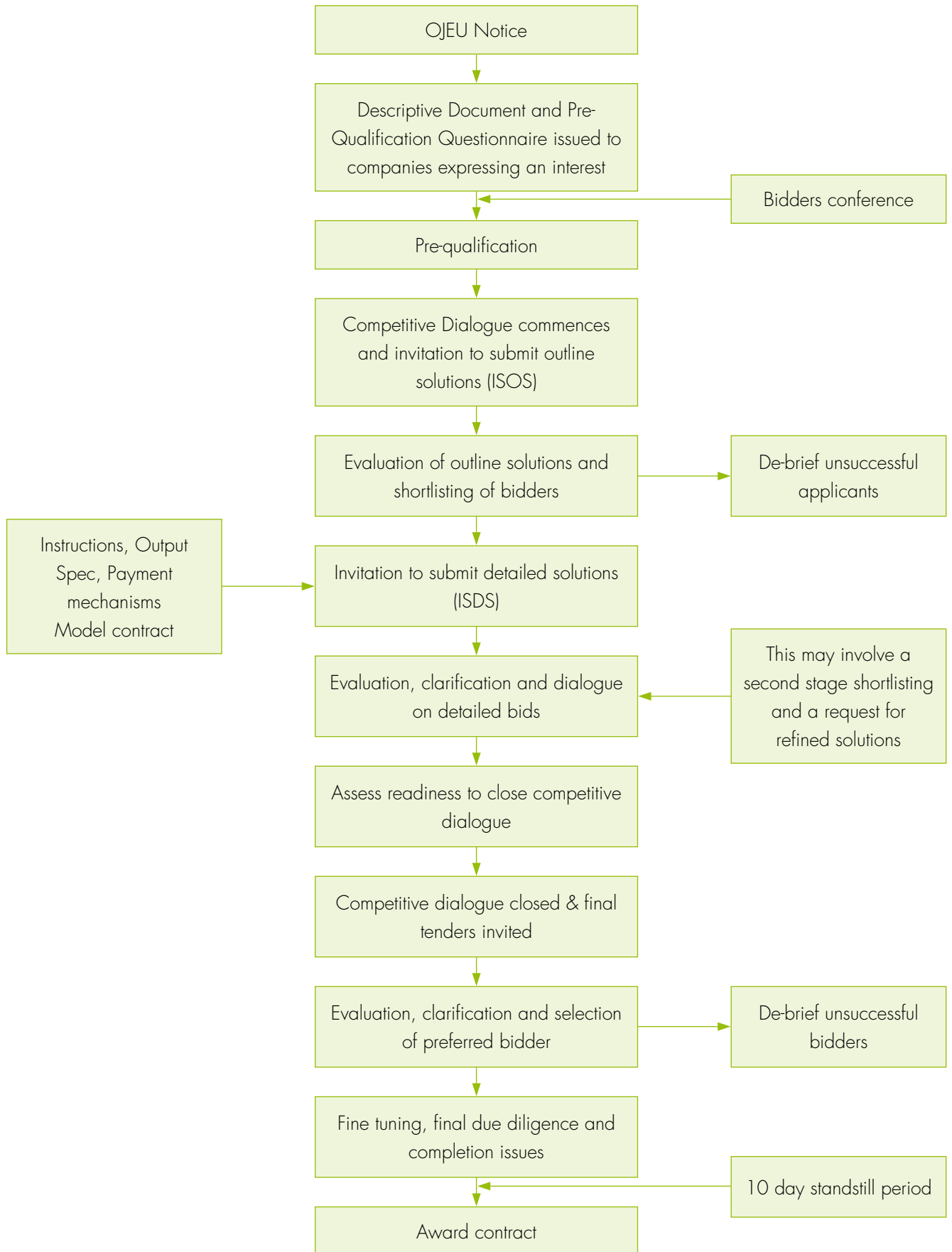
A10.3.4 Post Contract Award

Without effective contract management there is a high risk that the contract will fail to deliver the requirements specified in the business case.

In order to support both parties to the eventual contract to meet their respective obligations, to achieve the business and operational objectives of the contract and to provide value for money throughout its life, the Council (and the contractor) must put in place a robust and adequately resourced contract management team and process.

The contract document will, by its nature, be a complex and meaty tome. To support effective contract management, other authorities have commissioned their legal, financial and technical advisors to produce a "working guide" or "handbook" to assist the contract management team. This would seem to be an essential tool and the Council will commission such a document from its advisors.

A11 Appendix A – Competitive Dialogue Flow Chart



A12 Appendix B – Procurement Timetable

Table 122.1 Procurement Timetable

Action	Start	Period (days)	Rationale
Gateway 2	25/02/08	4	
Place OJEU Notice	04/03/08	1	Pre-prepared OJEU. Allow 37 days for responses in accordance with regulations.
Issue PQQ & prescriptive document	10/04/08	27	Period for suppliers to digest documents and prepare for bidders conference. Bidders need reasonable notice of the conference although the date can be included in the OJEU.
Bidders conference	07/05/08	1	Need to provide a written response to issue raised, therefore allow a further 4 weeks before return date.
PQQ returns	04/06/08	28	Evaluate PQQs and select bidders. Includes time to take references.
Select bidders	02/07/08	1	
Issue invitations to submit ISOS	02/07/08	42	Allow 8 weeks for contractors to submit outline proposals.
Return date for outline solutions	27/08/08	1	
Evaluate outline solutions	27/08/08	112	4 weeks to evaluate responses, 4 weeks dialogue, 4 weeks to prepare report and Board approval, 4 weeks to prepare ISDS and Board approval.
Select bidders for ISDS	17/12/08	1	
Issue invitations to submit ISDS	17/12/08	140	20 weeks / 5 months for contractors to provide detailed designs, explore funding, assess markets / partners etc and take part in on-going dialogue.
Return date for detailed solutions	30/04/09	56	Allow 8 weeks for evaluation. This process will involve a great deal of input from consultants and internal team.
Potential further round of dialogue	25/06/09	56	Contingency - this additional 8 weeks may not be required.
Close dialogue	20/08/09	1	Formal letter to bidders.
Prepare final documents to call for final tenders.	20/08/09	28	Allows time for consultation with Project Team &/or Board and agreement on final scope of contract + 28 days WIDP approval.
Call for final tenders	15/10/09	42	Six weeks for tenderers to turn their detailed solutions into a final tender.
Return of final tenders	26/11/09	1	

Action	Start	Period (days)	Rationale
Tender evaluation	26/11/09	76	11 weeks allowed. Will require a lot of detailed work including commercial, financial, technical and legal.
Preferred bidder selected	11/02/09	1	
Reports to Board & Cabinet	11/02/09	84	Report to be drafted and presented to first available Cabinet meeting (will already have been included in the forward plan). Allowance included for Christmas break.
Defra/PRG approval	07/05/10	28	Four weeks required.
EIA, Planning and IPPC	05/06/10	456	Could commence after Cabinet approval. 15 months allowed in total for the preferred bidder to carry out the EIA (note that baseline / monitoring studies on the SCC secured site will be made available) and secure planning permission and the relevant consents.
EIA, Planning and IPPC	05/06/10	456	Could commence after Cabinet approval. 3 months allowed to complete EIA given that baseline / monitoring studies on the SCC secured site have already been completed. This period may be longer depending on whether or not the required studies are available in respect of any contractor proposed site(s). 12 months allowed for planning and IPPC processes.
Contingency for Judicial Review call-in	10/09/11	91	Three months allowed for potential call-in for JR.
Gateway 3 + Commercial and financial close	09/12/11	1	Allow 4 months for fine tuning, due diligence etc. This will run in parallel with the planning process.
Build & Commission facilities.	09/12/11	1095	Allow 2 years build, 1 year commissioning.
Gateway 4	03/12/14	7	
Commence full operation	11/12/14		

A13 Appendix C - Performance Tables

Table 13.1 Household Waste

	2006/07 actual	2007/08	2008/09	2009/10	2010/11	2011/12
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Babergh District Council

Total arisings (Tonnes)	34,224	34,831	35,452	36,087	36,562	37,048
Total Recycling and Composting (Tonnes)	12,477	12,758	13,048	13,347	13,601	13,865
Recycling and Composting rate (%)	36.46%	36.63%	36.80%	36.99%	37.20%	37.42%
Average waste per person (Kg)	402.16	405.48	411.27	417.19	421.22	425.35

