

Joint Municipal Waste Management Strategy for Suffolk 2003–2020

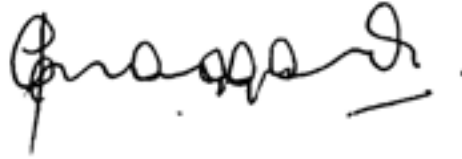
Adopted Version 2003 | Addendum 2008



This Waste Management Strategy has been adopted by the following signatories on behalf of each of Suffolk's Local Authorities (October 2003):



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Chairman
Babergh District Council



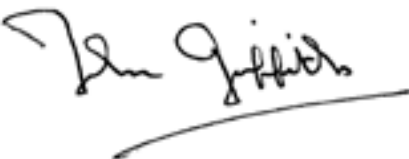
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Foreword

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 this Addendum are important steps in this process.

This document confirms the long term vision for waste management in Suffolk set out in the original Strategy in 2003 and includes some very demanding targets. We believe that the period up to 2020 will see further radical changes in attitudes to waste and approaches to waste management. It is our intention that Suffolk is at the forefront of shaping attitudes and delivering new and innovative approaches to waste management.

It must be realised that the publication of this document is not the end of this process. Indeed, the Action Plans that are associated with the Strategy 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.

We are always keen to hear your views on waste management. If you have any comments to make on this Strategy or on future waste initiatives please either email Suffolk.recycling@et.suffolkcc.gov.uk or go to www.suffolkrecycling.org.uk

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Executive Summary

Introduction

The Joint Municipal Waste Management Strategy (the Strategy) sets out the strategic framework for the management of municipal waste in Suffolk until 2020. It was subject to extensive consultation during preparation prior to its adoption in 2003. The Strategy states that it should be subject to regular review and that the first review should be carried out by the end of 2007. This review has been completed and has resulted in an Addendum (Section 3) to the Strategy, which has been adopted by each of Suffolk's Local Authorities. The Addendum addresses developments in legislation and policy following the adoption of the Strategy in 2003. It also takes account of the improvements in performance achieved by the partner authorities.

Part of the review process was to update the statutory Recycling Plans. This has resulted in the publication of an associated document that includes a new set of Action Plans for 2007 - 2012. These highlight those actions that will be implemented and developed for this period and other activities which could be considered with the aim of reaching the targets and aspirations set in the Strategy. These Plans will be reviewed on an annual basis.

Preparation of the Strategy was and continues to be underpinned by the following 'vision' agreed by all participating authorities:

"Suffolk's Local Authorities will work together, and in partnership with others, to develop a Municipal Waste Management Strategy. The Strategy will seek to minimise levels of waste generated and to manage waste in ways that are environmentally, economically and socially sustainable.

The Strategy will seek to influence the wider waste stream, providing waste minimisation and recycling in industry and contribute towards the preparation of a Waste Local Plan for Suffolk.

In delivering the Strategy, the Local Authorities will embrace the principles outlined in the National Waste Strategy and aim to recycle or compost at least 60% of municipal waste".

Steps were taken in the preparation of the Strategy to ensure that it accorded with Government Guidance and represented the "Best Practicable Environmental Option" (BPEO).

Municipal Waste Management in Suffolk

Municipal waste consists of all waste produced by a householder that is collected by Waste Collection Authorities or taken to Household Waste Recycling Centres (Household Waste). In addition it also includes commercial waste that is collected by Waste Collection Authorities for which a charge is made. Municipal waste does not include arisings from the commercial, industrial or agricultural sectors that are handled by private waste contractors.

Suffolk has an excellent track record in recycling and composting and has made dramatic improvements in household waste recycling rates from 8% in 1995/6 to 19% in 2001/02 rising to 43.5% in 2006/07. Performance to date has exceeded all Government targets and seen Suffolk consistently achieving one of the highest recycling rates in England. However, 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 was produced in 1995/96, by 2006/07 this had increased to 418,466 tonnes.

Waste Collection

Currently municipal waste in Suffolk is collected by a variety of different means. The vast majority is collected either at the kerbside or via community recycling “bring sites” by the Waste Collection Authority or by the Waste Disposal Authority at Household Waste Recycling Centres.

The separate collection of recyclable co-mingled waste is currently offered from the kerbside of most properties in all seven Waste Collection Authority areas. The separate collection of compostable waste, alongside the promotion of home composting, is also currently offered from the kerbside of some properties in all seven Waste Collection Authority areas. In other areas home composting and the 18 Household Waste and Recycling Centres are relied upon.

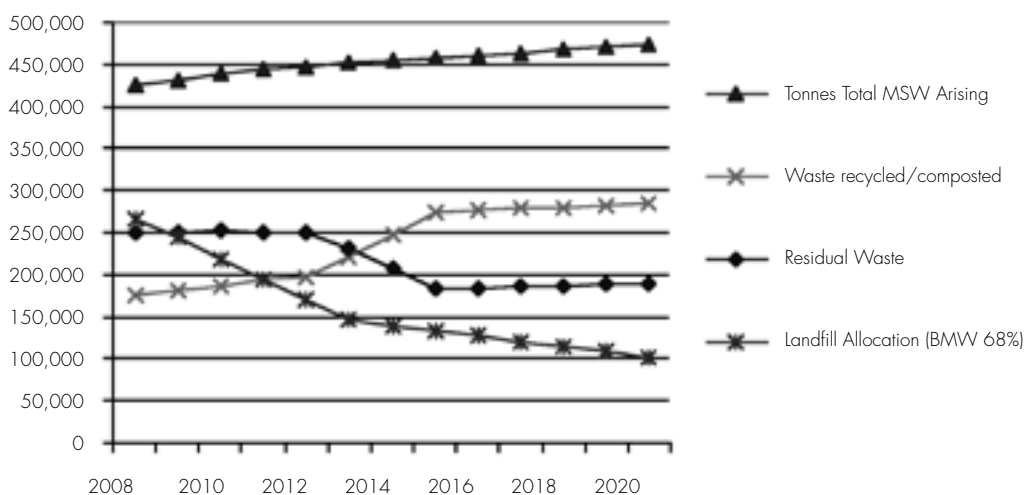
Residual waste is collected from the kerbside in all seven Waste Collection Authority areas either by sacks or wheeled bins and currently landfilled at one of three sites in Suffolk.

The Strategy proposes to introduce the separate collection of recyclable, compostable and residual waste from at least 80% of the households in Suffolk by 2010. This has been partially achieved but, it is recognised that collection systems will continue to vary across the County and not all areas will be suitable for the ‘three stream’ collection system. The detail of all these schemes and potential enhancements can be found in the Action Plans contained in the Annexes document associated with this report.

Disposal and Infrastructure

Suffolk is currently dependent on landfill for the disposal of residual municipal waste. The policies set out in the Strategy and Addendum and the proposals in the Action Plans have been used to forecast future landfill requirements and to prepare a strategic plan for future residual waste disposal. As predicted in the Strategy the Government has set limits for the amount of Biodegradable Municipal Waste (BMW) that can be sent to landfill through its Landfill Allowance Trading Scheme (LATS). Potentially severe financial penalties will be incurred if these limits are exceeded; this is in addition to the increasing rate of Landfill Tax.

This comparison shows that due to the level of recycling and composting proposed in the Strategy, Suffolk will landfill less waste than the possible level of allowances until at least 2010.



The Strategy recognises that it is not sustainable to rely on landfill for the disposal of all Suffolk's residual municipal waste until 2020. The need for residual waste treatment facilities has been reviewed by the Waste Disposal Authority and several options have been considered. The Residual Waste Action Plan sets out the procurement plan that Suffolk will be following throughout the coming years.

Monitoring and Review

The Strategy includes the eight indicators that have been used to monitor its performance. Monitoring reports have been produced every year since 2004. The current indicators will continue to be employed but they will be reviewed within the next 12 months. This will take account of the changes detailed in Waste Strategy for England 2007 and the Government's new Performance Framework and ensure a robust reporting procedure is in place.

The next review of the Strategy will be completed by the end of 2012. Its exact timing will be kept under review depending on relevant legislation, policy, guidance, local government structural changes and the factors listed in Policy 13.

Section 1 – Background to the Strategy and its Preparation (2003)

1.1 Introduction

- 1.1.1 The Joint Municipal Waste Management Strategy (The Strategy) sets out the strategic framework for the management of municipal waste in Suffolk. It has been developed by all the Waste Collection Authorities and the Waste Disposal Authority working together. The Strategy covers the period until 2020 and will be subject to regular review. The Strategy includes the statutory recycling plans for each Waste Collection Authority. As these plans are relatively detailed they can only look forward over the initial period covered by the Strategy. These plans cover the period from April 2003 until March 2007. *(Now updated and contained within Annex A of the Addendum)*
- 1.1.2 The Strategy considers the approach to be taken towards the management of municipal waste only but it does have regard to other sources of waste managed in the County. Municipal waste is predominantly household waste and represents only a small proportion of all the waste generated in Suffolk. 382,000 tonnes of municipal waste was generated in Suffolk in 2001/02. This compares with an estimated one million tonnes of mainly inert construction and demolition waste and almost 900,000 tonnes of waste generated by Commercial and Industrial waste producers¹.
- 1.1.3 Despite being a relatively small proportion of overall waste arising, municipal waste is a particularly important part of the waste stream. It is varied in nature, has a comparatively high level of public awareness, has lower levels of reuse and recycling than other wastes and as a result accounts for just under half of all the biodegradable waste currently landfilled in Suffolk².

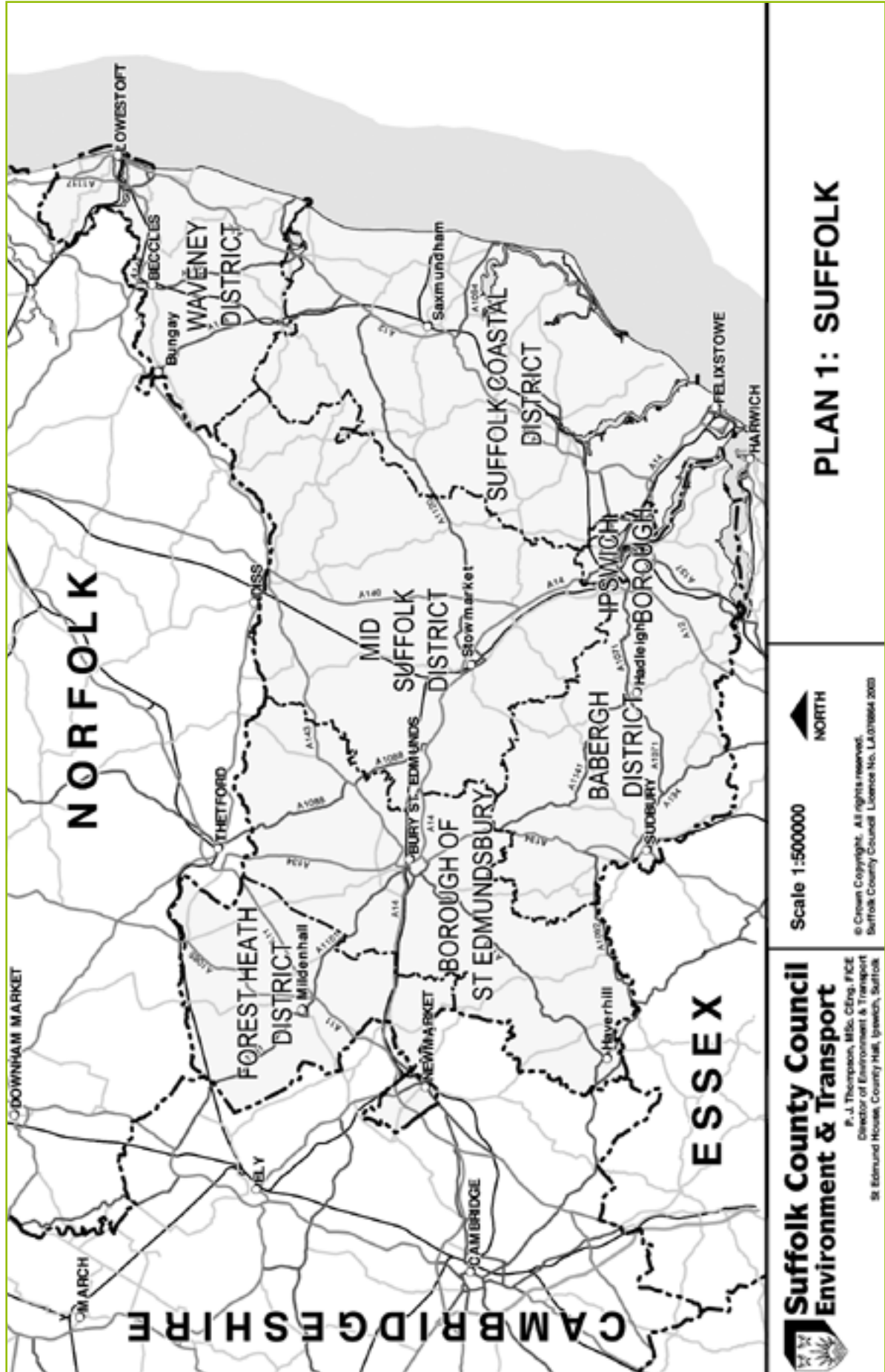
1.2 The Area covered by the Strategy³

- 1.2.1 Suffolk has a land area of just over 380,000 hectares. Essex lies to the south, Cambridgeshire to the west, Norfolk to the north and the North Sea to the east. There are seven District/Borough authority areas in Suffolk: Babergh District, Forest Heath District, Ipswich Borough, Mid Suffolk District, St Edmundsbury Borough, Suffolk Coastal District and Waveney District. The area of Suffolk is shown on Plan 1.
- 1.2.2 The population of Suffolk stands at just over 670,000 (SCC mid year estimate for 2000). The County Structure Plan expects this to grow by slightly less than 3,000 people per year and reach 718,700 by 2016. The number of houses in the County is also expected to increase by 2,650 dwellings per year between 1996 and 2016 to reach 337,500 by 2016. However, average household size is expected to continue to fall. This is part of a long term trend being seen nationally as well as locally. The Structure Plan expects the number of people per dwelling to fall from an average of around 2.27 to 2.13 by 2016.
- 1.2.3 There are twenty three towns in Suffolk of which Ipswich, Lowestoft and Bury St Edmunds are the three largest. Many of the towns and villages are of significant architectural and historic interest and contain a large number of listed buildings and Conservation Areas. Most of the land (around 80%) is used for agriculture.

¹ Figures from a variety of sources reported in the first deposit draft Waste Local Plan Jan 2003

² In 2000, 281,726 tonnes of municipal waste was landfilled in Suffolk out of a total of 601,328 of non-inert waste landfilled in the County. Reported in first deposit draft version of WLP Jan 2003

³ Data in this section is taken from the deposit draft Waste Local Plan section on characteristics of the plan area



PLAN 1: SUFFOLK

- 1.2.4 Large parts of the County are protected for their wildlife or landscape value. Approx 4% of the land area is designated as Sites of Special Scientific Interest, some of this area is recognised as being of international importance and carries other designations. The two Areas of Outstanding Natural Beauty, the Suffolk Coast and Heaths and the Dedham Vale, together cover some 44,000 ha, about 12% of the land area. Also 2,700ha of the Broads Authority Area lies within Suffolk, this area has a special status similar to that of a National Park, and was designated to protect natural beauty and opportunities for public open air recreation.
- 1.2.5 In addition to the areas of Suffolk recognised as being of national and international importance, large areas carry local designations to protect landscape or nature conservation. 81,000ha, just over 20% of the land area, is designated as Special Landscape Area and 780 sites, covering 8,500ha, are protected as County Wildlife Sites.
- 1.2.6 Suffolk has a diverse and stable economic base. Around 74% of jobs are in service industries, 18% in manufacturing and 3% in agriculture. Tourism is an important part of the local economy throughout Suffolk and local authorities will endeavour to ensure that their policies do not damage this industry. The service sector, notably in legal, financial and business services, has grown rapidly over the last two decades. Ipswich, in particular, has grown to become a leading business and financial services centre and, more recently, the focus for emerging technology, media and telecommunications businesses.
- 1.2.7 The unemployment rate is below the national average. In May 2001 it was 2.4% compared with a national average of 3.2%. However, this masks wide variations within the County. Western and rural parts of County tend to have very low rates of unemployment while eastern and urban parts tend to have higher rates. Unemployment and low pay remain significant problems in the Lowestoft area.

1.3 Municipal Waste Management in Suffolk

- 1.3.1 In common with much of the rest of the country the amount of municipal waste produced in Suffolk has grown considerably over recent years. In 1995/96 296,000 tonnes was produced of which 23,000 tonnes (8%) was recycled and the remainder landfilled. By 2001/02 this had increased to 382,000 tonnes produced of which 71,000 tonnes (19%) was recycled. The pattern of waste growth and management is illustrated in figure 1 below.

