

Mole Valley District Council

**Local Waste Management Strategy
2002 - 2009**

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**Mole Valley Local Waste Management Strategy
2002-2009**

EXECUTIVE SUMMARY

Vision

To work in partnership with all stakeholders and the community to reduce the amount of waste produced, and to manage the remaining waste in a sustainable manner.

Objectives

- (1) To reduce at source the amount of waste that is produced in Mole Valley.
- (2) To increase the proportion of waste that is re-used and recycled, and limit the amount of waste for final disposal.
- (3) To work with Surrey County Council to ensure that residual waste that cannot be re-used or recycled is disposed of in a sustainable manner.
- (4) Where appropriate, to work with partners to achieve economies of scale.

Targets

- (1) As a minimum achieve the Government's recycling targets for recycling and composting as follows:
 - 24% of household waste to be recycled / composted by the end of the financial year 2003/04
 - 36% of household waste to be recycled / composted by the end of the financial year 2005/06
- (2) As a minimum achieve further improvements in recycling and composting beyond 2006 as follows:
 - 42% of household waste to be recycled/composted by the end of the financial year 2008/09
- (3) To encourage householders and producers to constrain the growth in total household waste generated in Mole Valley compared with 2001/02 levels to:
 - 4% per household by 2005/06
 - 7% per household by 2008/09

Summary of Actions

Legislation, guidance and the economic state of the waste marketplace change continually and therefore it is important that Council keeps its strategy under continual review, and responds to significant changes as necessary.

Phase 1 – 2002/03 to 2003/04

- * Increase public awareness of waste issues, the need for waste minimisation and the knowledge of re-use and recycling schemes that are currently available
- * Extend the current source separated doorstep collection scheme to include all households and a greater range of materials than at present
- * Increase the number and quality of 'bring' sites in the District, and the range of materials collected at existing sites
- * Make significant progress towards securing a Materials Recovery Facility for the District
- * Inform and consult the public on the possible introduction of wheelie bins
- * Carry out research to identify challenges and opportunities for future action
- * Promote partnership working where it will assist to achieve the Vision contained in the strategy
- * Review the clinical waste collection service
- * Lobby Central Government to resist the moves by the paper industry on accepting material from recovery facilities.
- * Replace the existing green sacks scheme with a new interim on-demand waste collection scheme and continue to promote home composting

Phase 2 – 2004/05 to 2005/06

- * Secure access to a Materials Recovery Facility for the District
- * Introduce a mixed dry recyclables scheme and new customer care arrangements
- * Establish access to facilities for the composting of green waste
- * Introduce a regular green waste collection scheme
- * Support community waste management projects
- * Develop existing education work to introduce new schemes and initiatives

Phase 3 – 2006/07 to 2008/09

- * Consider introducing a doorstep collection scheme for glass
- * Encourage and facilitate innovative community and business led recycling and re-use schemes
- * Respond to the requirements of new legislation
- * Introduce a fully integrated collection scheme for dry recyclable, green waste and general waste
- * Prepare the Local Waste Strategy for 2009 onwards, including the arrangements for waste collection.

INTRODUCTION

Purpose of the Strategy

This draft Local Waste Management Strategy has been prepared in the context of the Mole Valley Community Strategy. The community's vision for the District, contained within that document, is that:

The environment, prosperity and distinctive character of Mole Valley are sustained, these benefits are shared more widely, and problems that reduce the quality of life are tackled.

Public consultation during the preparation of the Community Strategy identified thirteen priority issues for local people. One of these priorities is "Waste: Reduction, re-use and recycling". The community identified the need to reduce the amount of waste generated in the first place, to find ways to re-use items and materials that would otherwise be thrown away, and to recycle as much of the remaining waste as possible.

The Council's own vision for its services is contained within the Performance Management Plan. The Council's Vision is that:

The local community is satisfied that Mole Valley District Council plays its part in achieving the quality of life the community wants.