Forest Heath District Council

Total arisings (Tonnes)	26,218	26,612	27,011	27,416	27,682	27,950
Total Recycling and Composting (Tonnes)	12,064	12,244	12,428	12,615	12,737	12,860
Recycling and Composting rate (%)	46.01%	46.01%	46.01%	46.01%	46.01%	46.01%
Average waste per person (Kg)	415.50	426.47	428.74	430.39	429.84	429.34

Ipswich Borough Council

Total arisings (Tonnes)	53,052	53,848	54,656	55,476	56,014	56,557
Total Recycling and Composting (Tonnes)	19,513	19,805	20,102	20,404	20,602	20,802
Recycling and Composting rate (%)	36.78%	36.78%	36.78%	36.78%	36.78%	36.78%
Average waste per person (Kg)	448.84	455.95	462.01	468.15	471.89	475.27

Mid Suffolk District Council

Total arisings (Tonnes)	28,584	28,759	29,666	30,567	31,164	31,466
Total Recycling and Composting (Tonnes)	10,512	10,415	11,047	11,669	12,082	12,199
Recycling and Composting rate (%)	36.77%	36.22%	37.24%	38.18%	38.77%	38.77%
Average waste per person (Kg)	317.96	317.43	325.28	332.98	337.27	338.71

St Edmundsbury Borough Council

Total arisings (Tonnes)	47,783	48,500	49,227	49,966	50,450	50,940
Total Recycling and Composting (Tonnes)	23,894	24,252	24,616	24,985	25,228	25,472
Recycling and Composting rate (%)	50.00%	50.00%	50.00%	50.00%	50.00%	50.00%
Average waste per person (Kg)	468.46	472.71	476.55	480.90	482.32	483.76

2006/07 actual 2007/08 2008/09 2009/10 2010/11 2011/12

Suffolk Coastal District Council

Total arisings (Tonnes)	55,207	55,779	56,615	57,465	58,022	58,585
Total Recycling and Composting (Tonnes)	21,149	22,869	24,910	27,009	28,920	29,857
Recycling and Composting rate (%)	38.31%	41.00%	44.00%	47.00%	49.84%	50.96%
Average waste per person (Kg)	461.60	462.51	466.74	471.02	472.88	474.37

Waveney District Council

Total arisings (Tonnes)	50,613	51,519	52,292	53,076	53,591	54,111
Total Recycling and Composting (Tonnes)	24,502	25,821	27,100	27,507	27,774	28,043
Recycling and Composting rate (%)	48.41%	50.12%	51.83%	51.83%	51.83%	51.83%
Average waste per person (Kg)	441.26	442.98	446.94	451.33	453.01	454.71

Suffolk County Council

HWRC arisings (Tonnes)	80,754	81,965	83,195	84,443	85,262	86,089
HWRC Recycling and Composting (Tonnes)	39,515	40,108	40,709	41,820	44,720	45,154
HWRC Recycling and Composting rate (%)	48.93%	48.93%	48.93%	49.52%	52.45%	52.45%
HWRC Average waste per person (Kg)	116.68	117.66	118.78	119.93	120.43	120.93

Total

Total arisings (Tonnes)	376,435	381,812	388,114	394,495	398,747	402,746
Total Recycling and Composting (Tonnes)	163,624	168,273	173,961	179,355	185,664	188,253
Recycling and Composting rate (%)	43.47%	44.07%	44.82%	45.46%	46.56%	46.74%
Average waste per person (Kg)	543.90	548.11	554.13	560.28	563.20	565.73

Table 13.2 Non – Household Waste

	2006/07 actual	2007/08	2008/09	2009/10	2010/11	2011/12
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Babergh District Council

Total arisings (Tonnes)	2,097	2,169	2,243	2,320	2,400	2,419
Total Recycling and Composting (Tonnes)	0	212	330	455	706	949
Recycling and Composting rate (%)	0.00%	9.79%	14.69%	19.61%	29.43%	39.24%

Forest Heath District Council

Total arisings (Tonnes)	2,133	2,165	2,197	2,230	2,251	2,273
Total Recycling and Composting (Tonnes)	0	0	0	0	0	0
Recycling and Composting rate (%)	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

Ipswich Borough Council

Total arisings (Tonnes)	13,081	13,271	13,465	13,661	13,790	13,920
Total Recycling and Composting (Tonnes)	1,758	1,784	1,811	1,838	1,856	1,874
Recycling and Composting rate (%)	13.44%	13.44%	13.45%	13.45%	13.46%	13.46%

Mid Suffolk District Council

Total arisings (Tonnes)	0	0	0	0	0	0
Total Recycling and Composting (Tonnes)	0	0	0	0	0	0
Recycling and Composting rate (%)	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

St Edmundsbury Borough Council

Total arisings (Tonnes)	7,350	8,085	8,085	8,085	8,085	8,085
Total Recycling and Composting (Tonnes)	1,103	1,213	1,213	1,213	1,213	1,213
Recycling and Composting rate (%)	15.01%	15.01%	15.01%	15.01%	15.01%	15.01%

Suffolk Coastal District Council

Total arisings (Tonnes)	4,005	6,481	6,571	6,662	6,727	6,792
Total Recycling and Composting (Tonnes)	296	1,299	1,972	2,670	3,369	3,613
Recycling and Composting rate (%)	7.39%	20.04%	30.01%	40.07%	50.08%	53.19%

2006/07 actual 2007/08 2008/09 2009/10 2010/11 2011/12

Waveney District Council

Total arisings (Tonnes)	4,924	5,325	5,575	5,825	6,075	6,325
Total Recycling and Composting (Tonnes)	44	45	45	45	45	45
Recycling and Composting rate (%)	0.90%	0.85%	0.81%	0.78%	0.74%	0.71%

Suffolk County Council

HWRC arisings (Tonnes)	5,206	5,284	5,364	5,444	5,497	5,550
HWRC Recycling and Composting (Tonnes)	1,604	1,629	1,653	1,678	1,694	1,710
HWRC Recycling and Composting rate (%)	30.82%	30.82%	30.82%	30.82%	30.82%	30.82%

Total

Total arisings (Tonnes)	38,796	42,781	43,500	44,228	44,826	45,365
Total Recycling and Composting (Tonnes)	4,805	8,252	7,024	7,899	8,883	9,405
Recycling and Composting rate (%)	12.39%	19.29%	16.15%	17.86%	19.82%	20.73%

Table 13.3 Municipal Waste

	2006/07 actual	2007/08	2008/09	2009/10	2010/11	2011/12
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Babergh District Council

Total arisings (Tonnes)	36,321	37,000	37,695	38,407	38,963	39,468
Total Recycling and Composting (Tonnes)	12,477	12,970	13,377	13,802	14,308	14,814
Recycling and Composting rate (%)	34.35%	35.05%	35.49%	35.94%	36.72%	37.53%

Forest Heath District Council

Total arisings (Tonnes)	28,351	28,776	29,208	29,646	29,933	30,224
Total Recycling and Composting (Tonnes)	12,064	12,244	12,428	12,615	12,737	12,860
Recycling and Composting rate (%)	42.55%	42.55%	42.55%	42.55%	42.55%	42.55%

Ipswich Borough Council

Total arisings (Tonnes)	66,133	67,120	68,121	69,137	69,804	70,477
Total Recycling and Composting (Tonnes)	21,270	21,589	21,913	22,242	22,457	22,675
Recycling and Composting rate (%)	32.16%	32.17%	32.17%	32.17%	32.17%	32.17%

Mid Suffolk District Council

Total arisings (Tonnes)	28,584	28,759	29,666	30,567	31,164	31,466
Total Recycling and Composting (Tonnes)	10,512	10,415	11,047	11,669	12,082	12,199
Recycling and Composting rate (%)	36.77%	36.22%	37.24%	38.18%	38.77%	38.77%

St Edmundsbury Borough Council

Total arisings (Tonnes)	55,133	56,585	57,312	58,051	58,535	59,025
Total Recycling and Composting (Tonnes)	24,952	25,465	25,829	26,198	26,441	26,686
Recycling and Composting rate (%)	45.26%	45.00%	45.07%	45.13%	45.17%	45.21%