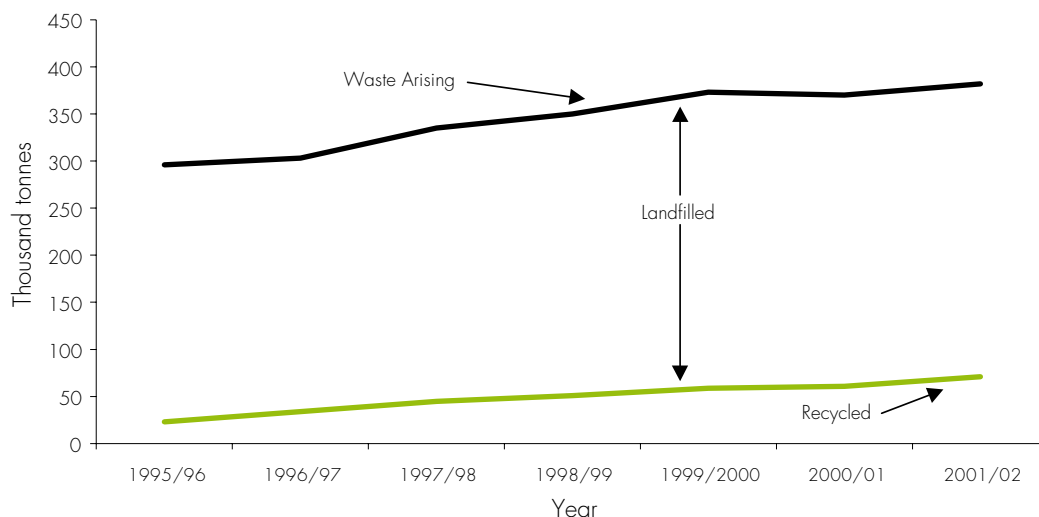


Figure 1 – Municipal Waste Management in Suffolk 1995 - 2002

- 1.3.2 Over the six year period between 1995 and 2002 the average rate of growth in municipal waste arising was 4.3% per annum. This rate fluctuated sharply between different years. In the past two years there has been encouraging signs that the rate of increase in waste arising may be slowing.
- 1.3.3 The increase in waste recycling (which includes composting) was more consistent and greater in proportionate terms than growth in waste arisings. In 2001/02, 71,000 tonnes of municipal waste was recycled which is more than treble the amount recycled in 1995/96.
- 1.3.4 Different methods of collecting and managing waste are being practised across the County, a summary is provided in Table 1 below.

Table 1 - Primary methods of waste collection and management (as of April 2003)

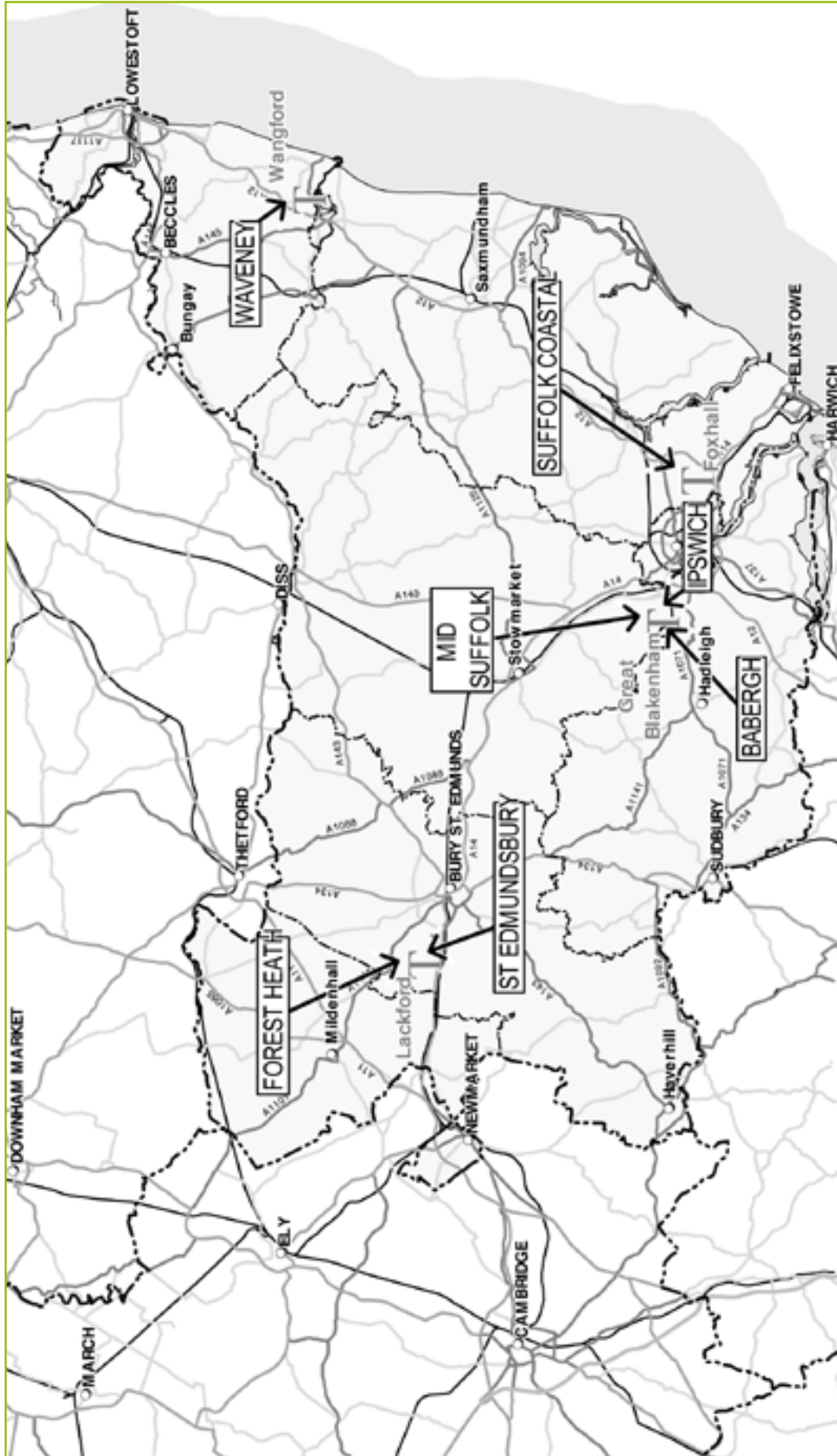
	Residual Collection	Recyclable Collection	Compostable Collection	Residual Disposal	Recycling (2001/02)
Babergh	Wheeled bin weekly	Bring sites Kerbside via pink sacks fortnightly	Not collected separately	Landfilled at Gt Blakenham	11.2%
Forest Heath	Wheeled bin weekly	Bring sites Kerbside paper fortnightly*	Kerbside via wheeled bin fortnightly	Landfilled at Lackford	30.7%
Ipswich	Wheeled bin weekly	Bring sites	Kerbside via wheeled bin fortnightly*	Landfilled at Gt Blakenham	14.2%
Mid Suffolk	Sack weekly* ¹	Bring sites	Not collected separately	Landfilled at Gt Blakenham	9.3%
St Edmundsbury	Wheeled bin weekly	Bring sites Kerbside paper fortnightly*	Kerbside via wheeled bin fortnightly*	Landfilled at Lackford	29.1%
Suffolk Coastal	Provided sack weekly	Bring sites Kerbside paper collection	Not collected separately ²	Landfilled at Foxhall	13.3%
Waveney	Wheeled bin weekly	Bring sites	Not collected separately	Landfilled at Wangford	5.2%
Household Waste and Recycling Centres	All 18 sites	All 18 sites ³	All 18 sites	Landfilled at various sites	36.9%

Notes – Only schemes serving more than half of area listed. Schemes marked * serve less than 90% of households in area.

¹ The collection of residual waste and dry recyclables using wheeled bins on alternate weeks serves around one third of households in the District

² Garden waste is collected from around 10,000 households fortnightly.

³ Smaller sites tend to collect only a limited range of materials.



PLAN 2: RESIDUAL WASTE DISPOSAL IN SUFFOLK



Scale 1:500000

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1.4 The Strategy Preparation Process

1.4.1 The need to prepare a Joint Municipal Waste Management Strategy for Suffolk was recognised in 1998 and a number of different stages have been gone through in order to produce this. This has involved research into and collection of information regarding waste management and the building of strong working relationships to enable the joint preparation and agreement of the strategy.

1.4.2 In 1999, AEA Technology Ltd was appointed to advise on the preparation of a waste strategy. Work continued on this until early 2001 and a substantial volume of background material was assembled that has informed subsequent stages of strategy preparation.

1.4.3 Building on experiences gained during 1999 and 2000, a Project Officer was appointed in Autumn 2001 to lead work on the preparation of the strategy. This work was underpinned by the following 'vision' agreed by all participating authorities:

"Suffolk's Local Authorities will work together, and in partnership with others, to develop a Municipal Waste Management Strategy. The Strategy will seek to minimise levels of waste generated and to manage waste in ways that are environmentally, economically and socially sustainable.

The Strategy will seek to influence the wider waste stream, providing waste minimisation and recycling in industry and contribute towards the preparation of a Waste Local Plan for Suffolk.

In delivering the Strategy, the Local Authorities will embrace the principles outlined in the National Waste Strategy and aim to recycle or compost at least 60% of municipal waste".

1.4.4 The Project Officer reported through a variety of organisations giving all authorities and stakeholders adequate input into strategy formulation. This resulted in the publication of an agreed Strategy Framework Document in October 2002.

1.4.5 The Framework Document was led by the 'vision' prior to systematically considering different options for waste management. In order to be certain that the Strategy would be consistent with government guidance and represent the Best Practicable Environmental Option (BPEO) a consultant was appointed to undertake a BPEO analysis and sustainability review of the Framework Document that was subsequently ratified by all the Suffolk local authorities.

1.4.6 Consideration of the comments on the Framework Document and the BPEO analysis led to the preparation of a Draft Strategy in early 2003. This Strategy incorporated Draft Recycling Plans for each Waste Collection Authority in Suffolk prepared to a standard format. Following agreement at meeting in February the Draft Strategy was published for public consultation in March.

1.4.7 Suffolk's Local Authorities view public consultation on, and participation in the strategy as being integral to its preparation.

1.4.8 The vision, the Framework Document, the BPEO analysis, individual Recycling Plans, and the views expressed throughout the preparation process form the basis of the material on which this Strategy is based.

1.4.9 Copies of the Consultation Draft Strategy, Framework Document, and the BPEO Analysis are available to download free of charge from www.suffolkrecycling.org.uk.

1.5 Structure of the Strategy

- 1.5.1 Waste from a variety of sources is included within the definition of municipal waste. Municipal waste consists of all household waste, whether collected by a Waste Collection Authority (WCA) or taken to a Household Waste and Recycling Centre (HWRC), together with any other wastes collected by a WCA or its agents. Further detail on the range of waste included within the definition of municipal is included in table 2 below.

Table 2 - Elements of Municipal Waste

Household Waste includes that collected via:	waste collection rounds (including separate rounds for the collection of recyclable or compostable waste)*; Household Waste and Recycling Centres*; bulky waste collections; hazardous household waste collections; household clinical waste collections; drop-off/bring systems*; home composted waste* ¹ ; and street cleansing and litter collection.
Non-Household Municipal Waste includes:	waste from municipal parks and gardens; beach cleansing waste; commercial and industrial waste collected by the WCA; and waste resulting from the clearance of fly tipped waste or abandoned vehicles.

¹ Although home composted waste is household waste it is not included in calculations of total household waste arising or composting due to there being no reliable way of measuring the amount of waste dealt with in this way.

- 1.5.2 Strategy preparation is an evolving process. This document provides background information on all municipal waste and provides a strategy for dealing with the flows of municipal that make up the vast majority of municipal waste arising in Suffolk. These are marked with an asterisk in the above table.
- 1.5.3 Government guidance is provided on the range of wastes that should be addressed in municipal waste strategies. The other elements of the municipal waste stream not addressed in this document will be considered as soon as possible. The timescale for preparation of the Strategy for these other elements of the waste stream is considered further in section 2.7.
- 1.5.4 Preparation of the Strategy in this manner has been chosen in order to make the most effective use of resources available. In the light of the content of the strategy, it is considered important that there is no delay in the introduction of schemes that seek to maximise the levels of recycling and composting of the majority of waste stream, whilst the detailed approach to the management of various specific elements of the waste stream is being formulated. This approach is in accordance with advice received from the Department of Environment, Food and Rural Affairs (DEFRA).

1.6 Policy Background to the Strategy

- 1.6.1 "Waste Strategy 2000", the National Waste Strategy for England and Wales, was published in May 2000 to comply with the EC Framework Directive on Waste (1997, as amended) and implement parts of the national strategy for sustainable development.
- 1.6.2 The National Strategy is designed to ensure that the UK moves towards sustainable waste management and complies with the EC Landfill Directive requirements for reducing biodegradable waste going to landfill. It places emphasis on the need to tackle the quantity of waste produced and to break the link between economic growth and increased waste.
- 1.6.3 Where waste is produced it is to be managed in accordance with the Best Practicable Environmental Option (BPEO). Waste Strategy 2000 describes BPEO as "the option that provides the most benefits or the least damage to the environment as a whole at an acceptable cost in the long term as well as the short term". In determining the BPEO, decision makers are expected to involve the public and consider the following:
- The waste hierarchy - Which requires waste to be managed with priority given to reduction, followed by re-use, followed by recovery (recycling, composting, energy recovery). Only if none of these offer an appropriate solution should waste be disposed of;
 - The proximity principle - Which requires waste to be disposed of as close to the place of production as possible; and
 - The need for national, and where practicable, regional self-sufficiency in managing waste.
- 1.6.4 At the regional level additional guidance on waste management is given in:
- Regional Planning Guidance Note 6 (RPG6) for East Anglia (Suffolk, Norfolk and Cambridgeshire) published by government in November 2000;
 - Sustainable Development Framework for the East of England (East Anglia plus Essex, Herts and Beds) published by the East of England Regional Assembly in October 2001; and
 - The East of England Regional Waste Management Strategy published by the Regional Waste Technical Advisory Body in 2003. This will be used among other things to inform the forthcoming review of Regional Planning Guidance.
- 1.6.5 These documents are all consistent with the National Waste Strategy in so far as they seek to encourage sustainable waste management and they have been taken into account in drafting this strategy. The Regional Waste Management Strategy contains certain targets that are considered further below.
- 1.6.6 Within Suffolk the County Council is responsible for producing a Waste Local Plan. This Plan will set out a framework that will guide the development of waste management facilities in Suffolk up to 2016. A draft version of this Plan was placed on statutory deposit by the County Council in April 2003. This deposit draft version of the Plan had regard to the municipal waste management Framework Document and it is expected that the revised deposit version, due to be published later this year, will have regard to this Strategy.

1.7 Targets for Municipal Waste Management

1.7.1 A number of the policy documents considered above contain targets that are relevant to the preparation of this municipal waste management strategy. These targets fall into two categories: those that seek to promote sustainable waste management by setting minimum levels for recycling, composting or energy recovery from waste; and those that seek to limit unsustainable waste management by setting maximum levels on the amount of waste that can be landfilled. These are considered in turn.

Targets for promoting recovery, recycling and composting

1.7.2 The National Waste Strategy contains the following national targets for recycling, composting and recovery of value from municipal and household waste.

Year	To recover ¹ value from:	To recycle or compost at least:
2005	40%	25%
2010	45%	30%
2015	67%	33%
	Of municipal waste	Of household waste

¹ "Recover" means to obtain value from wastes through one of the following means: recycling; composting; other forms of material recovery (such as anaerobic digestion); energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolysis, or other technologies but does not include landfill with energy recovery).

1.7.3 The only targets specific to local areas in the strategy are the proposed recycling and composting rates for household waste for Waste Disposal Authority (WDA) Areas given below:

WDA Area Recycling and Composting Rate in 1998/99	WDA Area Recycling and Composting Target for 2003
Under 5%	At least 10%
Between 5 and 15%	To double the 1998/99 rate
Over 15%	At least one third

1.7.4 These targets were subject to consultation during 2000 as part of the process of defining Best Value Performance Indicators (BVPI). The final statutory targets were published in government guidance on Municipal Waste Management Strategies in March 2001 and are shown in the table below.

Statutory Performance Standards for Recycling and Composting of Household Waste

Authority Area	%age rate of recycling and composting	
	2003-04 target	2005-06 target
Babergh District	14	21
Forest Heath District	33	40
Ipswich Borough	10	18
Mid Suffolk District	16	24
St Eds Borough	33	40
Suffolk Coastal District	24	36
Waveney District	10	18
Suffolk County	28	36

- 1.7.5 Waste Strategy 2000 proposed that standards should apply to WDA areas only (Suffolk County). However, given the role of WCAs in recycling the statutory performance standards apply individually to WCAs in addition to WDAs. It is stressed that WCAs and WDAs can pool their targets and should work together to achieve them. In Suffolk, as in other counties, it would be possible for all WCAs to meet their own target and for Suffolk to fall short of the County target.
- 1.7.6 Subsequently Suffolk's Local Authorities (working in a strategic partnership with other local organisations) have entered into a Local Public Service Agreement with the Government. This committed the partners to stretch performance in a number of local services in return for certain freedoms and flexibilities, Unsupported Credit Approvals, the payment of "pump-priming" grants and a Performance Reward Grant. One of the target areas commits the partnership to recycle or compost at least 35% of household waste in Suffolk by financial year 2004/05. A stretch of 7% on the statutory target for the previous year.
- 1.7.7 In addition to these targets the Regional Waste Management Strategy (Policy 1) aims to secure the following levels of recovery of municipal waste (including recycling, composting and energy recovery): 40% at 2005, 50% at 2010 and 70% at 2015. These are regional targets and it is acknowledged that it is not expected that each county will reach these levels by these years.