The Council has eleven Goals that together will ensure the delivery of its overall vision. Goal A is that "Mole Valley is a safe and healthy place to live". Commitment to practising the principles of sustainability has also been adopted as a Core Value.

It is within this context that Mole Valley District Council is committed to reducing household waste and to managing it in a way that is environmentally, economically and socially sustainable.

The draft Local Waste Management Strategy has been developed to inform the public and central government about the Council's future direction and detailed plans for the management of waste. The draft Strategy will be the subject of public consultation and once published will be a public document available to all interested parties.

The Strategy will also identify how the Council intends to meet the mandatory recycling targets set by the government in 2000. The targets for Mole Valley are a 24% recycling rate by the year 2003 and 36% by the year 2006. The recycling rate in 2001/02 was 14% and although this is within the top 25% of districts nationally, it is clear that a step change in performance is needed to meet the Government's targets. The Council is committed to reaching these targets as a minimum and will seek opportunities to exceed them.

Scope of the Local Waste Management Strategy

The Strategy deals with the management of household waste only and is not concerned with the collection and disposal of trade waste.

Household waste collection is the responsibility of the District Council, whether this waste is collected from the doorstep, or from community recycling banks and sites known as "bring sites". Disposal of waste is the responsibility of the County Council, whether this is collected by the District Council, or delivered directly by the public to civic amenity sites. This Strategy sets out the role of the District Council in the management of waste, including its direct responsibilities, partnership options and influencing role.

The Strategy considers the three main elements of the household waste stream i.e. recyclable materials; compostable materials; and residual waste.

The Strategy sets out action for the 7-year period from August 2002 to August 2009, which coincides with the term of the Council's new waste collection contract. Once the Strategy has been formally adopted, it will be reviewed annually and a public report will be made on progress and performance.

The Strategy supersedes the Waste Recycling Plan (June 1992) and the Recycling Plan Interim Statement (November 1999).

Legislation, guidance and the economic state of the waste marketplace change continually and therefore it is important that Council keeps its Strategy under continual review, and responds to significant changes and opportunities as necessary.

National and Regional Context

National Waste Strategy

The former Department of Environment, Transport and the Regions published its Waste Strategy 2000 paper in May 2000. The national Waste Strategy set out a vision for sustainable waste management and Government targets for the management of waste including recycling, composting and energy recovery from municipal waste.

The Waste Strategy 2000 emphasised the importance of moving to a fully integrated waste management system based on active partnerships between local authorities and set out in Local Waste Management Strategies.

Regional Waste Management Strategy for the South East of England

The South East Regional Technical Advisory Body for Waste (SERTAB) has been set up to advise in the preparation of a Regional Waste Management Strategy for the South East of England. Currently a scoping exercise is being undertaken to identify key issues, principles and options that should be considered in the development of the Strategy. Detailed work on developing the Strategy up to 2006 will take place during 2002.

Joint Municipal Waste Management Strategy for Surrey

The DETR has advised all local authorities to produce a Joint Municipal Waste Management Strategy that sets out the strategic framework for the collection, treatment and disposal of the area's waste. Surrey County Council has begun work on a Joint Strategy, which is planned for completion by September 2002.

The East Surrey Waste Strategy

In 1999 the three authorities in East Surrey, i.e. Reigate and Banstead Borough Council, Tandridge District Council and Mole Valley District Council, began working together on a household waste management strategy. The aim of the East Surrey Waste Strategy was to influence Surrey County Council's waste strategy, in particular the proposal for energy from waste plants at Copyhold, Redhill and the Clockhouse brickworks site at Capel.

The three authorities worked together to identify alternatives to mass incineration through waste minimisation, and increased re-use, recycling and composting. The East Surrey Waste Strategy sets out four principles for long-term sustainable waste management for

East Surrey.– minimisation; composting, recycling and re-use; seeking an alternative to incineration for dealing with residual waste; and monitoring and review.