Suffolk Coastal District Council

Total arisings (Tonnes)	59,212	62,260	63,187	64,127	64,749	65,377
Total Recycling and Composting (Tonnes)	21,445	24,168	26,883	29,679	32,289	33,470
Recycling and Composting rate (%)	36.22%	38.82%	42.54%	46.28%	49.87%	51.20%

2006/07 actual 2007/08 2008/09 2009/10 2010/11 2011/12

Waveney District Council

Total arisings (Tonnes)	55,537	56,844	57,867	58,901	59,666	60,436
Total Recycling and Composting (Tonnes)	24,546	25,866	27,145	27,552	27,819	28,088
Recycling and Composting rate (%)	44.20%	45.50%	46.91%	46.78%	46.62%	46.48%

Suffolk County Council

HWRC arisings (Tonnes)	85,960	87,250	88,558	89,887	90,759	91,639
HWRC Recycling and Composting (Tonnes)	41,119	41,736	42,362	43,498	46,414	46,865
HWRC Recycling and Composting rate (%)	47.84%	47.84%	47.84%	48.39%	51.14%	51.14%

Total

Total arisings (Tonnes)	415,232	424,593	431,613	438,723	443,572	448,111
Total Recycling and Composting (Tonnes)	168,384	174,455	180,985	187,254	194,547	197,658
Recycling and Composting rate (%)	40.55%	41.09%	41.93%	42.68%	43.86%	44.11%

A13.1 Definitions and Assumptions

Non – Household Waste – Trade waste collected by Waste Collection Authorities, fly-tipped waste and beach cleansing. Also hardcore and soil received at HWRCs.

2006/07 Actual – Data derived from Waste Data Flow, except in the case of St Edmundsbury Borough Council – used own data (not audited at time of production).

Population data – Data used to calculate average waste per person for 2006/07 uses Office of National Statistics (ONS) Population Estimates, for future years the data is derived from ONS Mid-Year Projections.

Waste Growth (see 3.1.2) – assumed waste growth is 1.5% per annum until 2009/10, from 2010/11 waste growth is predicted to be inline with average minimum growth in dwelling numbers⁸ (equivalent to 0.97% per annum).

Performance improvements reflect any “Planned Enhancements” outlined in individual Action Plans.

⁸ Dwelling numbers derived from East of England Regional Spatial Strategy.

Annex B – Policy Statements

Introduction

Within the Joint Municipal Waste Management Strategy for Suffolk it is recognised that there is a need for further work to prepare joint approaches to various aspects of the municipal waste stream. In particular 9 policy areas were identified as detailed below. The intention of this document is to provide a consolidated statement of these policies as an annex to the Joint Municipal Waste Management Strategy for Suffolk (the Strategy). In addition, as a consequence of ongoing work, a further two policy areas have been identified and included in this review.

Abandoned Vehicles
Beach Cleansing Waste
Bulky Waste
Clinical Household Waste
Commercial and Industrial Waste
Developing Markets*
Fly Tipped Waste
Hazardous Household Waste
Kerbside Waste Collection*
Street Cleansing and Litter Collection
Waste from Municipal Parks and Gardens

In producing these policy statements each authority collated information on its current approaches, with the findings summarised and presented to the Suffolk Waste Management Group to consider. From this and resulting enhancements proposed, these statements have been developed in line with the requirements of the Strategy as currently being implemented.

They primarily reflect current practice where appropriate and have been drafted as far as possible to a standard short format of:

- Background- setting the policy in context.
- Describing the basic obligations on the appropriate authorities.
- Making recommendations on the future way forward and setting a proposed policy approach.

The intention being to produce high level Policy Statements suitable for the partnership as 'generic umbrellas' for each individual authority to interpret and adopt, to suit their own local situation and therefore not being restrictive in delivery approach.

These Policy Statements should be considered as living documents that will be subject to change and development overtime as circumstances dictate and the Waste Strategy improvements are secured.

It should be noted that some aspects identified in individual policies might at present only be implemented in certain areas or facilities or our aspirational proposals, but with an intention to incorporate them countywide over the longer-term.

* Additional Policy area identified post Strategy adoption

Suffolk Waste Partnership Policy Statement

ABANDONED VEHICLES

Background

Abandoned vehicles are a source of nuisance, potential environmental pollution and danger to the community, in particular children.

The End of Life Vehicle Directive, which came into force on 21 October 2000, is translated into UK legislation through The End-of-life Vehicles Regulations 2003 and The End-of-life Vehicles (Storage and Treatment) Regulations 2003. The aims of the Directive are to reduce the amount of waste from End of Life Vehicles and therefore reduce the overall environmental impact and resource use of vehicle manufacture. This includes the impact of disposal through greater reuse and recycling and stricter regulation of any storage and treatment facilities. The Directive also requires that free take-back of vehicles by manufacturers must be in place by 1 January 2007.

End of Life Vehicles have also been categorised as hazardous waste with only vehicles that contain no liquids or other hazardous components classed as non-hazardous.

Obligations on Collection and Disposal Authorities

- It is the duty of a Waste Collection Authority to remove abandoned vehicles (section 4 of the refuse Disposal (Amenity) Act 1978)
- It is the duty of a Waste Disposal Authority to store and dispose of abandoned vehicles (section 3 of the refuse Disposal (Amenity) Act 1978)
- The Disposal (Amenity) Act powers authorities to recover of the costs from the person responsible, this only extends to recover costs from the abandoner and not the keeper or owner of the vehicle.
- The Clean Neighbourhoods and Environment Act 2005 gives authorities the power to issue fixed penalty notices for "nuisance parking" and "abandoned vehicle" offences, if the appropriate evidence is available.

Policy Approach

The Suffolk Waste Partnership (the Partnership) will seek to ensure that all abandoned vehicles are managed to a high standard and in a way that is compliant to all relevant UK legislation.

The Partnership will work with all partners and other agencies, to develop a common approach to enforcement policies in respect to both abandoned and nuisance vehicles, their removal, storage and disposal and the recovery of costs associated with this activity, including shared information and data gathering.

The Partnership will work with all other key stakeholders, including the British Metals Recycling Association, so that Suffolk can respond effectively at the planning and implementation stages of the End of Life Vehicles Directive.

The Partnership will actively promote approaches that seek to encourage owners of End of Life Vehicles to ensure they are delivered to authorised treatment plants and that minimise any increase in the number of vehicles abandoned.

The Partnership will work with the DVLA, Police, Fire Service and Community Watch groups to ensure information is passed effectively to result in the efficient collection of abandoned and “nuisance parked” vehicles. Partners will pursue the prosecution of offenders and issuing of fixed penalty notices when appropriate.

Suffolk Waste Partnership Policy Statement

BEACH CLEANSING WASTE

Background

Although the refuse arising from beach cleaning activities is a relatively small percentage of the overall municipal waste arisings, some beaches in Suffolk are enormously important as an economic and environment asset to the County. As such Local Authorities invest significant time and effort in ensuring their beaches remain clean and nuisance-free for visitors. At the same time it is important that any beach management activity minimises any adverse environmental impact it may have.

Currently the majority of beach litter and refuse is collected co-mingled and sent directly to landfill.

Obligations on Collection and Disposal Authorities

- It is the duty of a Local Authority to keep land under the control of the Local Authority clear of litter and refuse, so far as is practicable, in accordance with the statutory code of practice. Some beaches fall within the scope of this requirement. (Environmental Protection Act 1990).
- The Clean Neighbourhoods and Environment Act 2005 gives Local Authorities powers to impose Dog Control Orders and issue fixed penalty notices in order to ban dogs from designated areas, keep dogs on leads, etc.

Recommendations

The Partnership is committed to maintaining and improving beach standards⁹ to achieve and secure a high level of public perception and satisfaction. As such it will encourage individual authorities to produce local management plans for beaches such that the differing aspects of looking after such areas can be adequately managed and addressed. Where appropriate, generic beach management plans may be adopted.

As a minimum Local Authorities will adopt a frequency of cleaning as required under the Environmental Protection Act Code of Practice on Litter and Refuse to keep beaches clean during the summer season. Further ad hoc winter beach cleaning may be undertaken in recognition that some beaches are used for recreational purposes throughout the year.