Targets for limiting landfill

- 1.7.9 The following targets for the diversion of waste from landfill have been incorporated into the National Waste Strategy from the EC Landfill Directive:
- By July 2010 to reduce the amount of biodegradable municipal waste going to landfill to 75% of biodegradable municipal waste produced in 1995.
 - By 2013 to reduce the amount of biodegradable municipal waste going to landfill to 50% of biodegradable municipal waste produced in 1995.
 - By 2020 to reduce the amount of biodegradable municipal waste going to landfill to 35% of biodegradable municipal waste produced in 1995

- 1.7.10 It should be noted that the above targets are national and are not automatically adopted at the local level. In order to ensure compliance with these targets the Government intends to introduce a system of tradable allowances for landfill.
- 1.7.11 A bill enabling the introduction of the system of tradable allowances has recently been introduced to parliament (the Waste and Emissions Trading Bill 2002) but this only provides the enabling framework for the introduction of the system. Until the regulations pursuant to this Bill are known the details of the basis for permit allocations between WDAs, the systems for banking, buying or selling allowances, and the penalties for exceeding allowed levels will not be known.
- 1.7.12 The implications of the tradable allowances system for landfill and the likely requirement of Suffolk for allowances is considered further in section 2.4.

1.8 Establishing the BPEO

- 1.8.1 The preparation of the Framework Document was led by the 'vision'. This was followed by the systematic identification and examination of the options for waste management in Suffolk, and the document was assessed to ensure that it represented the BPEO and accorded with Government guidance.
- 1.8.2 In order to examine this Consultants were commissioned to undertake a BPEO analysis comparing an interpretation of the 'vision' with four alternative options for waste management. The 'vision' of 60% recycling and composting was considered in the light of new technologies for dealing with residual waste other than by landfill, but financial considerations and the uncertainties inherent in new technologies led the local authorities to put forward the high-level recycling and composting scenario as the favoured option for an initial approach.
- 1.8.3 The performance of the favoured option was then compared in a systematic manner against the performance of four other options. These options were felt to represent a reasonable range of potentially realistic waste management options for Suffolk. A 'do nothing' option was not modelled as this was considered not to be realistic as it would fail to meet minimum requirements.
- 1.8.4 The approach to assessing the BPEO is a complicated procedure which involves assessing the performance of each of the options against a range of social, economic and environmental criteria. A limited consultation exercise was carried out to ensure that the criteria used were appropriate for local circumstances. The Environment Agency's Life Cycle Assessment tool "WISARD" was used to calculate the environmental impacts of the options.
- 1.8.5 The assessment involved a mixture of qualitative and quantitative assessments of the various options against the criteria. These were then each distilled into a score of performance that could be used to give an overall indication of the performance of the options.
- 1.8.6 A summary of the options assessed and their overall score against all the criteria is given in the table below. The higher the score the better the BPEO assessment of the option. However, it must be noted that this represents an over simplification of the BPEO exercise and it is advisable to consider the Consultants report in full before drawing any conclusions from this material. Copies of the report are available to download free of charge from www.suffolkrecycling.org.uk

Summary of BPEO assessment options and summary scores	
Option	Score
Option one Minimum recycling and composting (36%) with residual waste disposed of to landfill	29
Option two Minimum recycling and composting (36%) with residual waste disposed of by incineration with energy recovery	38
Option three High level of recycling and composting (60%) with 'treatment' of the residual waste through anaerobic digestion/biological treatment	62
Option four (the favoured option) High recycling and composting (60%) with residual waste disposed of to landfill	53
Option five High recycling and composting (60%) with residual waste disposed of by incineration with energy recovery	59

- 1.8.7 Option 4 represents a continuation and intensification of initiatives which Suffolk's local authorities are already taking. It does not rely on the use of new technology or large high-capital infrastructure, and thus in no way precludes introduction of either Option 3 or Option 5 at some subsequent stage. Given the changing nature of the technological, financial and environmental constraints, it is considered prudent not to make a choice between Option 3 and Option 5 at this time.
- 1.8.8 Although these results of the BPEO assessment must be treated with a great deal of caution it can be seen that the higher recycling and composting options performed far better than options 1 and 2. Of the higher recycling options, option 4 performed worse than the options 3 and 5 because of its continuing reliance on landfill.
- 1.8.9 In the light of the conclusions of the BPEO assessment, the timing of when non landfill options for residual waste management may become appropriate in Suffolk, without adversely impacting on recycling and composting initiatives, has been considered further. This issue is considered in more detail in section 2.5.

Section 2 - The Strategy (2003)

This strategy is structured in general accordance with the waste hierarchy (waste reduction, followed by re-use, followed by recovery (recycling, composting, energy recovery followed by disposal). However, in practice many initiatives tend to cut across different levels in this hierarchy. This is particularly true of educational initiatives that tend to encourage a general shift up the waste management hierarchy.

2.1 Partnership Working, Community Involvement and Education

2.1.1 Suffolk's local authorities are committed to working together, and with others, to improve waste management in Suffolk.

Working Together

2.1.2 There is a good track record in Suffolk of the WCAs working together with each other and the WDA to improve the management of waste in Suffolk. This working relationship has been enhanced by undertaking the steps necessary to prepare this Strategy. Contact between the relevant authorities takes place at all levels within the authorities.

2.1.3 In the past this joint working has tended to focus on sharing experience, addressing common problems and formulating joint responses to government policy. More recently this joint working has developed into promoting common messages on waste management, cross funding between authorities to ensure targets are met and cooperation on joint contracts running across local authority boundaries and/or increasing efficiency. The work on the Local Public Service Agreement is a good example of such joint working.

2.1.4 Suffolk's local authorities remain committed to enhancing the joint working between authorities where this will minimise costs and improve waste management in Suffolk.

Policy 1 – We will enhance joint working between authorities to improve waste management services in Suffolk. Joint working will include:

- a) sharing information;
- b) responding jointly to outside bodies;
- c) participating on joint educational/promotional initiatives;
- d) co-operating to deliver funding for initiatives; and
- e) jointly awarding contracts where advantageous to improve performance and minimise costs by providing economies of scale.

Working with Others

2.1.5 Joint working between authorities is important as local authorities cannot work effectively in isolation. If waste management in Suffolk is to be significantly changed it is vital that the active and effective participation of the public, community groups, the waste management industry and governmental bodies is secured.

2.1.6 Considerable effort has been given to ensuring that the approach followed in this strategy reflects the views, expectations and aspirations of these organisations. There are many differing opinions about how waste should be managed it is hoped that the Strategy represents an important step forward by building a consensus.

Policy 2 – We will involve the public, community groups, waste management industry and governmental bodies in all aspects of waste management in Suffolk. Means of doing this are likely to include:

- a) widespread consultation on emerging policies;
- b) seeking the views of key stakeholders;
- c) providing advice and support for community groups;
- d) supporting a community recycling network; and
- e) having regard to and influencing the formulation of Community Strategies.

2.1.7 Promoting and supporting the activities of the community is likely to be a particular focus of activity over the next few years. This may involve working with the community groups to enable them to deliver certain waste services. There are a large number of community groups that are active in Suffolk but which tend to operate in relative isolation. In an attempt to improve the co-ordination between these groups, ensure that their activities do not conflict with the intentions of the local authorities, and to give an increased opportunity for them to input into policy formulation a Community Recycling Network Group has recently been formed. It is expected that a website (www.scrn.org.uk) will be established shortly to promote sharing of information and liaison between different community groups.

Education

2.1.8 There are a number of ongoing public education and awareness campaigns related to waste management. These seek to alter behaviour in a number of ways generally to shift waste management patterns further up the waste hierarchy. The objectives of these are generally to:

- Increase participation in kerbside programmes;
- Improve the quality of materials collected through kerbside programmes;
- Promote the source separation of materials at the HWRCs;
- Increase use of recycling bring sites;
- Increase participation in home composting;
- Encourage waste reduction and re-use;
- Support community recycling initiatives;
- Teach children about the value of recycling and composting; and
- Establish waste education collection programmes in schools.

2.1.9 These campaigns will be co-ordinated across the County by the Recycling and Waste Minimisation Group, which is a working group comprising representatives of all Suffolk's local authorities. The objectives of the education programme will be achieved using a variety of methods, including the production of flyers, leaflets, local newsletters and attendance at events. Specific initiatives being promoted at present include:

- The Shop Smart campaign (aimed at reducing the amount of packaging bought);

- The promotion of home composting through the sale of home composting bins;
- Attendance at events such as the Suffolk Show and the West Suffolk Show and giving presentations to community groups;
- Education aimed at promoting recycling and composting in schools as part of the Teaching Recycling and Composting in Schools (TRACs) programme; and
- Promoting the use of cloth nappies.

2.1.10 The need to produce consistent messages to the public across Suffolk has been recognised and funding has been made available through the Department for Environment, Food and Rural Affairs (DEFRA) to ensure that a co-ordinated approach is taken regarding the production and delivery of education materials.

2.1.11 Educational activities will be co-ordinated with other local government sectors including education and social care programmes and nonprofit organisations. Efforts are also co-ordinated on a regional basis and Suffolk authorities participate in the Anglia Regional Waste Awareness Campaign, aimed at promoting waste reduction, recycling and composting.

Policy 3 – We will promote education programmes and awareness campaigns to increase knowledge of waste issues and participation in waste management initiatives throughout Suffolk. We will participate in similar schemes at the regional level and ensure that a consistent message is given to promote sustainable waste management practice.

2.2 Waste Reduction and Re-use

Waste Reduction

2.2.1 Waste reduction (sometimes also referred to as waste minimisation) is the prevention of waste being generated in the first place. This means that none of its associated financial and environmental costs will be incurred and it is considered as the most important waste management option. It forms an important part of the National Waste Strategy, but unlike other options identified in the waste hierarchy, waste reduction is not an option that can be selected when we have no further use for a product. To be effective waste reduction needs to be considered when products are being designed, manufactured and subsequently purchased so decisions are made to buy goods that produce less waste.

2.2.2 The concept of waste reduction is better established in the business sector than it is in the household sector. Waste producers have certain responsibilities to recover packaging waste.

2.2.3 The term waste reduction is often used in a broader sense and overlaps with recycling and composting initiatives but, for purposes of preparing this strategy a rather strict definition of reduction has been used and other measures are considered under the sections dealing with recycling, composting and disposal. In particular, the method by which waste is collected has been assumed, for the purposes of this strategy, not to impact on waste reduction. It can have a significant impact on the amount of waste collected and how this waste is distributed between different collection methods and authorities but there is no evidence

to suggest that the method of collection has an impact on the amount of waste produced.

2.2.4 The following represent the main ways in which individuals can reduce the waste they produce:

- avoid buying over packaged goods;
- buy more durable products which are also easier to repair as well; and
- avoid receiving junk mail by removing your name from mailing lists.

2.2.5 There is considerable scope for waste reduction initiatives to limit the amount of waste that is produced in the UK. Although local authorities do have certain powers under the Waste Minimisation Act 1998, the activities of local authorities are largely limited to:

- education and awareness campaigns to persuade consumers to buy products to minimise waste;
- working with businesses and community groups locally in order to make sure low waste options are available locally; and
- lobbying of government for changes in national legislation and/or taxation regimes.

2.2.6 The restricted ability of local authorities to charge for the collection of household waste resulting from the Environmental Protection Act 1990 is a considerable limiting factor on the ability of authorities to raise the profile of waste reduction.

2.2.7 Under current legislative regimes there is much more scope to promote genuine waste reduction measures at the national level than at the local level. Use of regulation or taxation regimes can have a significant impact on waste production over comparatively short periods. An example of such an initiative elsewhere in Europe is a tax introduced on plastic bags in the Irish Republic.

2.2.8 Local Authorities in Suffolk also have internal policies to minimise the waste generated by their own activities but as this waste is not necessarily defined as municipal it has not been addressed in this strategy. However, Suffolk's local authorities are aware of the impact their own activities can have on the public perception of their commitment to a sustainable waste policy.

Policy 4 – We will promote and encourage waste reduction wherever possible to minimise the amount of waste that is produced. We will also make representations seeking changes to national taxation and regulation regimes in order encourage waste reduction.

Re-use

2.2.9 When the generation of waste cannot be avoided the aim should be to re-use as much of it as possible. Historically re-use has been more significant than is the case today. Traditional systems of products being delivered in refillable containers, sometimes with deposit refund schemes, have been in decline for some years.

2.2.10 Many products are designed to be used more than once. Re-usable food and drink containers, rechargeable

batteries and car tyres (which can be retreaded) are the examples cited in the National Waste Strategy (pt 2 page 66). In other instances, goods can be refurbished or reconditioned to enable them to be re-used.

- 2.2.11 There remains considerable re-use of goods that would otherwise be discarded: plastic bags as bin liners; old clothes as cleaning cloths; and glass jars for storage are examples. Charity shops and car boot sales provide an important means of securing the re-use of clothes and other items that would otherwise be discarded.
- 2.2.12 Once waste has been discarded into a kerbside collection system it is generally not possible to recover it for re-use. However, there is scope for local authorities to actively re-use waste collected through the HWRCs and through separate kerbside collections of bulky waste.
- 2.2.13 A wide variety of re-use initiatives are currently operating across Suffolk including but not limited to:
- The Ipswich Furniture Project;
 - The Gatehouse Furniture Store;
 - The Suffolk Scrap Store;
 - Sudbury Resource Centre.

Policy 5 – We will promote and encourage waste re-use wherever possible. In particular we will:

- a) support community re-use schemes with advice and funding where resources allow;
- b) promote awareness of what people can do to re-use waste in the community at large; and
- c) encourage the re-use of waste collected through the Household Waste and Recycling Centres and bulky waste collections.

Reduction, Re-use and projected waste growth

- 2.2.14 It should be noted that it is very difficult, if not impossible, to reliably measure the success of waste reduction schemes or the quantities of waste re-used despite the fact that such matters can have a significant impact on the overall level of waste collected.
- 2.2.15 In para 2.2.3 it is recognised that waste collection systems can have an impact on the amount of waste collected and how this is distributed between different methods of collection. Although there is little evidence to suggest a link between collection systems and genuine waste reduction there is a link between collection systems and re-use, recycling and composting. In particular restricting capacity for residual waste disposal at the kerbside appears to increase the extent of participation in waste re-use, recycling and composting initiatives.
- 2.2.16 As the Recycling Plans of this strategy contain details of a variety of different collection schemes either existing or to be introduced over different parts of the County it is apparent that no single assumption can be made about the extent of change in the amount of waste collected. Different assumptions have been made in different instances to reflect local circumstances and intentions.

2.2.17 In view of the intention to increase the source separation of waste, particularly from the kerbside, it will be difficult to limit the growth in waste collected. How these schemes can be introduced without substantially increasing the amount of waste collected is considered further below.

2.3 Recycling and Composting

2.3.1 Recycling and composting is central to this strategy. The 'vision' which underpinned the preparation of the strategy referred to the aim "to recycle or compost at least 60% of municipal waste". The 'vision' did not specify a date for achievement of this 60% target but the Framework Document indicated that 2010 would be aimed for. As current recycling rates are near 20% this would represent a massive change in waste management practice.

Recycling at the Kerbside

2.3.2 In order to achieve the 60% target, a 'three stream' collection system will have to be introduced to collect different elements of the waste stream from the kerbside of the vast majority of households in Suffolk. The three collections would be:

- 1) Mixed dry recyclable waste - To include paper, cardboard, textiles, cans and plastics (note the infrastructure to include glass in such collections is not in place and there is evidence to suggest that including glass may increase contamination of other materials collected);
- 2) Compostable waste - To include both garden and certain types of kitchen waste; and
- 3) Residual waste.

2.3.3 As can be seen from the recycling plans there is no common approach to the method of collection (bin, bag etc) or the frequency of collection. These matters will be determined in the light of local circumstances including geography, the historic approach to waste collection, funding available, and the views of local people. However, there will be consistency about the range of wastes to be collected through the mixed dry recyclable and compostable collections to enable infrastructure to be shared and common publicity campaigns.

2.3.4 It is recognised that this 'three-stream' kerbside collection will not be appropriate for all of the County. Places where it may not be appropriate include:

- 1) Dense urban areas with a high proportion of flats and/or shared accommodation where there is either insufficient space to enable people to participate or expected participation rates would be low; and
- 2) Remote rural areas where the distances involved in running separate collection rounds mean that that the costs of introducing the system would be prohibitive or the balance of environmental impacts negative.

In these areas different approach to waste collection will be developed. In the urban areas these may involve communal bins and/or the intensive provision of bring sites. In the rural areas special efforts is likely on the promotion of home or community composting, and re-use in addition to the provision of bring sites. In many of these areas it will still be possible to collect the 'three streams' separately but not direct from the kerbside.