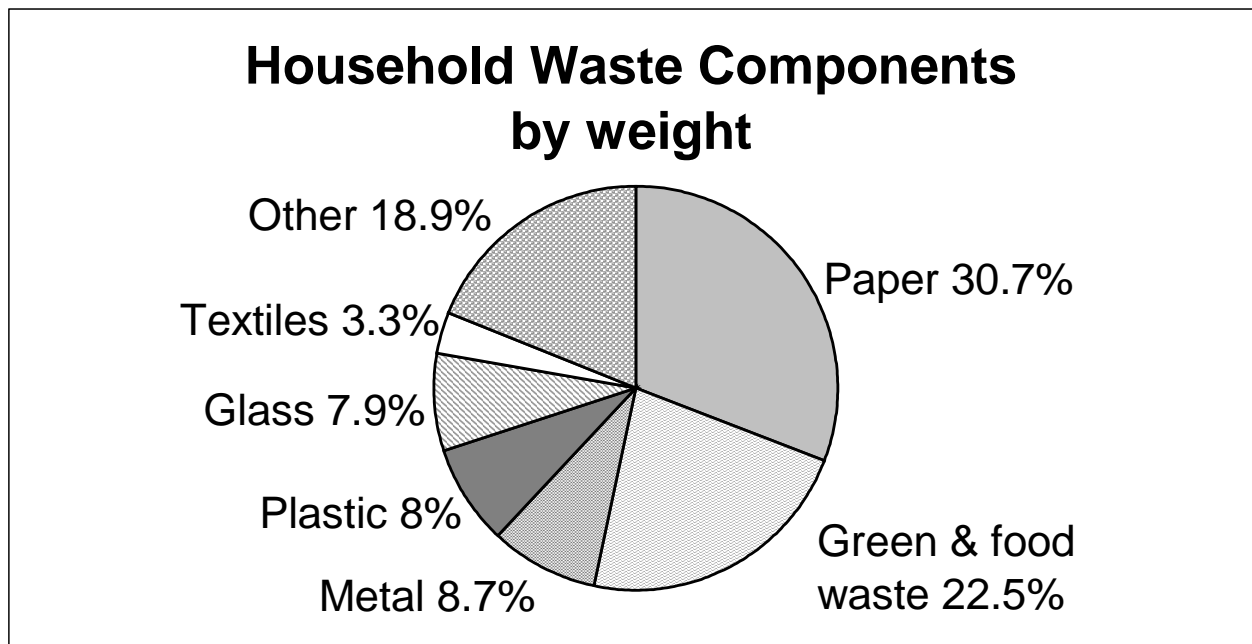
Current Arrangements

Geography and Demographics

Mole Valley covers an area of 25,850 hectares in the heart of the Metropolitan Green Belt in Surrey and extends from Greater London to West Sussex and Gatwick Airport. The District has two main towns, Leatherhead and Dorking, and other significant built-up areas in Ashted, Bookham and Fetcham.

The rural area, which makes up 75% of the District, is characterised by many villages and a high proportion of scattered individual properties. The population is around 80,000 residents in approximately 33,300 dwelling spaces, with 65% located in the urban areas and 35% in rural wards.

The Department of Trade and Industry reported the components of household waste in 'An Introduction to Household Waste Management' 1998. The results are shown below:



Collection - Doorstep

Until August 2002, the Council's waste collection service was based on a collection of household waste from the back door of each property in black plastic sacks. In some cases, a front curtilage collection was made, for example where properties did not have suitable rear access. A roll of 26 sacks was delivered free of charge every 3 months to each household. Additional sacks purchased by residents were also collected. With the advent of a new contract from August 2002, all properties will have a front curtilage collection. In exceptional circumstances, residents may be offered regular assistance to put out their refuse e.g. disabled or frail elderly people. This service costs about £8,000 each year to provide.