Litter should be positively managed through a 'take your litter home' policy, along with the provision of suitable and appropriate bins that are emptied and serviced on a regular basis. Where possible consideration should be given to combined recycling and litter-points located at convenient points.

Dog owners will be required to clean up after their animals, through awareness campaigns, the provision of suitable dog refuse bins and enforcement action where appropriate. Similarly horse owners will be encouraged to act reasonable in respect to others enjoyment of the beach area.

New powers to impose Dog Control Orders and issue fixed penalty notices in order to ban dogs from designated areas, keep dogs on leads, etc. have been given to Local Authorities in the Clean Neighbourhoods and Environment Act 2005. Authorities will use this legislation to enhance existing dog control bye-laws where evidence suggests this is

⁹ Major oil spills and similar incidents are excluded from this policy, being deemed to be covered under individual Authorities major incident strategies.

appropriate. Where appropriate seasonal beach wardens should be considered to carry out general duties including assisting with beach cleaning activities, an advisory/awareness role and other aspects including enforcement and dog fouling.

The Partnership will jointly consider how litter and other debris should be removed from beaches. Particular consideration will be given to the potential to leave undisturbed any natural debris such as seaweed and drift wood, which form a vital part of the coastal habitat. This should take into account any issues concerning beach safety.

The carcasses of sea mammals and birds often swept up on beaches should be removed in accordance with national directions and guidance.

The Partnership, through its partners will positively encourage and support local volunteer groups to undertake beach clean-up programmes.

Where individual Local Authorities deem it appropriate this policy statement may be extended to include riverine areas.

Suffolk Waste Partnership Policy Statement

BULKY WASTE

Background

Organised collections of furniture and household appliances take place in all borough and district councils, but the arrangements vary significantly along with the charges for the collection. Household Waste Recycling Centres offer free disposal of large household items, but the items need to be taken to the site and not all residents may have access to suitable transport.

Charging may encourage residents to seek alternatives to disposal or reuse, such as donating to a charity. There are concerns that charges for bulky collections may encourage fly-tipping, however local authorities that have introduced charges in Suffolk have not had this experience. The system needs simplifying so that all residents receive the same message and service for bulky waste. Reuse could be further encouraged through the collection system by linking more with community groups and other charities that refurbish such household items. Household Waste Recycling Centres provide facilities for reception of bulky wastes from Waste Collection Authorities, the Waste Disposal Authority should also facilitate the reuse and recycling of bulky items rather than just providing a disposal option for residents.

Obligations on Collection and Disposal Authorities

- It is the duty of a Waste Collection Authority to arrange for the collection of household waste and to arrange for the collection of commercial waste upon request from the occupier (section 45 of the Environmental Protection Act 1990).
- It is the duty of a Waste Disposal Authority to arrange for the disposal of household and commercial waste collected by the Waste Collection Authority (section 51(1) (a) of the Environmental Protection Act 1990).
- It is the duty of a Waste Disposal Authority to arrange for places to be provided [Household Waste and Recycling Centres] at which persons resident in its area may deposit their household waste free of charge (section 51(b) of the Environmental Protection Act 1990).
- A charge may be made for the collection of bulky household waste (Controlled Waste Regulations 1992 (S.I. 1992 No. 588)).
- A charge must be made for the collection and disposal of commercial waste (section 45 of the Environmental Protection Act 1990).

Policy Approach

Waste Collection Authorities will maintain their well advertised bulky waste service and work with Waste Disposal Authority to ensure information about the correct use of Household Waste Recycling Centres is given to the public.

All services must maximise opportunities for reuse and recycling.

Suffolk Waste Partnership Policy Statement

CLINICAL WASTE

Background

Clinical waste is produced in the home as a result of a number of factors including long-term medical conditions, recovery from a hospital stay or following the receipt of healthcare treatment from healthcare professionals.

Clinical waste produced by individuals who treat themselves at home is classed as household waste. However, where health care workers visit to provide healthcare, clinical waste produced remains the responsibility of the primary care trusts or local health trusts.

Whilst the quantity of clinical waste collected by local authorities within Suffolk is relatively low, it involves sensitive issues often involving frail and vulnerable customers. Therefore there is a need to provide a suitable collection service for clinical waste produced in the home, potentially this type of service could be extended to businesses, such as nursing homes, residential homes, veterinary practices and first aid rooms on commercial premises. In addition syringes / needles and the like discarded in public places that have been collected during street cleansing activities need to be included as clinical waste and disposed of appropriately.

Particular care is required when undertaking the collection of clinical waste to eliminate any risks that may be encountered, especially relating to personnel exposure. A national review of the non-statutory best practice guidance on the management of healthcare waste has been undertaken (Health Technical Memorandum 07-01: Safe Management of Healthcare Waste), which has amended guidance on the handling, storage, carriage, treatment and health and safety implications of such wastes and removed the Grade A to Grade E classification system.

The new guidance introduces a new method of classifying waste as infectious and medicinal in line with the European Waste Catalogue, revises the colour coded packaging and segregation requirements and makes specific reference to offensive and hygiene waste, which includes sanitary protection waste and human hygiene waste.

It is expected that local authorities will adopt this best practice in the management of household clinical waste.

Obligations on Collection and Disposal Authorities

The Environmental Protection Act 1990 provides the main framework of legislation in respect of the collection of clinical waste. Under the EPA 1990, Section 45, have a duty to:

- Arrange to collect household waste in their areas at no charge except in prescribed cases, such as defined under Regulation 4 and Schedule 2 of the Controlled Waste Regulations.
- Collect clinical waste from commercial premises if requested, for which a charge can be made.

Municipal clinical waste is likely to include human tissue and blood, animal carcasses, soiled surgical dressings, used syringe needles, scalpel blades and other 'sharps' and items used to dispose of urine and other body fluids including incontinence pads and other sanitary products. The method of collecting and treating these wastes will be in accordance with the revised best practice and include local authority collections and contractual relationships with specialist clinical waste contractors.

Policy Approach

The Suffolk Waste Partnership will endeavour to ensure that all Waste Collection Authorities will make such necessary arrangements to manage clinical waste from municipal waste to a high standard and that as far as possible a consistent and unified approach will be used across the county.

In general, non infectious and sanitary protection clinical waste from domestic properties will continue to be collected as municipal waste and sent to landfill, subject to correct classification. Other forms of household clinical waste, such as syringes, dialysis waste etc., requires particular care in its management, due to the risks posed and the required sensitivity in frontline service provision. The Waste Collection Authority will determine the most appropriate arrangements for the collection of this particular waste in their area.

The Suffolk Waste Partnership in conjunction with all the individual waste authorities, and other health service stakeholders such as the Suffolk Strategic Health Authority, Primary Care and Acute Trusts will seek to explore potential partnership opportunities and to implement best practice in clinical waste collection/disposal county wide.

Suffolk Waste Partnership Policy Statement

COMMERCIAL WASTE RECYCLING

Background

The Suffolk Waste Strategy identified the need for further policy guidance in a number of key waste management areas, with trade waste recycling being a key priority.

Trade Waste¹⁰ is included in the County's Landfill Allowance Trading Scheme (LATS) targets. Therefore the recycling or composting of the biodegradable element to divert it from landfill, presents an opportunity to both increase recycling and provide a positive benefit in terms of LATS compliance. Policy Statement 6 of the Strategy defines a target to achieve 60% recycling and composting by 2010. However, it should be noted that recycling achieved through trade waste would not contribute to the household waste recycling targets that have to be met.

Obligations on Collection and Disposal Authorities

- It is the duty of a Waste Collection Authority to arrange for the collection of commercial waste upon request from the occupier (section 45 of the Environment Protection Act 1990)
- An occupier requesting the collection of commercial waste shall be liable to pay a reasonable charge for the collection and disposal of the waste to the Waste Collection Authority that arranged for its collection. It is the duty of the Waste Collection Authority to recover the charge (section 45 of the Environment Protection Act 1990)
- It is the duty of a Waste Disposal Authority to arrange for the disposal of commercial waste collected by the Waste Collection Authority (section 51(1)(a) of the Environment Protection Act 1990)
- A Waste Disposal Authority is entitled to receive from a Waste Collection Authority reimbursement for the disposal of commercial waste (section 52 of the Environmental Protection Act 1990)

For those that collect trade wastes the diversion of biodegradable material from landfill through the introduction of targeted recycling activities will be of particular importance to the achievement of LATS compliance. It is important that such schemes are developed which collect materials that can be easily managed via the existing Waste Collection Authority and Waste Disposal Authority infrastructure. Materials that primarily should be targeted are paper, card and catering waste.