- 2.3.5** The extent of the County that will be covered by the 'three-stream' kerbside collection cannot be determined at present. According to the 2001 census⁵ only 10.5% of the household spaces in Suffolk are flats, two thirds of spaces are either detached or semi-detached properties. Although over 300 parishes in Suffolk have 500 people or less living in them, such parishes only account for 10.2% of the population⁶. It is expected that at least 80% of the households in the County will be suitable for the 'three-stream' kerbside collection method and that this will include at least half of the households in each WCA authority area.
- 2.3.6** Even with the introduction of a 'three-stream' collection to over 80% of the households in Suffolk the 60% recycling and composting target is still challenging. Trials conducted by St Edmundsbury Borough and Forest Heath District Councils suggest that up to 61%⁷ may be achieved by the introduction of such systems, but this is dependent on securing high participation rates.
- 2.3.7** As part of these trials a number of different frequencies of collection were tested. Higher participation rates were achieved in those areas where the separate collections of recyclable and compostable material were run alongside the fortnightly collection of residual waste. Although the reasons for this are not certain it appears that participation rates in kerbside recycling schemes is increased if there is a moderate limit of the capacity available for residual waste disposal.
- 2.3.8** Costs of waste management will change over time. Currently any savings produced by recycling or composting waste rather than landfilling it are outweighed by the additional costs of separate kerbside collection. This is particularly relevant in rural areas where waste collection costs per household are higher than in urban areas. Both the costs and environmental impacts of collections will be taken into account by local authorities in determining the nature and frequency of waste collections.

Policy 6 – We will seek to maximise the proportion of waste that is recycled or composted, aiming to achieve at least 60% by 2010.

Policy 7 – We will seek to introduce 'three-stream' collection systems from the kerbside of at least 80% of the households in Suffolk by 2010. These systems will vary across the County to take into account different circumstances and views. It is likely that the capacity available for residual waste collection will be constrained either by frequency of collection and/or receptacle in order to promote waste re-use and participation in recycling and composting schemes.

- 2.3.9** Even with the introduction of the 'three-stream' kerbside system it is possible that the 60% target will not be reached. In order to reach this targets it may be necessary to introduce a collection of glass from the kerbside in certain areas.

⁵ Table KS16 (household spaces and accommodation type) to the ONS 2001 census.

⁶ SCC mid year population estimates for 2000. 68,670 people live in parishes with 500 or less population. Total population of Suffolk 671,370.

⁷ Report Prepared by ORA Consultants for SEBC and FHDC 2002

Policy 8 – We will investigate the possibility of introducing the kerbside collection of glass. Options that will be investigated include:

- a) the introduction of a separate kerbside collection of glass; and
- b) investing in infrastructure to enable glass to be collected in the mixed dry recyclable collection.

Home and Community Composting

2.3.10 It is more preferable for waste to be actively composted at home, rather than for it to be collected by the local authority and taken to a centralised composting facility for three reasons:

- 1) it is cheaper;
- 2) it is environmentally beneficial as the waste is not transported in vehicles and the compost does not need onward transport to point of use; and
- 3) it increases awareness of waste and waste management.

2.3.11 It is recognised that the provision of a separate collection for compostable wastes can increase the level of garden waste collected by local authorities. This waste may have otherwise been taken to a HWRC, composted or burnt at home, or simply left to rot in the garden. When introducing the kerbside collection of compostable waste local authorities will give a consistent message designed to minimise the amount of waste that would have otherwise been composted at home that is collected.

2.3.12 Suffolk's local authorities currently promote home composting. The need to ensure that composting is done properly in order to maximise the environmental benefits is recognised, and promotional and educational campaigns provide the relevant advice and information to achieve that end. It is also done by a joint venture with business making compost bins available at competitive rates. However, research shows that only 20% of the population compost their own waste at home. Therefore a separate collection of compostable waste is needed if targets are to be achieved.

Policy 9 – We will continue to promote home composting in all areas of the County through promotional and educational campaigns and by ensuring compost bins are available at competitive rates. In areas where the kerbside collection of compostable waste is introduced special care will be taken to minimise the amount of waste collected that would otherwise have been composted at home.

2.3.13 In rural areas of the County there is particular scope for community composting initiatives. These are advantageous as they can increase local awareness of waste issues, reduce costs and involve waste travelling only limited distances. However, there can be problems in finding suitable sites and arranging for funding for such schemes.

Policy 10 – We will support community composting initiatives. Support will be provided by:

- a) supplying advice and information; and
- b) funding where available and appropriate.

Priority will be given to schemes serving areas where the kerbside collection of compostable waste is not planned.

Recycling through Bring Sites

- 2.3.14** There are a total of 596 sites in Suffolk⁸ where members of the public can take various materials to be recycled. These are known as 'bring sites' and the figure excludes the 18 HWRCs which are considered further below.
- 2.3.15** The majority of waste that is collected through bring sites is either glass (45%) or paper (48%). Smaller quantities of cans, textiles and plastics are collected at a limited number of sites throughout the County.
- 2.3.16** There are a number of advantages of collecting waste through bring sites including: a high level of public recognition, a good quality of material separated and a low comparative cost. However, even with a good availability of bring sites backed up with effective promotional measures there remains a significant proportion (76%) of the population who do not use sites on a regular basis⁹. Significant quantities of glass and paper remain in the residual waste stream.
- 2.3.17** In order to maximise the level of recycling this strategy is based on the collection of recyclable materials from the kerbside rather than through bring sites. As there are no immediate plans for the kerbside collection of glass, bring sites will remain the main means of collecting glass for the time being and the number of bring sites for glass may be increased. It is also intended that the number of bring sites, and range of materials they collect, will be increased in those parts of the County that are considered unsuitable for the kerbside collection of dry recyclable materials.
- 2.3.18** In areas where the kerbside collection of dry recyclable materials is introduced it is probable that the number of sites available for the collection of materials other than glass may be gradually reduced as collection schemes are introduced. This is to avoid mixed messages being given to the public about the favoured method of recycling and to avoid the costs of paying for the availability of two different means of collection.
- 2.3.19** This general approach will need to be applied with considerable flexibility and sensitivity to local circumstances. Many bring sites are located in towns which draw in people from a considerable area, it may not be desirable to withdraw bring sites from locations visited by people who do not have access to kerbside collections even if such collections have been introduced in the immediate area. Also many community groups receive income generated from bring sites and such issues need to be taken into account.

⁸ Data from Recycling Plans in Section 3

⁹ Research Conducted for Suffolk's Local Authorities by Linda Jones and Partners Feb 2001

2.3.20 Where bring sites are retained or new sites provided it is important that the sites are well managed and their use closely monitored. Steps will be taken to ensure that sites are kept clean and tidy and are emptied sufficiently frequently to avoid the problems that occur if people find them full. There can be difficulties in finding new locations for bring sites and regard will be had to local views on these matters. These issues will be kept under constant review and will be taken into consideration when monitoring the success of kerbside collection schemes.

Policy 11 – We will increase the number of bring sites for the collection of glass throughout the County. The number of bring sites and the range of materials they collect will be increased in areas where it is not planned to introduce the separate kerbside collection of dry recyclables. The role of bring sites will be kept under review in areas where kerbside collections are introduced.

Wherever bring sites are provided effort will be made to ensure a high level of awareness of their location and range of materials collected. Steps will be taken to ensure that they are managed to a high standard.

Household Waste and Recycling Centres

- 2.3.21 There are 18 HWRCs provided for Suffolk households under the Environmental Protection Act 1990. These are spread across the County, collect household waste only and segregate a variety of materials for recycling or composting. There are height barriers on all but one of the sites to prevent commercial vehicles from entering.
- 2.3.22 Some of Suffolk's sites are located near the County boundary and are heavily used by residents of adjoining counties. Due to the location of towns and facilities this situation is not reciprocal, there are few sites in adjoining counties heavily used by Suffolk residents. In the light of this agreements are being sought with adjoining counties for "crossboundary" use of the sites.
- 2.3.23 The sites collect both residual waste and waste for recycling and composting. Currently (2001/02) 36.9% of the waste taken to these sites is recycled and major investment is planned for several sites with the intention of achieving a 55% recycling rate by 2004/05. A detailed Action Plan for the sites was published in August 2002.
- 2.3.24 There is a relationship between the amount and types of waste taken to the sites and the kerbside collection methods. The future development of HWRCs needs to be considered in the light of the intentions for kerbside collection.
- 2.3.25 The impact of the introduction of the kerbside collections of dry recyclables on HWRCs is likely to be limited. Currently only 10% of the total recycling at the sites is of the materials that may become subject to the kerbside collections. In areas where kerbside collection schemes are introduced it may be possible to remove some of the collection bins for these materials (such as paper, textiles and cans) but care will be taken with this as sites can serve large catchment areas with differing kerbside collection schemes. Where these containers can be removed this may free up more space for different forms of recycling.
- 2.3.26 A high proportion (63%) of the recycling done at the sites is from the composting of green waste. This will need to be retained even where the kerbside collection of compostable waste is introduced. There is evidence to suggest that the introduction of kerbside collection schemes reduces the amount of green waste taken to HWRC. Green waste per head of population composted at the sites serving St Edmundsbury and Forest Heath

areas is around three quarters of the County average. But even in these circumstances the sites still retain a useful function for the collection of bulky or woody green wastes.

- 2.3.27** It is expected that even with the increased collection of compostable wastes from the kerbside the amount of green waste recycling at HWRCs will increase. Although the kerbside schemes may reduce the amount of such waste taken to the sites it is considered that a greater proportion of it can be recovered through further investment and incentives to site operators.
- 2.3.28** Currently around a quarter of all recycling done through the HWRCs is of materials that fall into the "other" category. This includes things such as metals, electronic equipment and bulky items such as furniture. Some of this waste is re-used rather than recycled. It is likely that this area and green waste composting represent the main areas of activity at the sites where there is most potential to increase re-use and recycling.

Policy 12 – We will work to optimise the number and location of Household Waste and Recycling Centres and enhance the quality of service provision to Suffolk householders. We will increase the quantity and range of materials recycled aiming to recycle 55% of waste taken to the sites by 2004/05. Improvements to the Centres will have regard to existing and planned kerbside waste collection schemes.

We will work with the Environment Agency and other relevant bodies to investigate how best to develop and promote services to assist small and medium sized businesses.

2.4 Disposal

- 2.4.1** Suffolk is dependent on landfill for the disposal of its residual waste. The location of the four landfill sites that receive Suffolk's municipal waste is shown on Plan 2 (page 12). All of these sites provide for the recovery of energy from waste via the generation of landfill gas. Nevertheless, landfill remains at the bottom of the waste hierarchy and is viewed as being unsustainable.
- 2.4.2** In practice Suffolk will not be able to cease its reliance on landfill in the short term. The Waste Local Plan states that there was 12.5 million cu m of voidspace capable of taking biodegradable wastes in Suffolk at the end of Dec in 2000, and calculated that at current rates of fill this would last until 2015¹⁰. The landfills that exist are in private ownership and are expected to continue operating for many years.
- 2.4.3** Contracts exist between Suffolk County Council as WDA and Viridor Waste Management Ltd, the operator of the four landfill sites that receive Suffolk's municipal waste. These contracts allow the WDA to dispose of residual waste arising in specified areas to particular sites. Although the remaining voidspace of individual landfill sites is regarded as commercially confidential and cannot be published, an indication of expected life of operation of each of the sites can be gained from the table below:

¹⁰ See Appendix 10 to First Deposit Draft Waste Local Plan Jan 2003

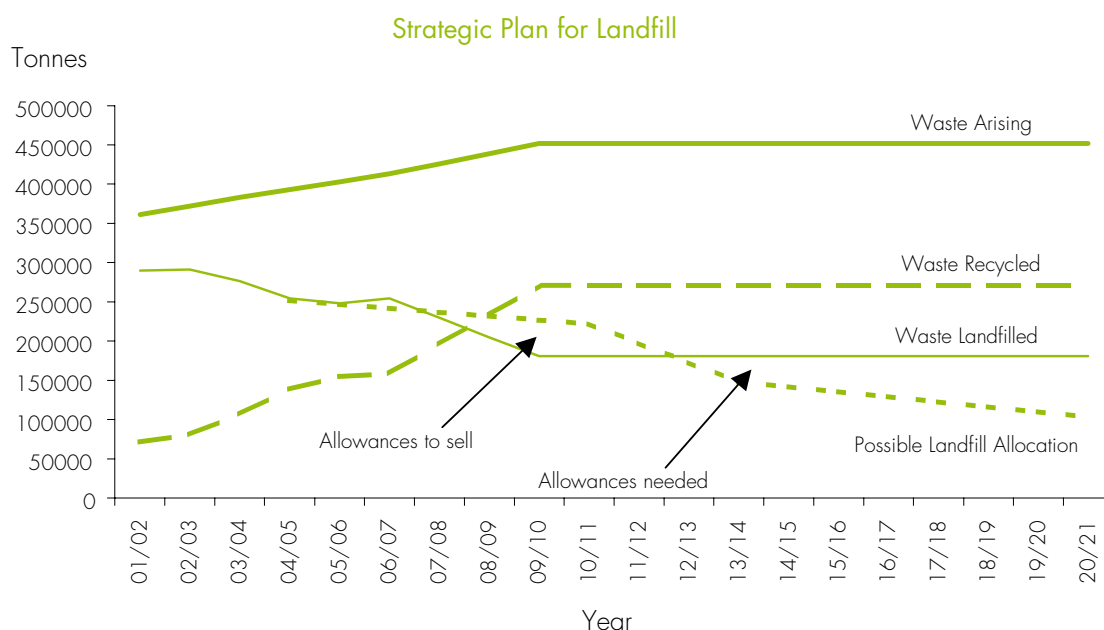
Permitted life at landfill sites currently taking Suffolk's municipal wastes

Landfill Site	Expiry of Planning Permission for Landfill	Expiry of Contract for Disposal of Municipal Waste
Gt Blakenham**	2012	2012
Wangford	2011	2007/09*
Foxhall	2019	2007/09*
Lackford	2021	2007/09*

* Contract to 2007 with the opportunity of extension to 2009

** At current rates of fill a considerable voidspace will remain at this site in 2012

2.4.4 With the emphasis on increasing the level of recycling and composting it is expected that the amount of Suffolk's municipal waste that will require landfill will fall over the next few years. A projection of waste expected to arise, the amount recycled and composted, and the residual requiring disposal is set out in Strategic Plan for Landfill below.



2.4.5 The above diagram is dependent on a number of assumptions:

- 1) Waste Arising - Up to 2006/07 this is based on information in the recycling plans. From 2007/08 until 2009/10 growth is projected to be 3%pa. After 2009/10 no further growth in waste arising is projected. This is in line with the approach taken in the draft Regional Waste Management Strategy.
- 2) Waste Recycled - Up to 2006/07 this is based on information in the recycling plans. From 2007/08 it is projected to increase in a straight line until 60% is reached in 2009/10 in accordance with the vision. After 2009/10 no further increase in recycling is projected.
- 3) Waste Landfilled is calculated from waste arising minus waste recycled.

4) Possible Landfill Allocation - The system for allocating landfill permits has yet to be established. Pending this the possible allocation has been calculated assuming 296,000 tonnes of municipal waste was produced in 95/96. Allocation assumed to be 75% of this level in 2010/11, 50% in 13/14, and 35% in 20/21. Intervening years are projected in a straight line. System assumed to be introduced in 2004/05. Where the allocation available is projected to be greater than waste to landfill it may be possible to sell the allocation. Conversely where the projected landfill requirement is greater than the allocation it may be necessary to buy in allocation.

- 2.4.6** In view of these assumptions it is recognised that there is considerable uncertainty about the circumstances illustrated in the diagram. It is recognised that this matter will have to be kept under review, particularly when further detail is known about the system for landfill allocations.
- 2.4.7** This strategy covers the period until 2020. It is recognised that by the end of the period, there will be very little or no disposal of municipal waste to landfill that has not undergone some form of treatment. It may not be possible to reach the position where there is no untreated waste sent to landfill as this would be difficult to achieve without potentially squeezing out recycling or composting initiatives. However, in the short term Suffolk will remain almost entirely dependent on landfill for the disposal of virtually all waste that is not recycled or composted.
- 2.4.8** The point at which the pre-treatment of residual waste will need to be introduced is not certain. Under current contracts such facilities are unlikely to be introduced until 2007, but from the analysis above it appears as though some form of pre-treatment will be required to meet targets by 2012/13. Forms of treatment that may be required include incineration, gasification, pyrolysis, anaerobic digestion and mechanical/biological treatment.
- 2.4.9** The nature and scale of such pre-treatment facilities will depend largely on the available range of technologies and the quantity and composition of waste arising in Suffolk at the point when the decision is made to build such facilities. Facilities are often controversial in nature and have long lead-in times to get through the planning process and for construction and development. Facilities may also require waste management licensing from the Environment Agency and consideration will need to be given to the timescale involved in the licensing process.
- 2.4.10** This strategy focuses on reducing the landfill of waste by maximising the level of recycling and composting. In view of the likelihood of being able to meet government targets through these means alone it is not the intention to promote facilities for the pre-treatment of residual waste in the short term. It is felt that it is best to consider the provision of such facilities in the first review of this strategy when there should be more knowledge about the extent to which waste reduction, re-use, recycling and composting measures have been successful in reducing the quantity of residual waste arising or changing its composition.
- 2.4.11** It is recognised that the situation regarding waste management regulation, policy and practice is rapidly changing. This issue will need to be kept under constant review and changes to current circumstances could lead to reviewing the strategy in advance of the timetable envisaged in section 2.7. Developments may necessitate earlier consideration of residual waste treatment technologies in the short term.