Materials for recycling are collected from urban areas on a weekly basis and rural areas fortnightly. One thousand properties with restricted access do not have a regular collection of recyclable materials although an option exists under the new contract to ensure that all properties are served.

Newspapers, magazines and cans (both ferrous and non-ferrous) are collected in a box at the kerbside of each property that takes part in the scheme. There are four vehicles employed on the doorstep recycling service which operates on the same collection day as household refuse in urban areas, and every alternate collection day in rural areas.

Until 1998, mixed paper including all paper products e.g. cardboard, junk mail, newspapers and telephone directories was collected on the doorstep. The outlet for this material was lost when the market collapsed and the Council now only collects newspapers and magazines for recycling. The change in materials collected resulted in a 6% fall in the recycling rate.

Collection – Bring Sites

Glass, textiles, mixed paper, newspapers and magazines, foil, and books can be recycled via a 'bring' scheme. Residents are encouraged to take these materials to one of 28 recycling sites in the District. The variety of materials that can be deposited varies at each location, depending on the size of the site. Sites are visited several times each week for inspection or one of the banks to be emptied.

In 1995 Mole Valley introduced a scheme to encourage local residents and groups to take a more active interest in the recycling sites in their area. Ten of the smaller recycling sites were adopted by local charitable groups that encourage local people to use the sites, keep them tidy, and report to the Waste Awareness Officer when a site needs attention. In return for this work, each group receives a share of the income received from the sale of recycled material.

Green Waste

The Council has a policy to minimise the quantity of green waste that enters the waste stream, and encourage residents to deal with the material at its point of production. Subsidised home composters are offered for sale and the scheme has helped four and a half thousand householders to deal with green waste in their own gardens.

Residents are restricted from disposing of green waste through their household waste collection. Since 1999 the District has operated a green sack collection for garden waste. Residents are charged for the green sacks to discourage disposal of the material in this way, and instead encourage residents to compost the material at home or take it to one of the Civic Amenity Sites. At present, the green waste collected in sacks from the doorstep is not composted as the Council does not have access to the necessary facilities.

A concessionary scheme operates for disposal of green waste. Senior citizens, the registered disabled, and those on income support can presently receive 20 free green sacks a year in two deliveries. Each year 90,000 free sacks are delivered and a further 10,000 sacks purchased directly from the Council.

A new initiative to promote home composting via partnership with local schools was introduced in 2002. Each local authority Primary school in the District has been offered a free home composter and over 30% of schools take part in the scheme. In addition, the Waste Awareness Officer gives talks on recycling to the school children.

Clinical Waste

The Council offers a clinical waste collection service for certain medical waste generated in the home. At present this service applies only to waste from the dialysis process. The clinical waste service is being reviewed in late 2002.

Special Collections

The Council offers a special collection service for larger items of household waste. A refuse vehicle or a caged lorry is used for these collections. The service is available on-demand, and is well used by local residents. The cost of each collection is subsidised and is charged for at a rate per single item, half or full lorry loads. The material that is collected in this way is not currently recycled.

Special collections are provided as a community service, with the aim of discouraging fly tipping, although there is no statutory requirement for the Council to offer this service. This service may increase the amount of waste that the Council collects, adding to the weight of the total household refuse and adversely affecting the recycling rate.

Charity Collections

Other organisations such as the Salvation Army, Oxfam and the European Recycling Company carry out valuable recycling work in the District and these projects are encouraged. Various charity shops also offer important opportunities for the reuse of household items, small furniture and clothing. The Council is working towards a new partnership with one charity for the refurbishment and resale of furniture from the special collection service.

Disposal of recyclable materials

Materials collected from the doorstep and from bring sites are stored at the Council's Randalls Road Depot in Leatherhead prior to transportation to the reprocessing plants. In Summer 2002, the Council was in partnership with the following organisations for the resale of recycled materials.

| | |
|-------------------------|------------------------|
| Surrey Waste Management | Glass |
| SITA (GB) Ltd | Newspaper |
| Sevenside | Mixed paper |
| Greenberg | Textiles |
| Save a Can | Aluminium & steel cans |

Disposal of residual household waste

Surrey County Council is responsible for the ultimate disposal of household waste and provides its waste disposal service through a 25-year contract with the waste company SITA Limited. The partnership company is known as Surrey Waste Management.