Trade waste illegally entering the household waste stream poses a problem for the Waste Disposal Authority at present and impacts directly on LATS compliance. The key may be to allow traders and SMEs to recycle their waste at a lower cost than that of residual disposal. This could discourage commercial waste producers seeking cheaper alternatives such as the household waste stream or fly tipping. Currently trade waste is not accepted at any of the Household Waste Recycling Centres. Although there is no statutory duty to allow trade waste at 'reuse and recycling sites', there is potential for this approach to assist with increasing diversion of Biodegradable Municipal Waste from landfill and generate income, although resultant increases in trade waste throughput will add to total municipal solid waste arisings. The trade waste that potentially could be accepted at HWRC's would be restricted to reusable and recyclable materials only.

¹⁰ For the purposes of this statement, 'trade waste' is defined as 'the commercial element of municipal waste', including any trade waste which is collected on behalf of a Local Authority by a private contractor or a Waste Collection Authority.

Proposed Policy Approach

The Partnership will encourage all Suffolk Local Authorities that provide a trade waste collection service to promote recycling of waste with their clients.

Wherever possible county wide co-ordinated promotional activities will be undertaken and Partners will ensure a consistent message is delivered to clients.

The Partnership will actively promote and advise on reuse and recycling within the business sectors to encourage reduction in overall waste arisings, including material exchange initiatives between businesses'.

The Partnership will investigate working with community-led reuse and refurbishment projects for goods discarded by businesses, which may be reusable after refurbishment or repair.

The Partnership will explore the possibilities to develop specific centres or the collection infrastructure for trade waste recycling, or to issue traders with permits allowing them to deposit reusable and recyclable materials at Household Waste Recycling Centres.

Suffolk Waste Partnership Policy Statement

DEVELOPING MARKETS

Background

The pressure from environmental legislation is increasing the requirement for recycling and reprocessing. However it is mistakenly assumed that once materials have been collected separately for recycling, that they have been 'recycled'. This is only the first stage of the recycling process. Recycling also means the reprocessing of the material, either back to its original purpose or for another purpose. This presents an opportunity for innovative companies to develop newly emerging reprocessing opportunities.

To achieve this there needs to be sufficient reprocessing capacity for the materials and a viable end market. There is some capacity for reprocessing Suffolk's recyclable materials, however unless new reprocessing and end-use markets are identified and developed, it will be harder for Suffolk to recycle all of its collected materials in a viable and economical manner.

The drivers to successfully develop a recycling and reprocessing sector are:

- stimulation of sustainable demand for recycle;
- tackling the barriers to business development, including skills, premises and capital investment; and
- the nurturing and support to business as they are established.

It has been shown in other countries that significant job creation and economic growth at the local level can occur through high waste recycling rates supporting new business formation. The Partnership must work with all the economic development and regeneration agencies to actively promote and develop this potential new sector of reprocesses. A central element of this support will be to ensure that the levels of recycling being proposed are economically viable through stimulating market demand for the recycle and recycled products.

By encouraging businesses to buy recycled products, and providing a brokerage service to promote quality products and sustainable end markets Local Authorities can effectively support the development and stimulate demand for these recycled materials and products.

Appropriate economic development and regeneration agencies should be made aware of the urgent need to target opportunities for investment in new manufacturing facilities for waste materials, bringing together investors, manufacturers and waste authorities. There remains the potential to establish one or more eco-industrial parks in Suffolk to process materials into new products. Aspects to be considered include the provision of kick start funding and set up support, as well as understanding how community organisations could play a lead role in developing these opportunities in the recycling sector.

Policy Approach

The Partnership will consider supporting the development of appropriate reprocessing industries in Suffolk, including any new opportunities for business or the "third" sector. This could include specific support and development of targeted reuse or recycling facilities and related industries in Suffolk.

The Partnership in collaboration with Local Authority economic development teams and external agencies will consider business support needs of the waste reprocessing sector including skills requirements, business advice, finance and land premises in policy decisions.

The Partnership will encourage its partner organisations to stimulate the demand and markets for recycled products through their use and requirement for contracts to consider the use of recycled and recyclable materials wherever possible.

Suffolk Waste Partnership Policy Statement

FLY-TIPPING

Background

Fly-tipping¹¹ is the unauthorised 'deposit of waste on land'. Although of high public concern, it is likely that the increasing cost and tightening regulatory requirements on the handling of waste will inevitably increase the risk of materials being fly-tipped, particularly the more hazardous wastes.

Over the past decade, the law has been considerably strengthened in order to allow Local Authorities to deal with environmental problems with the Environmental Protection Act 1990, the Crime and Disorder Act 1998, the Anti-social Behaviour Act 2003, and the Clean Neighbourhood and Environment Act 2005, providing enhanced powers and penalties. Nevertheless fly-tipping remains a continuing problem and must be considered as anti social behaviour, an environmental crime and at its worst can lead to serious pollution of the environment and harm to human health. It imposes significant costs on Local Authorities, which must then be recovered through the Council Tax.

Local Authorities deal with most fly-tipped waste and have a duty to remove it unless it is deposited on private land. Where it is hazardous or in/near water there is a responsibility of the Environment Agency to become involved in addition to duties on the Local Authority to invoke its statutory nuisance powers.

Fly tipping is a criminal offence; both the Environment Agency and Local Authorities are able to and have successfully prosecuted people who have fly-tipped waste. The process can be time consuming and costly. It is recognised that Local Authorities and the Environment Agency have limited resources available and as such it is essential to have clarity of working arrangements to ensure more efficient and effective use of resources to counteract fly-tipping, including partnership approaches wherever appropriate.

Tackling fly tipping is not simply just about clearing away material but also about focusing attention on stopping it happening in the first place and instigating enforcement action when it does. A voluntary agreement, known as the Fly Tipping Protocol, exists between the Environment Agency and the LGA, which sets out the different types of incidents with which each authority should deal. The Partnership is working with the Environment Agency to review this agreement an investigate opportunities for closer working relationships, with a view to improving customer response to illegal waste disposal.

The Government is also developing a strategy to deal more effectively with fly tipping in a more coherent manner across the various agencies to ensure better prevention, detection and enforcement of fly tipping and other forms of illegal waste dumping. The Government is of the firm belief that more effort spent on this will mean less spent on clearing, resulting in cost savings. Government suggests that partnership arrangements may effectively include the Local Authority, the Environment Agency, the police, DVLA, VOSA, HM Customs & Excise and the Benefits Agency.

¹¹ For the purpose of this policy statement fly-tipped material excludes litter and abandoned vehicles.

Obligations on Collection and Disposal Authorities

The Environmental Protection Act 1990 provides the main framework of legislation in respect to fly-tipping.

Section 33 makes it an offence to:

- Deposit controlled waste, or knowingly cause or knowingly permit controlled waste to be deposited without a waste management licence;
- Treat, keep or dispose of controlled waste, or knowingly cause or knowingly permit controlled waste to be treated, kept or disposed of except under or in accordance with a waste management licence; or
- Treat, keep or dispose of controlled waste in a manner likely to cause pollution of the environment or harm to human health.

Section 34 imposes:

- a duty of care on businesses to secure that their waste is managed and transferred responsibly.
- a duty of care on an occupier of a domestic property to transfer waste only to an authorised person.

Section 59 of the EPA 1990 allows the Environment Agency and Local Authorities to require the occupier of land affected by fly tipping to clear the waste, or they can enter the land and clear it themselves and recover the costs from either the occupier or those responsible for the fly tipping if they can be traced. However, the occupier does not have to pay if he can demonstrate that he neither deposited nor knowingly caused nor knowingly permitted the waste to be deposited. Under Section 59, there is no obligation on the land owner, nor any statutory duty on the Agency or Local Authorities to clear the waste since this would be against the 'polluter pays' principle.