Policy 13 – We recognise that there will be a need to introduce non-landfill facilities for the treatment of residual waste over the life of this strategy. The need for such facilities will be kept under constant review. In making decisions about such facilities particular regard will be paid (not in priority order) to:

- a) government targets, policy and guidance;
- b) the availability of landfill capacity;
- c) the amount and composition of waste expected to arise over the life of facilities;
- d) the desire to maximise the recovery of energy from residual waste;
- e) the range of available technologies to deal with such waste;
- f) the cost and minimum contract length associated with such technologies;
- g) public views on the acceptability of technologies;
- h) the importance of not squeezing out recycling and composting initiatives; and
- i) the letting of new disposal contracts with effect from between May 2007 to May 2009 and from 2012.

Policy 14 – We will seek to minimise the amount of waste landfilled by maximising reduction, re-use, recycling and composting, and in the longer term by introducing non-landfill residual waste treatment facilities. Where waste is landfilled we will seek to minimise environmental impacts by:

- a) requiring best practice at landfill sites;
- b) landfilling waste near to where it is generated; and
- c) maximising the recovery of energy from landfilled waste.

We will aim to landfill less than the level of our landfill allowances each year until at least 2012.

2.5 Infrastructure and Facilities

- 2.5.1 In order to implement this strategy and deliver the challenging targets for recycling and composting there will have to be significant changes in the management of waste in Suffolk. Some of these will require alterations in behaviour patterns, others will change methods of waste collection requiring investment in new vehicles and means of collection, but some will require new facilities to be built or existing ones adapted to manage waste in different ways.
- 2.5.2 These issues are considered in terms of short, medium and long term requirements. Where these terms are used short term applies to the period up to 2010, medium term from 2010 to 2015, and long term to beyond 2015.
- 2.5.3 The provision of new or adapted facilities for waste management will generally require planning permission. Further guidance on the types of facility that will be acceptable and where they should be located is provided in the emerging Waste Local Plan. The Plan will take into account the content of this strategy. The implications of this strategy, in terms of the requirement for facilities that may be needed to implement it, are summarised in turn below:

- 2.5.4 Reduction and Re-use** – There may be a variety of facilities that will need to be provided to enable reduction and re-use but these will generally not be regarded as waste facilities for planning purposes. No provision of significant waste facilities is likely to be required in order to deliver these elements of the Strategy.
- 2.5.5 Recycling** – There is currently one major MRF at Great Blakenham that has the capacity to process around 40,000 tonnes of source separated dry recyclables each year. There are a number of other existing buildings, some of which are currently in waste management use, which also have the potential to handle significant volumes. Over the next few years there may be a requirement for a number of local transfer/bulking stations where dry recyclables can be handled before subsequent transport for recycling. The areas where these will be required will be dependent on the areas where kerbside collections of dry recyclables are introduced.
- 2.5.6** In the medium term there will also be a requirement for increased MRF capacity. If the targets are to be met it is likely that sufficient capacity will have to exist to deal with up to 150,000 thousand tonnes of municipal waste in this manner. This capacity could be provided by the provision of new facilities, or by adapting or expanding existing facilities.
- 2.5.7** It should also be noted that the introduction of the three stream kerbside collection system has a relationship to residential development. New housing developments should be designed so that they are compatible with current and planned waste collection methods. This matter will be addressed through the development control process and the policies contained in the District and Borough Council's Local Plans.
- 2.5.8 Composting** – Currently compostable waste collected via the HWRCs is composted at open air (windrow) facilities which tend to be located at the existing landfill sites. Subject to possible changes in legislation on composting methods, there is considered to be sufficient capacity through the existing windrow composting operations to compost all the waste thought likely to arise through the HWRCs.
- 2.5.9** Compostable waste collected from the kerbside is generally composted at enclosed (in-vessel) composting facilities. There are only currently two such facilities in Suffolk: in Ipswich and a trial facility in St Edmundsbury. In order to maximise the amount of waste that can be composted it is considered necessary that kerbside composting schemes be able to accept certain forms of kitchen waste. Following the review of the Animal By-Products Order it is anticipated that the composting of kerbside collected compostable waste may need to be undertaken in enclosed facilities.
- 2.5.10** Composting kerbside collected waste plays a major role in this strategy. Even with the trial facility in St Edmundsbury there is likely to be a shortfall of in-vessel capacity once kerbside schemes have been introduced to the majority of the County. Although community and farm type schemes may play a role, particularly in the rural areas, it is considered likely that at least one additional centralised composting facility will need to be operating in Suffolk before 2010. It would appear such a facility would be best located to be able to serve the east of the County. If the trial site in St Edmundsbury does not develop into a permanent facility there will be a pressing need to establish another composting facility to serve West Suffolk.
- 2.5.11 Disposal** – In view of the decreasing reliance on landfill there is no need to identify additional landfill sites in Suffolk for municipal waste in the short to medium term. In the long term there may be a need to find landfill capacity to cope with a small proportion of the waste stream that is landfilled without treatment and/or capacity for the residues arising from waste treatment. Quantities of waste requiring landfill are likely to be very small compared to those currently landfilled and it is possible that an existing site will be able to cope with these even in the long term.

- 2.5.12 As discussed in para 2.4.8 there is likely to be a requirement for incineration or some other form of residual waste treatment in the medium term. In the absence of information about the quantity and composition of waste that will need to be dealt with, or the favoured technology for treatment, it is very difficult to determine the scale, nature or location of facilities that will be needed. It is likely that one or more facilities will need to come on stream before 2015 and that facilities will be near the main urban areas of the County.
- 2.5.13 It is important to ensure that if circumstances change and there becomes a pressing need for such facilities to be built that the planning and licence systems are able to respond and deliver appropriate consents within a reasonable timescale.
- 2.5.14 It is also important that when issues of capacity are considered for facilities that municipal waste is not considered in isolation. Much of the municipal waste arising in Suffolk may be similar in nature to waste generated by industrial and commercial undertakings, only a small proportion of which is currently collected by the local authorities. There may be considerable benefits gained, in terms of minimising the distances that waste travels and delivering economies of scale if facilities have sufficient capacity to deal with commercial and industrial arising in the area in addition to municipal waste.

2.6 Costs and Market Development

Costs

- 2.6.1 The cost of providing waste management services to the public in Suffolk has risen considerably faster than the rate of inflation over recent years. It is expected that this trend will continue at least in the short term. The reasons for this include:
- the current and planned escalation in the rate of landfill tax, coupled with continued dependence on landfill for residual waste disposal;
 - the costs of introducing increased collection of separate materials from the kerbside;
 - infrastructure costs associated with the provision of facilities for processing dry recyclables and in-vessel composting;
 - investments necessary at HWRCs;
 - the comparatively undeveloped and fluctuating nature of markets for recyclate; and
 - increasing levels of waste arising.
- 2.6.2 In the short term it is recognised that the costs of implementing this strategy may be greater than other options that could be developed (noticeably those with a greater emphasis on the recovery of energy from waste). However, in the longer term it is felt that the flexibility offered by this strategy and anticipated changes in markets are such that this increased expenditure in the short term will prove worthwhile and that the waste management systems in Suffolk will be both sustainable and cost effective whilst meeting government targets.
- 2.6.3 It is difficult to envisage how the UK's international commitments will be met if disposal costs remain substantially cheaper than the costs of other more sustainable means of waste management. Whether by regulation, taxation or market development initiatives it is anticipated that costs per tonne of recycling and

composting will become substantially cheaper than disposal by landfill or incineration with energy recovery.

- 2.6.4 The costs of introducing various collection schemes have been examined in detail in association with the proposed developments detailed in the Recycling Plans (2003–2007). In the longer term it is considered that no meaningful costing can be attached to proposals at this stage. However, there is felt to be considerable merit in establishing a framework for how cost issues associated with waste management will be addressed by Suffolk's Local Authorities.

Policy 15 – We recognise that all authorities will see significant increases in the costs of providing waste management services. We will work together to seek to minimise these increases by:

- a) securing best value through joint procurement and tendering where possible; and
- b) maximising funding that can be obtained from external sources.

Where possible we will be flexible and share costs to minimise disruption to other services provided by the local authorities.

- 2.6.5 In an attempt to implement the approach of policy 15 above and secure value for money some of Suffolk's local authorities have joined forces to deal with the reprocessing of dry recyclables.

- 2.6.6 Even with joint working and sharing costs considerable further support will be required from central government if the challenging targets set out in this strategy are to be achieved.

Market Development

- 2.6.7 It is recognised that it is important to find and develop markets for the use of recycled materials and waste derived compost. This is an important element of the national waste strategy and the Government has funded the establishment of the Waste and Resource Action Programme (WRAP) to overcome market barriers and promote re-use and recycling.

- 2.6.8 Although many market development initiatives are best conducted at the national level there is considerable scope for local authorities to work with industry and community groups in order to develop markets for materials. Many local authorities actively use their procurement policies to source recycled materials where possible.

Policy 16 – We will work with the Waste and Resource Action Programme, businesses and the community in order to develop markets for recyclable waste and outlets for waste derived compost and products made from recycled materials.

2.7 Monitoring and Review

Monitoring of the Strategy

2.7.1 This strategy will be monitored on an annual basis. It is intended to publish monitoring reports in the summer of each year starting with 2004. Publication in the summer should allow the reports to include data covering the period up to the end of March in the year of publication.

Policy 17 – We will publish a report monitoring this strategy every year starting in 2004.

2.7.2 Implementation of the Strategy and production of the monitoring report will be driven by a Joint Municipal Waste Management Strategy Steering Group consisting of lead Councillors and Directors from all the local authorities. The monitoring report will report on the progress on the 8 indicators shown in the table below.

Monitoring Indicators and Targets

Subject	Indicator	Target/Comment
Partnership working and Community Involvement	Number of people expressing opinions on waste management consultations	Use BVPI indicator and target
	Number Suffolk primary schools presented with specific information about recycling and composting	70% of primary schools to receive visit from schools waste education programme by 2005/06
Reduction and Re-use	Number of kilograms of household waste collected per head (BVPI 84)	To limit growth to no more than 3% pa up to 2010
Recycling and Composting	Tonnage and %age of household waste recycled and composted (BVPI 82a + b)	To achieve at least 35% by 2004/05, 36% by 2005/06, and 60% by 2009/10
	%age of household that have separate kerbside collections of dry recyclable and compostable waste	At least 80% by 2010
	Number of home composters distributed via partnership scheme	50,000 composters sold by 2005/06
	Recycling rate at Household Waste and Recycling Centres	To achieve 55% by 2004/05
Disposal	Tonnage of municipal waste landfilled	Target to be set after landfill allowance determined.

Timetable for Further Work on the Strategy

2.7.3 Work is continuing on preparing joint approaches to various aspects of the municipal waste stream. The timetable for this work will be kept under review. It is currently envisaged that further work on the strategy will proceed to the following timetable:

2.7.4 Work to be completed before the end of 2004:

Detailed policy approaches to be agreed towards:

- bulky waste collections
- street cleansing and litter collection
- waste from municipal parks and gardens
- fly tipped waste
- abandoned vehicles
- commercial and industrial waste collected by the local authorities

2.7.5 Work to be completed before the end of 2005:

Detailed policy approaches to be agreed towards:

- hazardous household waste
- clinical household waste
- beach cleansing waste
- the requirements of the Waste Electrical and Electronic Equipment Directive

2.7.6 Work to be completed before the end of 2006:

Revised and extended Recycling Plans to be prepared for each authority area covering the period up to 2012.

2.7.7 It is anticipated that this work will inform a detailed review of the strategy which will focus on the approach to be taken to waste which is not expected to be recycled or composted and how this can be diverted away from landfill. The timing for this to happen will be kept under review depending on Government guidance and the factors listed in Policy 13. It is expected that this review will be complete before the end of 2007 at the latest allowing facilities needed to be brought forward to be on stream prior to 2015.

2.7.8 There will be extensive consultations with the public, industry and interested community groups during all aspects of this work.

Section 3 – Addendum to Joint Municipal Waste Management Strategy for Suffolk (2008)

3.1.1 Introduction

The Suffolk Waste Partnership (SWP) is the group of Councils within Suffolk that collect and dispose of the County's municipal waste. The SWP comprises the seven District and Borough Councils (Waste Collection Authorities - WCAs) and the County Council (Waste Disposal Authority - WDA).

This addendum to the Joint Municipal Waste Management Strategy for Suffolk 2003 - 2020 (JMWMS) has been compiled in accordance with the JMWMS to carry out a review before the end of 2007. The Defra Municipal Waste Management Strategy Guidance ⁽¹⁾ also suggests that a periodic review is good practice. The review addresses developments in legislation and policy following the adoption of the JMWMS in 2003. It also takes account of the changes in performance achieved by the partner authorities and incorporates updated Action Plans for the SWP.

There have been substantial changes in the waste management sector since the production of the JMWMS and a number of new legislative and policy drivers have been introduced. The principal developments since the adoption of the JMWMS and that impact on it most significantly, are:

- The Waste Emissions Trading Act, 2003 ⁽²⁾; and
- The Waste Strategy for England 2007 ⁽³⁾.

Details of these are given in Section 2.

This addendum includes a new set of Action Plans for 2007 - 2012. These highlight those actions that will be implemented and developed for this period and other activities which could be considered with the aim of reaching the targets and aspirations set in the JMWMS.

The SWP views public consultation on and participation in the Addendum as being integral to its preparation. A summary of involvement by the public in the review process is included in Annex C.

3.1.1.1 Strategic Environmental Assessment (SEA)

The only change to policies is to adjust target dates to reflect actual performance and realistic potential achievement. Given that the targets originally set could not be achieved, it has been concluded that re-setting the target dates to a more realistic timescale will have no significant effect on the environment. The Action Plans in this review build on existing plans within the JMWMS policy framework, any changes are minor and have no significant environmental impact. Accordingly it has not been considered necessary to undertake a Strategic Environment Assessment on this JMWMS Addendum. The SWP will keep under review the need for SEAs as programmes are developed for implementation of the Action Plans.

¹ Guidance on Municipal Waste Management Strategies, July 2005, Defra

² Waste and Emissions Trading Act, Defra, 2003, SI 3181/2004

³ Waste Strategy for England 2007, Defra, May 2007

3.1.2 The Review Process

The review of the JMWMS has been carried out with advice from external consultants and the active engagement of the members of the SWP. The review focuses on the effect of the new legislation and policy changes and those changes in performance seen since 2003 that could not have been forecast with precision.

A review of the new legislation and policies and the implications for the SWP has been carried out, with the two most significant pieces being those mentioned above. The review of performance was carried out to establish whether the targets and aspirations set out in the JMWMS were still relevant and, if necessary, to set new ones.

Action Plans for each WCA and the WDA have been prepared to update those in the JMWMS. The Action Plans detail background information, the current position, planned and potential enhancements for each authority's area of responsibility. The Action Plans define how the SWP aims to meet the targets within the JMWMS and they will be reviewed annually. The Plans are listed below:

- Waste Minimisation and Reuse Action Plan (County-wide schemes to reduce and minimise waste);
- WCA Recycling Action Plans (WCA level action plans for recycling and composting);
- Household Waste Recycling Centres (HWRCs) Action Plan (WDA level action plan for recycling and composting); and
- Residual Waste Action Plan.

The Action Plans form Annex A of the JMWMS (published as a separate document).

3.1.3 Current Performance Information

Table 1.1 shows the most recent performance information for the SWP ⁽⁴⁾. It illustrates the recycling and composting rate, the diversion of biodegradable municipal waste (BMW) and the resulting Landfill Allowance Trading Scheme (LATS) allowances. This Scheme is discussed in paragraph 2.3.

Table 1.1 Overview of Municipal Waste Statistics for Suffolk 2006/07

	2006/07
Municipal waste arisings (tonnes)	418,466
% municipal waste recycled and composted	40.6%
Tonnes of BMW diverted from landfill	124,096
LATS allowances (tonnes of BMW)	191,379
LATS (cumulative surplus for 2005/06 and 2006/07 as tonnes of BMW)	73,666

⁴ These figures have not been audited at the time of writing.

3.1.3.1 Performance Comparisons

Tables 1.2 and 1.3 show the difference in recycling and composting rate between 2001/02 (figures used in the JMWMS) and 2006/07 for both municipal waste and household waste respectively (these figures have not been audited at the time of writing).