At present, waste is disposed of at the landfill sites in Capel and Albury.

For the future, Surrey Waste Management plans to build an energy-from-waste incinerator at Capel, which is expected to be operational in five years. Other sites proposed for incinerator facilities have not received the necessary planning permission to proceed.

Recycling Credits

The Council claims a "recycling credit" from Surrey County Council for each tonne of material that is diverted from landfill to be recycled. The credit is based on the cost that would have been incurred by the County Council if the material had been land filled.

In the case of Surrey the current cost of landfill is £35 per tonne and this amount is paid to Mole Valley District Council for every tonne of material recycled. The recycling credit for green waste is £17.50 per tonne composted.

Management arrangements

Waste management by the District Council is the responsibility of the Environment Committee with officer support from the General Services Department. The waste collection contract was with SITA (GB) Limited until the beginning of August 2002, when it was taken over by Biffa Waste Services Limited.

A Refuse Collection Task Group of the former Services Committee prepared the new refuse contract. The new contract offers flexibility to introduce alternative ways of collecting household waste and materials for recycling.

Pressures and challenges

Volume of Waste

The European Union has published its policy to maintain domestic waste per capita at 1985 levels. Despite this commitment, household waste produced in the UK is rising by 3% every year. Historically, economic growth has led to a corresponding increase in waste production despite social and legislative pressure for a reduction.

The Government uses the total tonnage of waste per household as an indicator of local authority performance. Most of the factors that affect the volume of waste generated by households are outside this Council's direct control. For example, packaging policies by major retailers, national economic growth, the increase in production of disposable and short-life goods, and the rate of development of modern technology that renders electrical equipment obsolete in just a few years.

Nonetheless there are actions the Council can take to introduce and encourage reuse schemes, provide education material to the public and lobby for change with the private sector. It is likely that total waste produced will continue to rise in spite of this Council's actions. The East Surrey Waste Partnership, and other local authorities have chosen to include a projected increase in waste of 1% per annum in the long term and a similar assumption will need to be made in Mole Valley.

Disposal of green waste to landfill

The Government has agreed the EC Landfill Directive, which sets targets for significant reductions in biodegradable municipal waste that may be disposed of to landfill sites. This means that garden waste in particular will need to be excluded from any element of residual waste that goes into landfill. The Government has adopted the following targets:

- * By 2010 - to reduce biodegradable municipal waste disposed of to landfill to 75% of that produced in 1995.
- * By 2013 to reduce biodegradable municipal waste disposed of to landfill to 50% of that produced in 1995.
- * By 2020 to reduce biodegradable municipal waste disposed of to landfill to 35% of that produced in 1995.

In order to achieve these targets, there will need to be a significant increase in the amount of biodegradable waste that is composted.

Economic pressures

The cost of refuse collection and recycling has risen significantly over the past 10 years. The Council's recent tendering exercise for the waste collection contract was competitive with 5 bids received, but nonetheless there has been an increase in the cost of the current method of collection of 20%.

The market for recyclable materials is not buoyant at present and therefore the income that can be derived from this source is limited. As other local authorities strive to meet the Government's recycling targets, the marketplace will continue to be over supplied with material and hence there are likely to be further reductions in price rather than an early increase in the price that can be achieved. Central Government action might be needed to ensure that local authorities have the necessary outlets available to dispose of recyclable materials.

Waste management and recycling cost significant sums of money, and achievement of the objectives of the Local Waste Management Strategy will require investment by the Council and the local community.