The Clean Neighbourhood and Environment Act 2005 has extended the above powers and raised the maximum penalty for fly-tipping from £20,000 to £50,000. The maximum term of imprisonment will also be raised from 6 to 12 months when tried in the Magistrates Court. In the Crown Court all fly-tipping offences can attract a maximum penalty of 5 years imprisonment.

Local Authorities also have several other powers to deal with illegally dumped waste under other legislation such as the Prevention of Damage by Pests Act 1949, the Refuse Disposal (Amenity) Act 1978, Highways Act 1980, Public Health Act 1936, Public Health Act 1961, and the Town & Country Planning Act 1990.

Policy Approach

The Partnership Authorities will ensure adequate collection arrangements for household refuse are in place including well-publicised arrangements for collecting bulky items and that information relating to the disposal of commercial and industrial waste is also publicised.

The Partnership Authorities will aim to remove fly-tipped waste as quickly as possible to maintain the cleanliness of the area, discourage further fly-tipping at the same location and prevent wastes causing pollution or harm to health.

The Partnership Authorities will work jointly to carry out awareness campaigns, surveillance operations, investigate fly-tipping occurrences and general pooling of resources where appropriate to ensure a year on year reduction in the number of incidents.

The Partnership will consider the adoption of a countywide extended hours contact number for reporting incidents and support a high profile publicity/education campaign against fly-tipping.

All fly-tipped material will be recorded using the Flycapture system and examined for evidence of its origin. In addition the Partnership will collate and analyse data on fly-tipping activities recorded to organise targeted campaigns with other relevant agencies to address both affected areas and specific waste streams.

The Partnership Authorities will take appropriate action including the prosecution of fly tippers, including 'naming and shaming' where appropriate.

The Partnership Authorities will work with the Environment Agency to agree a joint Fly Tipping Protocol to set out working arrangements and responsibilities.

Suffolk Waste Partnership Policy Statement

HAZARDOUS WASTE

Background

Many households use hazardous materials such as paint, paint thinners and strippers, medicines and pet care products, garden chemicals, batteries, motor products such as engine oil and brake fluid. Some hobbies can involve the use of chemicals and other similar products. Historically, some building products contained asbestos and many garden sheds and garages were constructed of asbestos cement sheeting. With the introduction of the new European Waste Catalogue certain other items such as fridges and television and computer monitors with cathode ray tubes are also classified as hazardous. Businesses often produce a similar wide range of wastes now classified as 'hazardous'.

After use or at the end of their life these products need to be safely disposed of as incorrect handling or disposal presents a risk to health or to the environment. As the proportion of waste that is recycled and separated at source increases it is essential that hazardous materials are also handled through suitable collection arrangements, to reduce the exposure risk of personnel working in close proximity of such waste.

In the light of policy direction from Europe, the amount of material classified as hazardous in the household and commercial waste streams will increase and it must be acknowledged that any hazardous waste collection and disposal service will be affected by operational and financial pressures. The Government has set up a Hazardous Waste Forum to look at the management of such waste, which the Suffolk Partnership will endeavour to work with and consider its recommendations.

Obligations on Collection and Disposal Authorities

- It is the duty of a Waste Collection Authority to arrange for the collection of household waste and to arrange for the collection of commercial waste where so requested (section 45 of the Environmental Protection Act 1990).
- It is the duty of a Waste Disposal Authority to arrange for the disposal of household waste collected by the WCA (section 51(1) (a) of the Environmental Protection Act 1990).
- Currently there is no specific legislative requirement to segregate household hazardous waste.
- It is an offence for a hazardous waste producer (other than a householder) to mix hazardous waste with non hazardous waste.
- Once segregated, household hazardous waste is required to be disposed of as hazardous waste (Hazardous Waste Regulations (England and Wales) Regulations 2005 (S.I. 2005 No. 894)).
- A charge may be made for the collection of household hazardous waste (Controlled Waste Regulations 1992 (S.I. 1992 No. 588)).

A free door-to-door collection and disposal service for Hazardous Waste was first introduced in Suffolk in 1977. A similar service has also been available since that time to businesses for small amounts of hazardous waste, upon payment of a charge. Some authorities offer a collection and disposal service for asbestos cement products from households.

Recommendation

A consistent Suffolk-wide approach is required which should be well publicised, so that all householders are aware and have the opportunity to use the service. Providing a well publicised free service¹² would encourage participation by residents and reduce the risk of fly-tipping and contamination, as well as reducing potential health and safety risks to waste operatives collecting and sorting recyclable and other waste.

Supervised and secure storage points should also be provided at Household Waste Recycling Centres¹³. Collection Authorities may investigate opportunities for separating collected hazardous materials at their depots in consultation with the Environment Agency. Consideration should also be given to the opportunities for reuse or recycling of hazardous wastes.

Specialised single point collection points may be required for certain end of life products, such as fluorescent tubes which contain hazardous components, to treat and then recycle parts, before disposing of any remainder. The Partnership should work with the private and the voluntary sector to establish a wide range of collection options as possible.

Policy Approach

The Partnership intends to secure the segregation, where practicable, of Hazardous Household Waste from the normal household waste stream, and avoid the cross-contamination to potentially recyclable materials and to reduce the Health and Safety risk to all and to the environment.

A Suffolk-wide Hazardous Household Waste Collection will continue to be delivered through a unified contract arrangement, so that all have an equal opportunity to use the service. Collection Authorities will arrange collection of hazardous waste by Suffolk County Council and may pass on a charge to the customer. The Collection Authority may collect certain hazardous waste as part of bulky collection service.

Household Waste Recycling Centres should provide 'Drop-off' facilities where residents have the opportunity to deposit items of hazardous household waste at a supervised and secure storage point.

¹² In certain circumstances individual authorities may consider making a cost neutral charge for this service.

¹³ This will be included as a consideration of the ongoing review of such centres currently being undertaken.

Suffolk Waste Partnership Policy Statement

KERBSIDE DOMESTIC REFUSE COLLECTION

Background

The Joint Municipal Waste Management Strategy is predominately based around an approach of maximising recycling and composting through kerbside segregation, bring sites and Household Waste Recycling Centres. Currently the majority of kerbside segregation comprises of a three-stream collection service for co-mingled dry recyclables, green waste and a residual waste stream. The effectiveness of this approach to divert material away from landfill has demonstrated levels in excess of 50%, with an aspiration to achieve 60% countywide by 2010.

Obligations on Collection and Disposal Authorities

- It is the duty of a Waste Collection Authority to arrange for the collection of household waste and to arrange for the collection of commercial waste where so requested, and deliver it to the WDA (sections 45 & 48 of the Environmental Protection Act 1990).
- It is the duty of a Waste Disposal Authority to arrange for the disposal of household waste collected by the WCA (section 51(1)(a) of the Environmental Protection Act 1990).
- Since November 2005 householders are required to take reasonable measures to ensure that household waste produced on their property is passed on to an authorised person (The Waste (Household Waste) Duty of Care (England & Wales) Regulations 2005).
- Waste Collection Authorities may, by serving notice, require the occupier to place the appropriate waste in receptacles of a kind and number specified and present them on the public highway (section 46 of the Environment Protection Act 1990).

Policy Approach

Long term improvements in performance of the existing schemes is dependent upon the rigour of the ongoing operation and management approach adopted and in particular establishing an aligned package of defined strategies to deal with situations as they arise in a timely and effective manner. At present it is considered important to work towards jointly agreed approaches to deal with the following aspects of kerbside collection schemes¹⁴.

Bin Style and Collection

The type of container adopted by individual will be subject to a number of local factors to that authority. However, the Partnership will endeavour to encourage a move towards a more consistent standard over the longer-term.

The aim is that all domestic properties in the County will be provided with either 140 or 240 litre wheeled bins¹⁵ for the collection of their waste:

¹⁴ It should be noted that not all of these approaches will be at present fully applied in all Waste Collection Authority areas, but there is an agreed intent to gradually move towards these more unified approaches over time.

¹⁵ It is acknowledged that at this time, with the ongoing implementation programme of kerbside schemes, that some areas have yet to have this type of collection service and that collection authorities, due to historic reasons, will be using a variety of types, sizes and colours of containers. The intention is to migrate to a more common standard over time.