Table 1.2 Comparison of Municipal Waste Recycling Rate over Time for Suffolk as a Whole

	2001/02	2006/07
Municipal waste arisings (tonnes)	382,000	418,466
% municipal waste recycled and composted	19.0%	40.6%

Table 1.3 Comparison of Household Waste Recycling Rate over Time for Individual SWP Councils

Council	2001/02	2006/07
Babergh	11.2%	36.5%
Forest Heath	30.7%	46.0%
Ipswich	14.2%	36.8%
Mid Suffolk	9.3%	36.8%
St Edmundsbury	29.1%	50.0%
Suffolk Coastal	13.3%	38.3%
Waveney	5.2%	48.4%
Suffolk County Council (HWRCs)	36.9%	48.9%
Suffolk (Combined %)	24.1%	43.5%

Clearly, councils in Suffolk have made great strides forward in terms of recycling and composting over the past five years. These improvements are reflected in the fact that Suffolk is one of the best performing counties in the country. These changes in performance are extremely positive and the review of the JMWMS is timely to update the targets it set and the data that it provided.

The JMWMS requires the production of an annual report to publish the progress of the SWP against the eight indicators stated in the JMWMS. These have been produced since 2004 and record the increased performance achieved.

The award of Beacon Status to the SWP for 'Waste and Recycling' by the Department of Communities and Local Government in March 2006 recognised the Partnership's excellence, innovation and willingness to share their expertise with others. It focused on the SWP's commitment to work together to make real improvements in the efficiency and effectiveness of waste services and real reductions in the amount of waste going to landfill.

3.1.3.2 Waste Growth

In the six year period previous to the production of the JMWMS, the average growth rate for household waste was 4.3% per annum. Waste growth predicted in the JMWMS (2003) was 3% per annum. However, for 2003/4 to 2006/07 the increase in household waste was 2% per annum. Following this downward trend an annual rate of increase of 1.5% per annum is predicted to continue through to 2010. After 2010 it is predicted that waste growth will directly reflect the average minimum growth in dwelling numbers ⁽⁵⁾, equivalent to 0.97% per annum. These predictions are made using current available data and are within the range of scenarios considered in Appendix 1 of the Waste Strategy for England 2007.

3.2 Significant changes in policy and legislation

3.2.1 Introduction

The following section considers the most significant changes in policy and legislation introduced since the production of the JMWMS. A brief explanation and the effects of these changes are considered in this section.

3.2.2 The Waste Strategy for England 2007

The Waste Strategy for England 2007 includes:

- an increased focus on waste prevention and reuse;
- a need to meet and exceed EU Landfill Directive ⁽⁶⁾ requirements;
- a recognition of a potential decoupling of waste growth and Gross Domestic Product (GDP);
- an increase in shared responsibility of householders, producers, consumers and the waste management industry;
- increased household waste recycling and composting targets of more than 40% in 2010 and 45% in 2015 (going beyond the previous 30% and 33% targets) and 50% by 2020; and
- reinforcement of the role of energy from waste as part of the overall national waste strategy.

The document also indicates that revisions to recycling and composting targets are being considered, including making the targets more material specific and providing incentives to reduce waste.

What does this mean for the JMWMS?

The JMWMS needed to be reviewed to take account of the policies and targets in the Waste Strategy for England 2007 for waste minimisation, reuse, recycling and composting and the comments regarding waste treatment with the recovery of energy.

⁵ Dwelling numbers derived from East of England RSS.

⁶ Council Directive 1999/31/ec on the landfill of waste; April 1999

3.2.2.1 Targets

The JMWMS contained positive policies for waste minimisation and reuse and set challenging targets for recycling and composting. It recognised also the need to move away from landfill as a method of disposal.

The SWP intends to adhere to the principles outlined in the Waste Strategy for England 2007 and will continue to move waste up the “waste hierarchy” aiming to achieve waste minimisation, reuse, recycling and/or composting prior to energy recovery and finally disposal. This means that the targets below will be regarded as the minimum in the JMWMS as the SWP aims to meet and exceed them.

Table 2.1 National Recycling and Recovery Targets for Household and Municipal Waste

	2010	2015	2020
Household waste recycling and composting	40%	45%	50%
Municipal waste recovery	53%	67%	75%

Source: Waste Strategy for England 2007

3.2.3 Waste & Emissions Trading Act 2003

The Waste and Emissions Trading (WET) Act 2003 ⁽⁷⁾ was intended to help the country meet its national targets for reducing the amount of biodegradable municipal waste disposed to landfill, in line with Article 5 of the Landfill Directive. It is implemented through the Landfill (Scheme Year and Maximum Landfill Amount) Regulations 2004, which came into force on 22 July 2004 ⁽⁸⁾.

The Act provides a framework for the Landfill Allowance Trading Scheme, a system whereby tradable landfill allowances are allocated to waste disposal authorities each year. Each Waste Disposal Authority is able to determine how to use its allocation of allowances in the most effective way. Allowances can be traded with other authorities, saved for future years (banked) or used in advance (borrowed from future years). Allowances cannot be banked or borrowed into or across the Landfill Directive target years (with the UK’s four-year derogation) of 2010, 2013 and 2020.

A fixed penalty for excess BMW that is landfilled will be enforced if local authorities do not have sufficient permits for the waste they landfill. The Government has indicated that local authorities who exceed their permitted allocation of allowance (taking account of any trading) will also have to bear the cost of any EU penalties imposed upon the UK in the Landfill Directive target years.

The Landfill Allowance Trading Scheme (LATS) was launched in full on 1 April 2005. Allowances for the County Council which impact on all the Partnership authorities are shown in Table 2.2. The years shown in the table cover the period of the action plans and the following two target years.

⁷ Waste and Emissions Trading Act, Defra, 2003, SI 3181/2004

⁸ Landfill Allowances and Trading Scheme (England) Regulations 2004 (LATS Regulations) (S. I. 2004/3212)

Table 2.2 BMW Landfill Allowance for Suffolk County Council

LATS (target years in <i>italics</i>)	Landfill Allowances
2007/08	180,044
2008/09	165,875
<i>2010</i>	148,873
2010/11	132,302
2011/12	115,731
<i>2013</i>	99,160
<i>2020</i>	69,385

The implementation of this scheme was foreseen in the JMWMS (section 1.7.11) but, at the time of its adoption the exact details were unknown and estimates based on later amended baselines were used to calculate LATS allocations for Suffolk. The JMWMS (section 2.4.6) stated the uncertainties regarding the use of the LATS allocations as they were and identified the need for review. This review has been carried out and the diagram below and analysis to accompany it are the outcomes from this work. This section is therefore an update of the JMWMS in light of this new data. Currently, Defra ⁽⁹⁾ is reviewing the LATS and particularly its administration. The results of this study may amend the assumptions and calculation of BMW and LATS allowances and this Addendum may need further updating as a consequence.

As a result of the targets set in the WET Act and the resulting trading scheme set up in England, Suffolk has identified a 'LATS gap'. That is a shortfall between the allocated LATS allowances and the amount of BMW forecast to be sent to landfill, assuming no change in current practices.

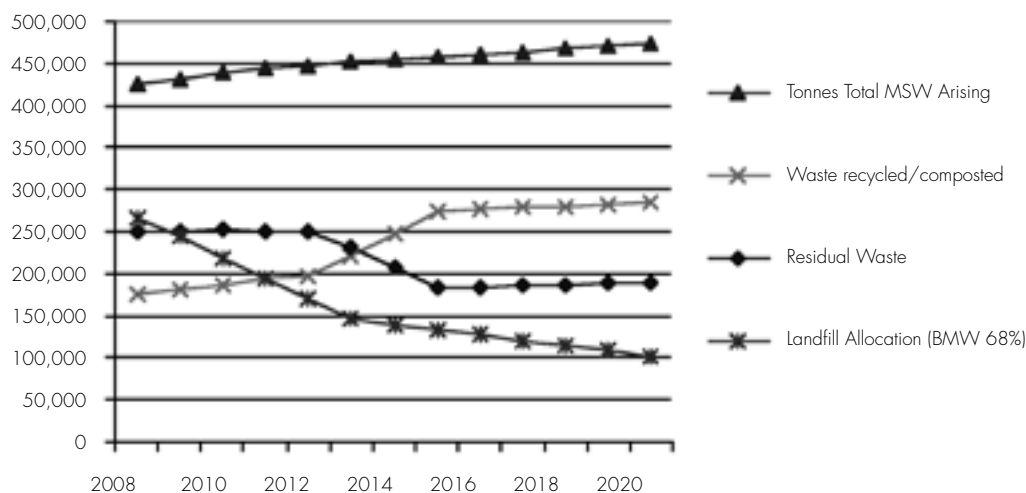
This 'LATS gap' differs from that found in the JMWMS due to the reasons mentioned above, namely that the data estimates made in the JMWMS are not the same as those used in the final production of LATS allocations. This difference is not considered significant in terms of the policy approach.

The LATS gap has been addressed in relation to the proposal for future residual waste treatment; a Strategic Environmental Assessment (SEA) for this proposal was carried out in 2006 and is currently being reviewed.

Figure 2.1 shows the LATS gap that occurs assuming implementation of only the Planned Actions up to 2012 within the Action Plans in Annex A. Following this it is assumed that the 60% recycling and composting target is met by 2015 and that this level is maintained until LATS targets finish in 2020. The gap between the purple and blue lines highlights the need for further recovery capacity beyond the meeting of the aspirational targets.

⁹ Department for Environment, Food and Rural Affairs - formerly DETR at the time of writing the JMWMS

Figure 2.1 LATS Gap Based on SWP Data (tonnes)



3.2.4 Further Policies and Influencing Factors Landfill Tax Escalator

The landfill tax escalator is to be revised so that the standard rate of tax will increase by £8 per year from 2008 until at least 2010/11 when it will stand at £48 per tonne, giving greater financial incentives to reduce, reuse and recycle waste. This will prove to be one of the main drivers for local authorities and businesses in moving from waste landfilling to waste reduction, reuse, recycling and recovery.

3.2.4.1 The Regional Waste Management Strategy

The Regional Waste Management Strategy (RWMS) for the East of England was adopted in 2003, giving guidance on the planning aspects of waste management.

Since the publication of the RWMS, European and Government guidance has developed. A review of the RWMS policies has been undertaken as part of the preparation of the new Regional Spatial Strategy (see Section 2.4.3 below) and is being replaced by the Waste chapter in the RSS.

3.2.4.2 The Regional Spatial Strategy

In 2004, the 'East of England Plan: a revision to the Regional Spatial Strategy for the East of England' ('the RSS') was produced. This was taken through an Examination in Public in 2005. The Government's proposed changes were published in late 2006 and consultation was completed in March 2007. The East of England Regional Assembly has submitted further comments that are currently being considered by Government. The final RSS was due to be published late 2007. Existing drafts and proposed changes have been taken into account when reviewing the JMWMS.

The RSS policies¹⁰ relating to Municipal Waste and relevant to the JMWMS review are:

Policy WM1: Waste Management Objectives

In implementing the overall vision and objectives of the Regional Spatial Strategy waste management policies should be based on the following objectives:

- to ensure timely and adequate provision of the facilities required for the recovery and disposal of the region's waste and for a reducing quantum of wastes imported into the region;
- to minimise the impact of new development, particularly in the Key Centres of Development and Change, on regional waste management requirements;
- to minimise the environmental impact of waste management, including impacts arising from the movement of waste, and help secure the recovery and disposal of waste without endangering human health;
- to seek community support and participation in promoting responsible waste behaviour and approaches to management, viewing waste as a resource and maximising re-use, recycling and composting, while responding positively to the need to manage the remainder; and
- to recognise the particular locational needs of some types of waste management facility in determining planning applications and defining green belt boundaries, and that these locational needs, together with the wider environmental and economic benefits of sustainable waste management, should be given significant weight in determining whether proposals should be given planning permission.

Policy WM2: Waste Management Targets

Challenging but achievable targets should be adopted by all authorities and commercial waste producers to minimise waste and provide the basis for implementing the overall aim of recycling, composting and recovering value from waste. The objectives are to secure at least the following minimum levels of recovery:

- municipal waste – recovery of 50% at 2010 and 70% at 2015
- commercial and industrial waste – recovery of 72% at 2010 and 75% at 2015 and to eliminate the landfilling of untreated municipal and commercial waste in the region by 2021.

The targets should be kept under review and extended to the end of the current plan period (2021) and beyond, if appropriate, through the review of the RSS.

Policy WM8: Actions for Waste Disposal and Collection Authorities, Private Sector Waste Companies, and Other Partners

Waste disposal and collection authorities and private sector waste companies should take into account the relationship between waste minimisation, waste collection and recycling/composting, when devising and operating waste management strategies. Waste collection systems which aim to minimise waste at source should be adopted throughout the region, and separate collections of recyclable and compostable materials introduced. Waste disposal authorities should ensure that "bring sites" and household waste recycling sites are widely available. All collection and recycling/composting schemes should be supported by a strong waste

¹⁰ The Secretary of States proposed changes to the draft revision to the RSS – December 2006.

minimisation message. The Regional Assembly, EEDA and other partners should work to develop markets for recycled and recovered materials and products, and to improve waste data quality.

The JMWMS already has policies that meet the requirements of the latest RSS consultation draft. In relation to the requirements for recovery the existing policies already provide for this and the combination of the policies for recycling and composting, coupled with the Residual Waste Treatment Action Plan, will mean that SWP achieves the RSS targets. The JMWMS annual monitoring report will record progress against the target.

The JMWMS is consistent with the objectives of the current RSS, the SWP will continue to monitor and review any further changes to this document prior to its publication and update this Addendum if necessary.

3.2.4.1 *The Household Waste Recycling Act 2003*

The Household Waste Recycling Act states that all households should receive a collection of at least two types of recyclable waste together or individually separated by the end of 2010. Suffolk achievements are already well ahead, with the existing programme of co-mingled dry recyclate collection dealing with at least 4 types of recyclable waste. Compliance with the statutory requirement will be achieved by 2010 but it remains the objective of the SWP to continue to implement a "three stream" system so as to increase composting and the existing policy is retained.

3.3 Policy revisions and indicators

3.3.1 Introduction

This section details those policies that have remained the same in the JMWMS, and the reasons why they are still relevant. It also indicates those that have changed and the reasons for those changes.

The Vision of the JMWMS has not changed and remains the guiding principle behind the JMWMS. However, two of the policies that support that vision have been changed to reflect the reality of local performance since 2002, the potential for achievement of the original targets.

The vision remains sound as the points within it have not been made obsolete by the introduction of new legislation, policy or improved local performance. The Waste Strategy for England 2007, the WET Act and further legislative and policy changes require the minimisation of waste and the use of environmentally, economically and socially sustainable methods of management. National strategy encourages the forging of synergies between the management of municipal and other forms of waste and develops the waste hierarchy as embodied in the JMWMS. The vision states that the JMWMS will embrace the principles of the National Waste Strategy (originally referring to Waste Strategy for England 2000); these remain true for the Waste Strategy for England 2007. To recycle or compost 60% of waste remains an aim for SWP.

Table 3.1 is presented to illustrate the policies that have not changed and to provide a reference to new legislative, policy or performance issues that support their relevance.