- A designated bin for dry recyclable material.
- A designated bin for green waste.
- A designated bin for residual waste.

In exercising powers under the Environmental Protection Act, the Partnership will require where ever feasible, domestic refuse to be presented for collection via wheeled bins. Individual householders will not be permitted to 'opt out' of any scheme, unless in exceptional circumstances agreed with the local authority.

Generally a weekly collection service will be provided – residual waste and recyclable materials on alternate weeks. Collection days may vary during the period of a public holiday. Householders will be informed of the specific arrangements over these holiday periods and of any other exceptional changes using local media and leaflets.

Householders are required to present their appropriate bin at the boundary of their property or nearest point to a public highway by a time set by their WCA on the specified collection day.

Side Waste to Bins

Normally side waste materials placed adjacent to the bin will not be collected apart from waste in approved sacks in accordance with specific criteria approved and promoted by the Waste Collection Authority as part of their collection service.

Collect & Return Service/Assisted Collection Service (Backdoor Collections)

At the discretion of the Waste Collection Authority a 'collect and return service' may be provided on request for those physically impaired from placing their refuse at the appropriate place, and there being no other able bodied member in the household.

Missed Collections

When notified by a householder of a missed collection the Waste Collection Authority will make all best endeavours, subject to free access, to arrange for the waste to be collected within 24 hours.

Replacement of Wheeled Bins

It is the householder's responsibility to ensure that waste is presented for collection in an approved wheeled bin, which complies with this policy. Should the bin be lost or damaged for whatever reason (except at time of collection), the householder will ensure that a replacement is provided.

Additional Bins

These may be made available to households that have a higher than average number of occupants (level determined by Waste Collection Authority) and/or in exceptional circumstances at the discretion of the Waste Collection Authority.

An additional or larger sized bin, depending on local circumstances, will be provided and a charge may be made.

Properties in Multi-Occupation

These will be treated as defined under the appropriate Housing Act (2004) as a single property and provision of addition bins etc will be the responsibility of the Landlord.

Approved Sack Collection

The supply of residual, recyclable and compostable sacks will be made to those properties, which are approved as being unable to accommodate wheeled bins and, in exceptional circumstances certain properties having a residual bin will be provided with recycling sacks for the collection of dry recyclable materials. The alternate week collection cycle will apply. A Waste Collection Authority will not maintain a collection service to properties presenting bags for collection unless on the approved list.

Unsuitable Material in Bins (Contamination)

A common approach will be developed to educate householders about placing inappropriate materials in their kerbside bins (sometimes referred to as 'contamination'). The common approach will extend to appropriate means of enforcement. This is required to drive up the quality of material in recycling and composting and reduce the amount of waste sent to landfill.

Village halls, Churches etc

Waste from these types of premises is classified as household waste for which a charge can be made for collection. In order to encourage recycling, one residual waste bin and one bin for recycle, both to be emptied on an alternate week frequency, may be provided at the discretion of the collection authority.

Schools

Waste from schools is also classified as household waste for which a charge can be made for collection.

Helpline

Each Waste Collection Authority will operate a well-publicised dedicated helpdesk for all householders' queries in respect of the domestic waste collection services.

Monitoring Effectiveness of Collection Schemes

The Partnership will jointly monitor and review the effectiveness of the kerbside collection systems, including tonnages, contamination & rejected bins, missed collections, participation levels and householder's attitudes to the service.

This information will be shared by the Partnership and used to improve future performance.

New Development Guidance for Planners/Developers

SWP will develop supplementary planning guidance for preferred wheeled bin storage facilities, communal facilities (if appropriate), presentation arrangements and vehicle access requirements to ensure that new developments have appropriate facilities for refuse and recycle management.

Suffolk Waste Partnership Policy Statement

STREET CLEANSING AND LITTER

Background

Street cleansing¹⁶ and litter is often higher in the public's awareness than other environmental issues and when asked about the state of their local environment will highlight issues around the aesthetic qualities of their street environment such as litter and dumped rubbish. During the public consultation 'Suffolk Speaks' litter and the standard of cleanliness was identified as high on the public agenda, viewed as the third highest priority for spending. This comes about from a general perception that cleanliness can be linked to crime and disorder and the desire to experience a cleaner, safer environment.

The Suffolk Local Authorities have adopted the Best Value Performance Indicator 199 as the measure for the cleanliness of the local environment, as the public might perceive it. However, with the County having such a pronounced mix of rural to urban roads, public concern is largely around the issue of litter, as opposed to detritus which is often accepted as a natural phenomena resulting from rain and/or agricultural practices in more rural areas. Reducing litter by 12% is a target included in the Local Area Agreement to be achieved by 2008.

Obligations on Local Authorities

- The District and Borough Councils have a legal duty (so far as practicable) to keep adopted highways clean, and to clear litter and refuse from them and from those public places under their control. Under the provisions of the Public Health Act 1936 Local Authorities may clean and recover costs from occupiers of certain areas that are used in common but not the responsibility of the authority.
- The County Council and Highway Agency, as Highways Authority, have a responsibility for maintenance of adopted highways and must ensure that highways are safe and free of obstruction for passage and re-passage of vehicles.
- A Code of Practice on Litter and Refuse was issued under the Environmental Protection Act 1990 defining standards, and response times for cleanliness, which should be achievable in different types of location and under differing circumstances.
- The offence of 'leaving litter' (Section 87 of the Environmental Protection Act) says that if a person drops, throws, deposits or leaves anything so as to cause defacement in a public place, they could be committing a littering offence.
- The Clean Neighbourhoods and Environment Act 2005 has extended the provisions of the Environmental Protection Act 1990, so as to make litter deposit in water and on private land an offence punishable with a fixed penalty notice. The CNE Act has also introduced the power to Local Authorities to issue Litter Clearance Notices to enforce the clearance of litter from private land by the owner/occupier.

¹⁶ Debris from road traffic accidents and road spillages have been excluded from this definition and will be dealt with on a local basis by the appropriate agency.

- Under the Environmental Protection Act a Local Authority can take out a Litter Abatement Notice against any individual or organisation to clean up litter and refuse from their own grounds. Similar a Street Litter Control Notice can be served making the owner of premises responsible for keeping the front of premises, plus a reasonable distance either side, clear of litter.
- The public has the right to take legal action against Local Authorities to seek removal of litter on relevant land.

Proposed Policy Approach

The Partnership is committed to a three pronged strategy in its street cleansing and litter policy:

- Good service delivery
- Education and awareness raising
- Enforcement

The Partnership will jointly work with partner organisations to improve the overall standard of cleanliness across Suffolk and to combat environmental crime. This will include working towards the PSA target of reducing litter by 12% of the 2004 total by 2008. The Partnership will endeavour to recycle or compost as much of the arisings as possible.

Individual authorities should review local data to determine and target those areas where allocation of resources can give most benefit to raise the overall standard of cleanliness and wherever possible work in partnership with adjoining authorities on cross border issues.

Leaf fall presents a challenge for all Local Authorities to collect and remove. The partnership will jointly investigate the possibility to collect winter fallen leaves from designated areas so that they may be composted.

Animal carcasses in public places should be removed promptly, after notification, but will be dealt with through local arrangements appropriate to individual Authorities.

Individual Authorities will continue to work with Fast Food outlets and other undertakings to minimise litter generated from their businesses and prosecute where necessary.

Joint approaches are to be investigated in respect to street washing, chewing gum removal, abandoned shopping trolleys, road detritus and weed growth, dog fouling and drug-related litter.

The Partnership will work with its partners to devise a cross county promotional campaign and activities, highlighting its own and the Government's message of 'war on litter'.

The Partnership will promote and encourage local community involvement in anti litter programmes and local litter action events, facilitating support, equipment and disposal mechanisms.

At present Enforcement Action is the responsibility of individual Authorities. The Partnership will work towards a developing an overarching Enforcement Policy to cover the whole of Suffolk.

Suffolk Waste Partnership Policy Statement

PARKS AND GARDENS WASTE

Although the litter and waste arising from public parks and gardens comprises a relatively small percentage of the overall municipal waste arisings, circa 5,000t per year it does have a high visual impact and is significant factor in the perception by residents of how litter and waste is generally managed. It is therefore important for Local Authorities to be seen to be acting responsible in public areas and a high-profile waste reduction and recycling approach can act as a very effective recycling education/awareness initiative.

Currently the majority of botanical waste is either composted or chipped for mulch for local reuse, with co-mingled litter collected through bins or skips sent directly to landfill.

The Partnership will promote maximising waste reduction and reuse and a litter-free environment in all public parks and gardens. Each park/area should develop its own waste management plan. This should consider the waste that will be produced and look to place requirements for traders to use appropriate materials and to minimise waste and maximise recycling. For smaller parks etc, where appropriate, generic waste management plans may be adopted. In particular the following should be considered in local waste management plans:-

Botanical Waste

Wherever possible botanical waste should be collected, stored and treated locally for reuse. Where this is not practical a central composting facility should be considered and composted material used as mulch or soil condition at a later date.

Recycling / litter control

Combined recycling and litter-points, and where possible composting points, should be sited around the area.

For locations that attract a significant amount of ground litter, a strategy should be developed to recover recyclables from the waste stream. Solutions may involve the collection of separated recyclables, or sorting collected litter at a 'Material Reclamation Facility'.

Catering facilities should consider

The avoidance of the use of polystyrene disposables, which create more litter through being easily blown by the wind and are easily broken when trampled underfoot. Where disposables are used, biodegradable paper alternatives are preferred.

Use of 'returnable food-service' delivery options.

Dog Fouling

The powers provided under the 'Dogs (Fouling on Land) Act' 1996 and Clean Neighbourhoods and Environment Act 2005 should be fully utilised by all authorities, to designate areas where dog owners should clear up after their dogs.

Special Organised Events

Where special events are being organised the Licensing Authorities should seek that all organisers submit details of the measures they plan to take to reduce and recycle litter and trade waste from such event.

Annex C – Consultation

C1 Consultation

C1.1 Background

Public consultation was undertaken at every stage in the preparation of the JMWMS, as part of this review further consultation was carried out. The work reflects SWPs commitment to Policy 2 and assesses the public's current opinion of key elements of the JMWMS and compares them to findings from the 2002 consultation. It tests the public's view on potential enhancements to service provision over the coming years. This annex provides a summary of the consultation process and its key findings.

The full findings of the consultation will be published on the SWP website (www.suffolkrecycling.org.uk).

C1.2 Consultation Process

Specialist, independent consultants, Linda Jones and Partners carried out the consultation on behalf of SWP. There are both qualitative and quantitative elements to the consultation. 3 preliminary 1½ hour focus groups were conducted amongst residents in Bury St Edmunds, Sudbury and Beccles in July 2007. A postal survey followed in September 2007 to quantify the findings of this qualitative study. The postal survey asked a series of questions applicable to all Suffolk residents and also included explicit questions relating to potential service developments in specific districts / boroughs.

Each borough and district was surveyed with an initial 1000 postal questionnaires selected randomly from the electoral register. A further 1800 questionnaires were distributed as 'top up' surveys spread across all areas except Suffolk Coastal. The total response rate was 12%. This sample of 1,025 people in total is comparable to other polls carried out for different purposes (e.g. MORI political opinion polls). The statistical significance of this sample @ 99% = c5.5 and @ 95% = c4.5 i.e. when considering choices to an individual question within the survey or comparing responses to the same question between the historic and current surveys, a difference of less than 5% in the finding cannot be considered significant.

The data has been weighted (age and sex) to reflect the population by area, and is therefore representative of the population of Suffolk residents as a whole. The sample population was broadly similar to that surveyed in 2002, the main difference being a smaller sample size.

C1.3 Main Findings

C1.3.1 Focus Groups

Focus groups found the "three bin system" a positive introduction. It was felt that it has led to a greater understanding and appreciation of what waste is produced at home. One comment was 'It is positive I think. It makes you think what you are putting in the bins.' This highlights the effectiveness of both policy 3 and 7 in the JMWMS.

There was a general lack of awareness of waste reuse as an issue but groups did discuss Freecycle and other reuse websites. People also discussed the use of charity shops for textiles reuse/recycling. Attendees were clear that clothes in charity bags/shops were to be reused and therefore in a good enough state to do so. However, when it came to textile banks people were less clear. This refers to policies 3 and 5. When referring to potential inclusion of textiles in the current recycling collection, most felt it was unnecessary and would not use it often, 'Textiles aren't things you have regularly every week.'

Policy 8 of the JMWMS looks at investigating glass collection schemes. The results from the focus groups provide interesting insights into what the public may think of such an introduction. Many attendees stated that they used other methods of recycling and very few admitted to putting glass in the residual bin. 'I take mine to the bottle bank' etc were common answers. One response was 'The Council has a moral obligation. They need to provide facilities for recycling glass.' It was felt that when asked directly, people wanted a glass collection service. When the potential of including glass as part of the existing blue bin collection was suggested, there was opposition on safety grounds and lack of space in the blue bin. Many people admitted to compacting waste in the blue bin to make more room and indicated the dangers if glass were included.

Home composting was raised at the focus groups. It was considered to be a question of habit, people get used to using it and it is not uncommon in rural areas to find people with several. Quotes were recorded like: 'We home compost. The food waste fills a tin the size of a bread bin in four days.' Or 'I don't have a garden, so can not use one'. This shows the need for home composting, community composting and food collection services to work together to meet the needs of all, as stated in policy 9 and 10.

Many of the attendees claimed to rely on the 'tip' (HWRC) to supplement the amount of recycling/residual bin volume they have i.e. making special trips as they do not have enough room in their bins. Others simply used the sites at 'pressure times' such as moving house, Christmas and public holidays.

The focus groups were asked about landfill and residual waste treatment systems (EfW and MBT). The comments from this discussion reflect policies 13 and 14 in the JMWMS. People in general were aware of a need to move away from landfill, saying 'Pretty close to full now' and 'Quite drastic now.' They also knew of fiscal measures introduced 'Skips have gone up in price, because of the cost of getting rid of it.' When EfW was mentioned there was a general feeling that we, as a nation, have been slow to react to it. 'So if it is working in Europe, we are a bit slow aren't we.' The concerns raised regarding EfW centred on educating people about the emissions and the associated transport impacts. MBT was discussed by the groups and this led to concerns over risk, reliability and markets.

C1.3.2 Questionnaire

Knowledge of waste management processes has increased in all areas in the 5 years since the 2002 study. This is not surprising given the increase in performance seen in Suffolk and the rising level of awareness of waste as an issue nationally. This highlights the strength and relevance of policy 3

The major changes in waste management over the past 5 years have been reflected in the results of this element of the consultation. Residents have recognised the high level of recycling and composting carried out in Suffolk and as a result they now believe that a 'bullish' target for future recycling and composting be set. This reflects the high aspirational target set in policy 6. The amount of waste thought to be recycled on average was 40% as opposed to 21% in 2002, which is remarkably accurate.

Levels of commitment to recycling have grown over the past 5 years, as suggested by the huge increase in performance seen in all parts of Suffolk. 79% of residents class themselves as extremely/very committed to recycling. 86% of householders were either very or quite satisfied with their kerbside collection. This reflects positively on policies 7, 8 and 11 in the JMWMS.

Potential enhancements to kitchen waste collections were examined in some areas. It was found that people underestimate the level of organic waste in their household waste (estimating 10% rather than 30% which is the national average). District/borough specific questions asked in this particular area. In general the response to a potential collection of organics (including cooked meats, fish and bones) was that it would lead to a better service, with over 75% likely to participate.

When the respondents were initially asked about residual waste management, there was little change from the results seen in 2002, with almost half of respondents favouring Energy from Waste (compared to 10% for MBT) as a disposal route for waste not recycled/composted (35% had no preference). However, when details of different technologies were provided the percentage favouring EfW increased to 63% (16% for MBT and 16% with no preference). Policy 13 in the JMWMS states that SWP will take into account these views in the decisions made regarding waste treatment facilities.

For further information please either
go to www.suffolkrecycling.org.uk or
email suffolk.recycling@et.suffolkcc.gov.uk
or call 0845 606 6067