3.3.2 Policies

Table 3.1 Policies from JMWMS (2003)

Policy	Policy Description	Relevance	Rationale
Policy 1	<p>We will enhance joint working between authorities to improve waste management services in Suffolk. Joint working will include:</p> <ul style="list-style-type: none"> a) sharing information; b) responding jointly to outside bodies; c) participating on joint educational/ promotional initiatives; d) co-operating to deliver funding for initiatives; and e) jointly awarding contracts where advantageous to improve performance and minimise costs by providing economies of scale. 	Still relevant	<p>The policy is aligned with Waste Strategy for England 2007 and the Local Government and Public Involvement in Health Bill, currently being considered in Parliament both of which encourage the joint working of authorities. Targets in the future will be set at a Local Area Agreement level and therefore authorities must work together to achieve these. The commitment remains highly relevant to Suffolk's circumstances.</p>
Policy 2	<p>We will involve the public, community groups, waste management industry and governmental bodies in all aspects of waste management in Suffolk. Means of doing this are likely to include:</p> <ul style="list-style-type: none"> a) widespread consultation on emerging policies; b) seeking the views of key stakeholders; c) providing advice and support for community groups; d) supporting a community recycling network; and e) having regard to and influencing the formulation of Community Strategies. 	Still relevant	<p>The existing policy conforms with the current Defra guidance for Municipal Waste Management Strategies which highlights the importance of partnership working for authorities and other bodies. It also stresses the importance of consultation, communication and public engagement generally. The policy remains a key objective.</p>

Policy	Policy Description	Relevance	Rationale
Policy 3	We will promote education programmes and awareness campaigns to increase knowledge of waste issues and participation in waste management initiatives throughout Suffolk. We will participate in similar schemes at the regional level and ensure that a consistent message is given to promote sustainable waste management practice.	Still relevant	Chapter 7 of the Waste Strategy for England 2007 places emphasis on 'Helping to change the behaviour of business and the public through information, advice and awareness raising...'. This message is also present in RSS Policy WM1. The existing policy is consistent with these objectives and remains relevant.
Policy 4	We will promote and encourage waste reduction wherever possible to minimise the amount of waste that is produced. We will also make representations seeking changes to national taxation and regulation regimes in order encourage waste reduction.	Still relevant	The current policy aims to encourage and to promote waste reduction. A focus on waste prevention is recognised in both the RSS (Policies WM1 and WM8) and the Waste Strategy for England 2007 with the aim of decoupling waste growth from economic growth. This policy in conjunction with Policy 5 aligns with the regional and national strategy.
Policy 5	We will promote and encourage waste re-use wherever possible. In particular we will: <ul style="list-style-type: none"> a) support community re-use schemes with advice and funding where resources allow; b) promote awareness of what people can do to re-use waste in the community at large; and c) encourage the re-use of waste collected through the Household Waste and Recycling Centres and bulky waste collections. 	Still relevant	Reuse is recognised in the RSS as well as Waste Strategy for England 2007 as a key element in the decoupling of waste growth from economic growth. This is reflected in the new target (WS2007) to reduce the amount of household waste not re-used, recycled or composted from over 22.2 million tonnes in 2000 by 29% to 15.8 million tonnes in 2010, with an aspiration to reduce it 12.2 million tonnes by 2020. This is the equivalent of a fall of 50% per person (from 450kg per person in 2000 to 225kg per person in 2020). Therefore the current policy is still relevant.
Policy 6	We will seek to maximise the proportion of waste that is recycled or composted, aiming to achieve at least 60% by 2010.	Requires amendment	See below

Policy	Policy Description	Relevance	Rationale
Policy 7	<p>We will seek to introduce 'three-stream' collection systems from the kerbside of at least 80% of the households in Suffolk by 2010.</p> <p>These systems will vary across the County to take into account different circumstances and views. It is likely that the capacity available for residual waste collection will be constrained either by frequency of collection and/or receptacle in order to promote waste re-use and participation in recycling and composting schemes.</p>	Still relevant	The "three stream" collection system is well advanced in Suffolk and the policy remains relevant. Given existing plans by WCAs, it is hoped that the target will be exceeded.
Policy 8	<p>We will investigate the possibility of introducing the kerbside collection of glass. Options that will be investigated include:</p> <p>a) the introduction of a separate kerbside collection of glass; and</p> <p>b) investing in infrastructure to enable glass to be collected in the mixed dry recyclable collection.</p>	Still relevant	The Waste Strategy for England 2007 specifies a set of 'key waste materials', of which glass is one. It encourages re-use and re-manufacture of products and material resources with support from Defra's BREW Programme.
Policy 9	<p>We will continue to promote home composting in all areas of the County through promotional and educational campaigns and by ensuring compost bins are available at competitive rates. In areas where the kerbside collection of compostable waste is introduced special care will be taken to minimise the amount of waste collected that would otherwise have been composted at home.</p>	Still relevant	The promotion of home composting diverts BMW from the household waste stream and therefore contributes to targets set in Waste Strategy for England 2007 for reducing the amount of waste not reused, recycled and composted. The LATS seeks to reduce the amount of BMW being sent to landfill and, as such, this policy is still relevant to meeting LATS obligations.
Policy 10	<p>We will support community composting initiatives. Support will be provided by:</p> <p>a) supplying advice and information; and</p> <p>b) funding where available and appropriate.</p> <p>Priority will be given to schemes serving areas where the kerbside collection of compostable waste is not planned.</p>	Still relevant	Community composting helps to divert BMW from landfill and is therefore still relevant with relation to LATS obligations.

Policy	Policy Description	Relevance	Rationale
Policy 11	We will increase the number of bring sites for the collection of glass throughout the County. The number of bring sites and the range of materials they collect will be increased in areas where it is not planned to introduce the separate kerbside collection of dry recyclables. The role of bring sites will be kept under review in areas where kerbside collections are introduced. Wherever bring sites are provided effort will be made to ensure a high level of awareness of their location and range of materials collected. Steps will be taken to ensure that they are managed to a high standard.	Still relevant	The SWP recognises the increased role of kerbside collections over the past five years. As a result, bring sites have not had to play as large a contribution to recycling and composting rates as they did previously, but the role of bring sites remains important, especially in those areas where it is the most practical form of collecting recyclable materials such as glass. This policy is compliant with RSS policy WM8 and remains relevant.
Policy 12	We will work to optimise the number and location of Household Waste and Recycling Centres and enhance the quality of service provision to Suffolk householders. We will increase the quantity and range of materials recycled aiming to recycle 55% of waste taken to the sites by 2004/05. Improvements to the Centres will have regard to existing and planned kerbside waste collection schemes. We will work with the Environment Agency and other relevant bodies to investigate how best to develop and promote services to assist small and medium sized businesses.	Requires amendment	See below

Policy	Policy Description	Relevance	Rationale
Policy 13	<p>We recognise that there will be a need to introduce non-landfill facilities for the treatment of residual waste over the life of this strategy. The need for such facilities will be kept under constant review. In making decisions about such facilities particular regard will be paid (not in priority order) to:</p> <ul style="list-style-type: none"> a) government targets, policy and guidance; b) the availability of landfill capacity; c) the amount and composition of waste expected to arise over the life of facilities; d) the desire to maximise the recovery of energy from residual waste; e) the range of available technologies to deal with such waste; f) the cost and minimum contract length associated with such technologies; g) public views on the acceptability of technologies; h) the importance of not squeezing out recycling and composting initiatives; and i) the letting of new disposal contracts with effect from between May 2007 to May 2009 and from 2012. 	Still relevant	<p>The JMWMS does not set out what form residual waste treatment will take but recognises that it will not be possible to rely on landfill for the disposal of all Suffolk's residual municipal waste until 2020. Policy 13 in the JMWMS states that the SWP will keep the need for such facilities under constant review.</p> <p>The SWP has reviewed the need for residual waste treatment facilities and has considered several options. The Residual Waste Action Plan sets out the procurement plan that Suffolk will be following throughout the coming years.</p> <p>The Waste Strategy for England 2007 states that recovering energy from waste is an essential component of a well-balanced energy policy and is expected to be used for the management of 25% of municipal waste by 2020 compared to approximately 10% currently. The policy is consistent with RSS Policies WM1 and WM2 and the Waste Strategy for England 2007 and remains relevant.</p>

Policy	Policy Description	Relevance	Rationale
Policy 14	<p>We will seek to minimise the amount of waste landfilled by maximising reduction, re-use, recycling and composting, and in the longer term by introducing non-landfill residual waste treatment facilities. Where waste is landfilled we will seek to minimise environmental impacts by:</p> <p>a) requiring best practice at landfill sites;</p> <p>b) landfilling waste near to where it is generated; and</p> <p>c) maximising the recovery of energy from landfilled waste.</p> <p>We will aim to landfill less than the level of our landfill allowances each year until at least 2012.</p>	Still relevant	This policy is in line with the waste hierarchy and with the Waste Strategy for England 2007 new increased recovery targets. It is also in line with the requirements of LATS for the diversion of waste (containing BMW) from landfill and Policies WM 1, WM 2 and WM8 of the RSS. The policy remains relevant.
Policy 15	<p>We recognise that all authorities will see significant increases in the costs of providing waste management services. We will work together to seek to minimise these increases by:</p> <p>a) securing best value through joint procurement and tendering where possible; and</p> <p>b) maximising funding that can be obtained from external sources.</p> <p>Where possible we will be flexible and share costs to minimise disruption to other services provided by the local authorities.</p>	Still relevant	Waste Strategy for England 2007 encourages the joint working of authorities and the sharing of financial burdens will help to secure best value results. Defra guidance for Municipal Waste Management Strategies highlights the importance of partnership working for authorities and other bodies. The policy remains relevant.
Policy 16	<p>We will work with the Waste and Resource Action Programme, businesses and the community in order to develop markets for recyclable waste and outlets for waste derived compost and products made from recycled materials.</p>	Still relevant	A key proposal from the Waste Strategy for England 2007 is to stimulate markets for recovered materials, it is also reflected in the RSS. This shows the continued relevance of this policy in ensuring there is a market to support the supply of materials from composting and recycling.

Policy	Policy Description	Relevance	Rationale
Policy 17	We will publish a report monitoring this strategy every year starting in 2004.	Still relevant	Defra guidance for Municipal Waste Management Strategies states <i>'It is vital that the delivery of the Strategy is properly monitored and its success properly evaluated. The Strategy should set clear indicators and targets against which to measure progress and should identify the triggers for a fundamental review.'</i> The annual monitoring report on the strategy indicators and performance fulfils this requirement and ensures the ongoing relevance of the policy.

3.3.3 Policies Requiring Amendment

3.3.3.1 Policy 6: Waste recycling and composting

The SWP recognises the new targets in the Waste Strategy for England 2007 and will aim to exceed these. The JMWMS aspirational target of 60% is retained, in line with its vision. This aim of achieving high levels of recycling and composting will go a long way to diverting BMW from landfill and will therefore help with meeting LATS targets. It will also make a significant contribution to meeting regional recovery targets.

The JMWMS aimed to achieve a 60% recycling and composting rate by 2010. This target date will not be achieved. There have been marked increases in performance and changes in service provision in the strategy period owing to substantial injections of new funding and the recycling rates envisaged in the JMWMS have been exceeded up to 2006/07. Raising recycling rates still higher becomes progressively more difficult to achieve and progress is not forecast to be at a sufficiently fast rate to deliver 60% in 2010. As such, the target date has been moved to 2015 which is believed to be an achievable timescale and one that exceeds the targets in Waste Strategy for England 2007. Further planned and potential increases in performance to 2012 are detailed within the Action Plans in Annex A.

In the interim period before 2015, recycling rates and target levels are likely to be examined again in more detail in the light of legislative developments at European, national and regional levels, outcomes in terms of waste growth and the future revision of the JMWMS. The SWP authorities have committed to reviewing the JMWMS no later than 2012, a process that would include an appraisal of the sustainability of possible options. At this point, any changes with respect to the cost-effectiveness of recycling and composting and the impacts of measures that could be introduced by Government, such as direct variable charging (DVC), could be accommodated in the recycling targets and timeline that are adopted. To be clear, DVC is not a current JMWMS policy.

The recycling and composting rate is at 43% for household waste in 2006/07 and this, together with

the recent rate of waste growth, means that Suffolk is facing a less demanding situation than the JMWMS originally forecast. Nonetheless, the target of 60% remains the aspiration for the SWP but is now set at a more realistic target date. Achievement will depend in part on the measures taken at a national level by implementation of Waste Strategy for England 2007.

New policy:

Policy 6 – We will seek to maximise the proportion of waste that is recycled or composted, aiming to exceed the Waste Strategy for England 2007 targets, and aim to achieve at least 60% recycling and composting by 2015.

3.3.3.2 Policy 12: HWRC Provision and Performance

There have been increases in performance and changes in service provision at HWRCs in the strategy period to date and further increases in performance are forecast to 2012 within the Action Plan in Annex A . Funding streams have been orientated towards kerbside collection systems and progress on HWRC performance has not been at a sufficiently fast rate to deliver 55% in 2005 (48.9% in 2006/7).

The SWP has been advised that the level of recycling at HWRCs, given the current composition of waste entering the sites, cannot exceed 54% with current arrangements and as reported according to Defra's guidance on BVPIs. This is not substantially short of the original target. The target was not achieved because the composition of waste arising at HWRCs did not include sufficient recyclable material that could be successfully extracted and recycled.

The lack of suitable outlets for wood waste is a key factor. Although current arrangements achieve a beneficial use for this material such use does not qualify as recycling under Defra's guidance. An outlet for wood waste is key to the delivery of a higher recycling rate, as defined by the BVPI metrics.

The assessment of performance to date has disclosed the need for a substantial programme of investment to achieve the policy objective. With this investment a progressive increase in the recycling rate is forecast, and it is expected that the target will now be met by 2015. Performance on this policy directly impacts on performance in relation to Policy 6. A review of the JMWMS is committed for 2012, and this would be expected to take account of performance outcomes and an analysis of the sustainability of higher rates of recycling and composting at HWRCs.

New policy:

Policy 12 – We will work to optimise the number and location of Household Waste and Recycling Centres and enhance the quality of service provision to Suffolk householders. We will increase the quantity and range of materials recycled aiming to recycle 55% of waste taken to the sites by 2015. Improvements to the Centres will have regard to existing and planned kerbside waste collection schemes. We will work with the Environment Agency and other relevant bodies to investigate how best to develop and promote services to assist small and medium sized businesses.

3.3.4 Summary of Current JMWMS Policies

Table 3.2

Policy	Policy Description
Policy 1	<p>We will enhance joint working between authorities to improve waste management services in Suffolk. Joint working will include:</p> <ul style="list-style-type: none"> a) sharing information; b) responding jointly to outside bodies; c) participating on joint educational/promotional initiatives; d) co-operating to deliver funding for initiatives; and e) jointly awarding contracts where advantageous to improve performance and minimise costs by providing economies of scale.
Policy 2	<p>We will involve the public, community groups, waste management industry and governmental bodies in all aspects of waste management in Suffolk. Means of doing this are likely to include:</p> <ul style="list-style-type: none"> a) widespread consultation on emerging policies; b) seeking the views of key stakeholders; c) providing advice and support for community groups; d) supporting a community recycling network; and e) having regard to and influencing the formulation of Community Strategies.
Policy 3	<p>We will promote education programmes and awareness campaigns to increase knowledge of waste issues and participation in waste management initiatives throughout Suffolk. We will participate in similar schemes at the regional level and ensure that a consistent message is given to promote sustainable waste management practice.</p>
Policy 4	<p>We will promote and encourage waste reduction wherever possible to minimise the amount of waste that is produced. We will also make representations seeking changes to national taxation and regulation regimes in order encourage waste reduction.</p>

Policy	Policy Description
Policy 5	<p>We will promote and encourage waste re-use wherever possible. In particular we will:</p> <ul style="list-style-type: none"> a) support community re-use schemes with advice and funding where resources allow; b) promote awareness of what people can do to re-use waste in the community at large; and c) encourage the re-use of waste collected through the Household Waste and Recycling Centres and bulky waste collections.
Policy 6	<p>We will seek to maximise the proportion of waste that is recycled or composted, aiming to exceed the Waste Strategy for England 2007 targets, and aim to achieve at least 60% recycling and composting by 2015.</p>
Policy 7	<p>We will seek to introduce 'three-stream' collection systems from the kerbside of at least 80% of the households in Suffolk by 2010.</p> <p>These systems will vary across the County to take into account different circumstances and views. It is likely that the capacity available for residual waste collection will be constrained either by frequency of collection and/or receptacle in order to promote waste re-use and participation in recycling and composting schemes.</p>
Policy 8	<p>We will investigate the possibility of introducing the kerbside collection of glass. Options that will be investigated include:</p> <ul style="list-style-type: none"> a) the introduction of a separate kerbside collection of glass; and b) investing in infrastructure to enable glass to be collected in the mixed dry recyclable collection.
Policy 9	<p>We will continue to promote home composting in all areas of the County through promotional and educational campaigns and by ensuring compost bins are available at competitive rates. In areas where the kerbside collection of compostable waste is introduced special care will be taken to minimise the amount of waste collected that would otherwise have been composted at home.</p>
Policy 10	<p>We will support community composting initiatives. Support will be provided by:</p> <ul style="list-style-type: none"> a) supplying advice and information; and b) funding where available and appropriate. <p>Priority will be given to schemes serving areas where the kerbside collection of compostable waste is not planned.</p>

Policy	Policy Description
Policy 11	<p>We will increase the number of bring sites for the collection of glass throughout the County. The number of bring sites and the range of materials they collect will be increased in areas where it is not planned to introduce the separate kerbside collection of dry recyclables. The role of bring sites will be kept under review in areas where kerbside collections are introduced. Wherever bring sites are provided effort will be made to ensure a high level of awareness of their location and range of materials collected. Steps will be taken to ensure that they are managed to a high standard.</p>
Policy 12	<p>We will work to optimise the number and location of Household Waste and Recycling Centres and enhance the quality of service provision to Suffolk householders. We will increase the quantity and range of materials recycled aiming to recycle 55% of waste taken to the sites by 2015. Improvements to the Centres will have regard to existing and planned kerbside waste collection schemes. We will work with the Environment Agency and other relevant bodies to investigate how best to develop and promote services to assist small and medium sized businesses.</p>
Policy 13	<p>We recognise that there will be a need to introduce non-landfill facilities for the treatment of residual waste over the life of this strategy. The need for such facilities will be kept under constant review. In making decisions about such facilities particular regard will be paid (not in priority order) to:</p> <ul style="list-style-type: none"> a) government targets, policy and guidance; b) the availability of landfill capacity; c) the amount and composition of waste expected to arise over the life of facilities; d) the desire to maximise the recovery of energy from residual waste; e) the range of available technologies to deal with such waste; f) the cost and minimum contract length associated with such technologies; g) public views on the acceptability of technologies; h) the importance of not squeezing out recycling and composting initiatives; and i) the letting of new disposal contracts with effect from between May 2007 to May 2009 and from 2012.

Policy	Policy Description
Policy 14	<p>We will seek to minimise the amount of waste landfilled by maximising reduction, re-use, recycling and composting, and in the longer term by introducing non-landfill residual waste treatment facilities. Where waste is landfilled we will seek to minimise environmental impacts by:</p> <ul style="list-style-type: none"> a) requiring best practice at landfill sites; b) landfilling waste near to where it is generated; and c) maximising the recovery of energy from landfilled waste. <p>We will aim to landfill less than the level of our landfill allowances each year until at least 2012.</p>
Policy 15	<p>We recognise that all authorities will see significant increases in the costs of providing waste management services. We will work together to seek to minimise these increases by:</p> <ul style="list-style-type: none"> a) securing best value through joint procurement and tendering where possible; and b) maximising funding that can be obtained from external sources. <p>Where possible we will be flexible and share costs to minimise disruption to other services provided by the local authorities.</p>
Policy 16	<p>We will work with the Waste and Resource Action Programme, businesses and the community in order to develop markets for recyclable waste and outlets for waste derived compost and products made from recycled materials.</p>
Policy 17	<p>We will publish a report monitoring this strategy every year starting in 2004.</p>

3.3.5 Strategy Indicators

The JMWMS includes the eight indicators listed below:

- number of people expressing opinions on waste management consultations;
- number of Suffolk primary schools presented with specific information about recycling and composting;
- kilograms of household waste collected per head (BVPI 84) – Waste Disposal Authority (WDA) and seven Waste Collection Authority (WCA) figures combined;
- tonnage and percentage of household waste recycled and composted, including HWRC (BVPIs 82a and 82b);
- percentage of householders that have a separate kerbside collection of dry recyclable and compostable waste;

- number of home composters distributed via partnership scheme;
- recycling rate at HWRCs; and
- tonnage of municipal waste landfilled.

The current indicators will continue to be employed but they will be reviewed within 12 months. This will take account of the changes detailed in Waste Strategy for England 2007 and the Governments new Performance Framework and ensure a robust reporting procedure is in place.

The following Performance Framework indicators with a direct or potential impact on management of municipal waste have been published as part of the Comprehensive Spending Review (CSR) 2007¹¹, the technical definitions are due to be consulted on by Government. The consultation will give SWP the opportunity to continue to engage with Government in developing the methodology, frequency of reporting and data source of each indicator.

- National Performance Indicators from CSR directly relating to municipal waste:
 1. Residual household waste head ;
 2. Household waste recycled and composted; and
 3. Municipal Waste landfilled;
- National Performance Indicators from CSR with a potential impact on municipal waste management:
 1. CO2 reduction from Local Authority operations; and
 2. Per capita CO2 emissions in the LA area;

When the technical details of the new Government indicators are confirmed, a revised set of indicators will be published as part of the JMWMS annual monitoring report. The range of indicators will ensure data that is fundamental to monitoring the achievements of the JMWMS is reported on an annual basis.

3.4 Future Actions

The next JMWMS review will be completed by the end of 2012. Its exact timing will be kept under review as depending on relevant legislation, policy, guidance and the factors listed in Policy 13.

A major influencing factor could be the potential granting of Unitary Status to councils within Suffolk in 2009/10. Depending on the decisions taken with regard to waste management, the JMWMS may require a review at that stage.

¹¹ The New Performance Framework for Local Authorities & Local Authority Partnerships, DCLG, 2007.

Appendix 1 – Glossary of Terms

Acronym	Stands for	Explanation
ABPR	Animal By-Products Regulations	These regulations govern the disposal of animal by-products, catering waste and former foodstuffs to prevent the spread of disease.
ACORN	A Classification of Residential Neighbourhoods	A system used to classify areas by socio-economic criteria.
AD	Anaerobic digestion	Biological process acting on organic waste in a controlled, oxygen-free environment. A biogas is produced as a result of the digestion process which can be used to generate heat and electricity
AEA	AEA Environment Technology Plc	Private consultancy firm
BPEO	Best Practicable Environmental Option	A process of analysis which takes account of the total emissions from a given system, including the technical means for abating those emissions and the costs. It establishes the option which provides the least damage to the environment as a whole at an acceptable cost. Now superseded by Strategic Environmental Assessment.
BMW	Biodegradable municipal waste	Municipal waste that is organic in nature and capable of decomposing through biological action.
BREW	Business Resource Efficiency and Waste Programme	Defra funded group to manage a small number of programmes to improve business waste minimisation and resource efficiency.
BVPI	Best value performance indicator (BVPI 82a + b represent % of recycling and composting respectively)	<p>The Local Government Act 1999 places a duty on local authorities to deliver services (including waste collection and waste disposal) to clear standards – covering both cost and quality – by the most effective, economic and efficient means available.</p> <p>Waste Strategy 2000 set national targets for the recycling, (including composting) and recovery of municipal wastes. Due to be superseded by a new government Performance Framework in April 2008.</p>
BVPP	Best Value Performance Plan	An annual document that published by each local authority to show local people how their Council is serving and representing them
CA	Civic Amenity site	Old term for HWRC
CHP	Combined Heat and Power	The use of steam produced by an EfW plant to both make electricity and heat homes/offices etc. i.e. maximum use of energy available.

CPA	Comprehensive Performance Assessment	Central government assessment of local government performance.
CRED	Community Recycling and Economic Development	Guaranteeing delivery of lottery funding, available for local recycling, reuse and composting, to meet the needs of disadvantaged communities in England
DEFRA	Department of the Environment, Food and Rural Affairs	The Government department responsible for the environment, food and rural affairs. Their remit, within the environment, includes waste management
EA	Environment Agency	Established from the former local waste regulation authorities, the National Rivers Authority and Her Majesty's Inspectorate of Pollution. Intended to promote a more integrated approach to waste management and consistency in waste regulation. The agency also conducts national surveys of waste arisings and waste facilities.
EC	European Commission	
EfW	Energy from Waste	
ELV	End of Life Vehicle Directive	EU legislation incorporated into UK Law. The producers of vehicles are required to "take their vehicles back" free of charge when they come to the end of their life, and de-pollute them at a cost to the producer
Entec	Entec Ltd	Private consultancy firm
EPA	Environmental Protection Act	
ERM	ERM Consulting Ltd	Private consultancy firm
ETBPP	Environmental Technology Best Practice Programme	
EU	European Union	
GIS	Geographical Information Systems	Generic term for digital mapping applications
HWRC	Household waste recycling centre	A facility provided by the Local Authority that is accessible to local residents for the deposit of household waste that is not collected by the normal household waste collection round
IWM	Integrated waste management	Includes every service from collection to disposal
JMWMS	Joint Municipal Waste Management Strategy for Suffolk	Key document outlining the strategic direction of municipal waste management in Suffolk until 2020 – signed by all of Suffolk's local authorities
LAA	Local Area Agreement	

LATS	Landfill Allowance Trading Scheme	The Landfill Allowance Trading Scheme introduces significant and innovative changes in waste policy and practice for the diversion of biodegradable municipal waste from landfill
LARAC	Local Authority Recycling Advisory Committee	Leading national local authority organisation promoting waste reduction and recycling.
LAWDC	Local Authority Waste Disposal Company	
LCI / LCA	Life cycle inventory / life cycle analysis	Analysis of products or component materials from manufacture through recycling to remanufacture or disposal.
LFD	Landfill Directive	EU legislation relating to the landfilling of residual waste
MBT	Mechanical Biological Treatment	MBT systems combine the mechanical sorting of materials for recycling and the bio treatment of the remaining waste that will have a high organic content
MRF	Materials recovery facility	A factory capable of processing co-mingled or source separated dry recyclable material in order to separate individual materials prior to sending to reprocessors
MSW	Municipal solid waste	Those wastes which are collected for treatment and disposal by a local authority. They generally comprise waste from households, civic amenity sites, street sweepings and local authority-collected commercial waste
MWM	Municipal waste management	
NAWDO	National Association Waste Disposal Officers	
NRM	Natural resource management	
NWS	National Waste Strategy	Key government document to guide management of waste in England, current version published in May 2007
OBC	Outline Business Case	
PFI	Private finance initiative	A form of contracting or procurement within a Public Private Partnership (see below). With a PFI contract, the contracting public body receives support from central government through the payment of "PFI credits". PFI procurements involve long term contracts where the private sector operator designs, builds and finances the provision of capital assets and associated services to an "output specification

PPE	Personal protective equipment	
PPG	Planning Policy Guidance	Nationally and regionally issued guidance relating to spatial planning - now superseded by Planning Policy Statements.
PPP	Public Private Partnership	This is a generic term used to describe the relationships formed between the private sector and public bodies often with the aim of introducing private sector resources and/or expertise in order to help provide and deliver public sector assets and services
PPS	Planning Policy Statements	Nationally issued guidance relating to spatial planning.
PRN's	Packaging Waste Recovery Notes	
PSA	Public Service Agreement	
RCF	Refuse collection Freighter (same as RCV)	
RCV	Refuse collection vehicle (same as RCF)	
RDF	Refuse derived fuel	A fuel for use in a power station, EfW plant or industrial process that originates from processed municipal solid waste.
RPG	Regional Planning Guidance	Adopted in November 2000. RPG sets out a strategy for future development in the East of England region for the period to 2016, providing a policy framework for preparing development plans. To b superseded by RSS.
RSS	Regional Spatial Strategy	RPG is due to be replaced shortly by a new Regional Spatial Strategy (RSS) for the East of England, also known as the 'East of England Plan'.
RTAB	Regional Technical Advisory Body for Waste Planning	
RWMS	Regional Waste Management Strategy	Produced by Government Office for East of England.
SEA	Strategic Environmental Assessment	Process to examine potential environmental impacts of a proposed plan or programme
SCRRN	Suffolk Community Reuse and Recycle Network	Community sector network.
SLR	SLR Consulting Ltd	Private consultancy firm
SWMG	Suffolk Waste Management Group	Suffolk's key operational waste management staff meet regularly to ensure effective use of resources.

SWP	Suffolk Waste Partnership	Partnership between all local authorities in Suffolk – formed to produce JMWMS.
SWMBA	Strategic waste management baseline assessment	
UA	Unitary authority	A Local Authority which, in the context of waste management, has the combined responsibilities for both waste collection and waste disposal
UKHWAP	UK Household waste analysis project	
WBO	Weigh Bridge Operative	
WCA	Waste collection authority (District Council)	A Local Authority responsible for the collection of Municipal Solid Waste. In Suffolk, it is the 7 District/ Borough Councils
WDA	Waste disposal authority (County Council)	A Local Authority responsible for the disposal of Municipal Solid Waste and the provision of HWRC. In Suffolk, it is the County Council
WEEE	Directive on Waste Electrical and Electronic Equipment	To be implemented in the UK from 01/07/07 – provides for the creation of a framework for “producers” to fund the recycling of Waste Electrical and Electronic Equipment.
WIP	Waste Implementation Programme, funded by Defra	Co-ordinates programmes to drive waste management solutions up the waste hierarchy, improving the sustainability of waste management. Has provided SWP with regular grant aid to investigate new initiatives.
WIDP	Waste Infrastructure Delivery Programme	Defra body created work with local authorities and the regions to accelerate the building of new waste disposal infrastructure.
WISARD	Waste Integrated Systems Assessment for Recovery and Disposal	
WLP	Waste Local Plan	
WPA	Waste Planning Authority	A Local Authority responsible for the preparation of a Waste Local Plan and the determination of planning applications for waste management and disposal. In Suffolk, it is the County Council
WRAP	Waste and Resources Action Programme	A national organisation, set up by government, to promote sustainable waste management by working to create stable and efficient markets for recycled materials and products, by removing barriers to waste minimisation, re-use and recycling

WSA	Waste strategy area	
WLP	Waste local plan	The Statutory Local Plan that provides the long-term framework for decisions on waste management proposals – due to be superseded by the Waste Development Framework.
WTN	Waste Transfer Note	
WML	Waste Management licence	
4Ps	Public Private Partnerships Programme	

Other definitions

Bring Site	Facilities where members of the public can bring dry recyclable materials (for example paper, glass, cans textiles, shoes etc) at supermarkets or other locations, but not civic amenity sites
Bulky Waste	Generally any item which does not fit into a typical domestic bin
Centralised Composting	Large-scale compost schemes. They can handle kitchen and/or garden waste, but may also accept waste from parks and commercial sources
Commercial Waste	Waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment
Co-mingled Materials	Unsorted collected waste part of which may be recycled once it is sorted, usually in a material recovery facility (MRF)
Compostables	See Biodegradable and Putrescible Waste
Composting	An aerobic (in the presence of air) biological process in which organic wastes, such as garden and kitchen waste, are converted into a stable material which can be applied to land to improve soil structure and enrich the nutrient content of the soil.
In Vessel Composting (IVC)	Shredded waste is placed inside a container through which air is forced. This method allows good control of temperature, moisture and aeration leading to rapid composting although it will need a period of outdoor maturation. Kitchen waste can only be composted in vessel.
Windrow Composting	Shredded waste is placed in elongated heaps, called windrows, normally outdoors. The windrows are turned mechanically periodically to aerate the composting waste. The process takes at least 16 weeks, at the end of which the compost represents about half the weight of the input material
EU Landfill Directive	Adopted by the Member States during 1999, is intended to reduce the environmental effect of landfilling waste by introducing uniform standards throughout the European Union. The main objectives are to stimulate recycling and recovery of waste, and to reduce emissions of methane (a powerful greenhouse gas, 21 times more damaging than carbon dioxide).

Gasification	A technology related to incineration where waste is heated in the presence of small amounts of oxygen to produce fuel rich gases.
Green Waste	See Biodegradable and Putrescible Waste
Hazardous Waste	See Special Waste
Home Composting	The manufacture of compost material at home (from the breakdown of kitchen and garden waste) using a compost heap, a purpose-made container or a wormery
Household Waste	Covers: waste from household collections, street sweeping, bulky waste collections, hazardous household waste collections, litter collections, separate garden waste collections, waste from Civic Amenity Sites and waste collected separately for recycling/composting schemes
Incineration	Sometimes known as mass-burn incineration, is the controlled burning of waste, to reduce its volume and/or its toxicity. Can include energy recovery to produce heat or power. Ash residues still tend to be disposed of to landfill
Industrial Waste	Waste from any factory and from any premises occupied by an industry
Inert Waste	Waste which, when deposited into a landfill site, does not undergo any significant physical, chemical or biological transformation
Integrated co-collection	Kerbside schemes in which materials for recycling are co-collected with the ordinary household waste using a special compartmentalised vehicle
Kerbside collection	Any regular collections of recyclables from premises, including collections from commercial or industrial premises as well as from households
Kerbside segregation	Where different materials are individual collected from premises
Landfill Sites	Land in which waste is deposited
Landfill Tax	A levied on landfill site operators with the explicit environmental objective of reducing the UK's reliance on landfill as a means of disposal
Proximity Principle	As it applies to wastes, the principle is that they should be treated or disposed of as near to their place of origin as possible
Producer responsibility	The obligation placed on producers of goods, at all levels in the supply chain, to recover value from their products at the end of their life
Putrescible Waste	Waste liable to become putrid (decomposed or rotten) usually applied to food and animal products
Pyrolysis	A technology related to gasification where waste is heated in the absence of air to produce gas and liquid fuel plus solid waste
Real Nappy Campaign	The Suffolk-wide Real Nappy campaign aims to reduce the amount of nappies in the waste stream, raise awareness and overcome the perception that cloth nappies are old fashioned and less effective than disposables
Recyclate	Material recovered from the waste stream for recycling

Recycling	The segregation, collection and reprocessing of waste materials into the same products or different ones
Refuse Derived Product	The by-products of a treatment process. There could be a number of products from the process including compost, fuel pellets or biogas.
Residual Waste	The elements of the waste stream that remains after recycling or compostable materials have been separated or removed
Re-Use	Can be practised by the commercial sector with the use of products designed to be used a number of times, such as re-usable packaging. Householders can purchase products that use refillable containers, or re-use plastic bags
Self-sufficiency	Dealing with wastes within the area where they arise
Special Waste	Any controlled waste containing substances listed in the Control of Pollution Regulations 1980 that is dangerous to life, has a combustion low flash point or less, or is a medical product
Sustainable Development	Development which is sustainable is that which can meet the needs of the present without compromising the ability of future generations to meet their own needs.
Thermal Treatment	A generic term that covers all processes that involve the use of heat to treat waste - encompassing incineration, gasification and pyrolysis
Trade Waste	See Commercial Waste
Waste Hierarchy	Suggests that: the most effective environmental solution may often be to reduce the amount of waste generated - waste reduction; where further reduction is not practicable, products and materials can sometimes be used again, either for the same or different purposes – re-use; failing that, value should be recovered from waste, through recycling, composting or energy recovery from waste, only if none of the above offer an appropriate solution should waste be disposed
Waste Minimisation	Action to prevent waste being produced in order to minimise or reduce the amount of waste requiring final disposal. Minimising waste saves on collection and disposal costs and helps to reduce the demand for raw materials
Waste Treatment	The mechanical, chemical, thermal or biological processing of certain wastes in order to render them harmless, reduce volumes before landfilling or recycle them
'Wheeled' Bin	A substantial plastic container with wheels used for the storage of household waste

For further information please either
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or call 0845 606 6067