European Union Directives

Currently all fridges and freezers have to be collected separately from other household waste. This has put increased pressure on Mole Valley's Special Collection service, as manufacturers are no longer offering to collect the old appliance when delivering the new ones. In the first 5 months of 2002, the Council collected 290 fridges and freezers equating to approximately 14 appliances a week. As the Special Collection service is subsidised this has financial implications for Mole Valley. The disposal cost of fridges and freezers and any problems arising from the need to store and reprocess the material are the responsibility of Surrey County Council.

In June 2000, European Union environment ministers agreed to adopt the Waste Electrical and Electronic Equipment (WEEE) Directive and Restriction of Hazardous Substances (RoHS) Directives. If the UK adopts this new legislation, household appliances; IT equipment; lighting equipment; electrical tools; and electronic toys may also have to be separated from household waste and up to 80% recycled or recovered.

The introduction of the WEEE Directive is likely to increase the demand for Special Collections and the cost of providing the subsidised service would increase. As with fridges and freezers, Surrey County Council will be responsible for the cost of storage, processing and disposal.

Paper recycling

In recent months the paper industry has announced its intention to cease accepting paper for recycling that has been recovered from MRFs. This is because of possible contamination of the paper from other recyclable products. The situation will need to be kept under close review because this decision, if implemented and sustained, will have an adverse effect on the ability of all local authorities to achieve substantial increases in recycling rates.

Abandoned Vehicles

The Government expects the Council's Strategy to explain its approach to the collection and disposal of abandoned cars.

In 2001/02 approximately 900 vehicles were reported to the Council as being abandoned. A "seven-day notice" is attached to each vehicle and attempts are made to identify the owner through the Driver and Vehicle Licensing Agency. Approximately 50% of the vehicles reported during 2001/02 had to be removed and destroyed. Surrey County Council makes a payment of £14 for each vehicle disposed of, with the remaining costs falling to this Council.

The low value of scrap metal means that the number of cars reported as abandoned in the District is increasing significantly, with a corresponding increase in the staff resources which need to be directed towards administering and organising the disposal. The Government is reviewing the legislation which applies to abandoned vehicles, which would give Local Authorities powers to act faster than at present. The abandoned cars service will be reviewed in late 2002.

In May 2002, the Council launched a new internet based service which is accessible to the public through the Mole Valley web site. This facility allows residents to report and check on the status of a vehicle they believe is abandoned, and also to report on incidents of graffiti.

REFUSE COLLECTION OPTIONS

Best practice and main refuse collection options

The Council has accepted that radical changes to its current waste management approach will be needed if its targets are to be achieved. The method of household waste collection will have the greatest single effect on the amount of waste that can be recycled. In order to identify the appropriate way forward for Mole Valley, a number of waste collection and recycling schemes operated by various high performing local Authorities have been examined.

There are three main options for an integrated waste collection scheme.

Option 1 – Source Separation

Under this option, householders sort their waste into separate containers. The containers are collected at the doorstep, transported to a bulking area, mixed with any material from bring sites and then transported to the purchaser for processing and recycling. The Council currently operates this system.

A best practice example using this method is Reigate and Banstead Borough Council, which achieves a 20% recycling rate by collecting mixed paper and cans.

A separate container and collection regime is required for any green waste collection.

Option 2 – Mixed Dry Recyclables

With this option, dry recyclable material (i.e. excluding green waste) is collected in a single container separate from normal refuse. The mixed or “co-mingled” recyclable material is transported to a Materials Recovery Facility (MRF) and is mechanically or manually sorted into the various materials before onward transportation to the purchaser for processing and recycling.

In most cases, local authorities use two wheelie bins for this type of collection. One is for recyclables and the other is for general household waste. The containers can be collected weekly or fortnightly. Most authorities that use this system also offer an alternative plastic sack scheme for householders without the space to store wheelie bins.

A best practice example using this method is Eastleigh Borough Council, which achieves a 32% recycling rate.

A separate container and collection regime is required for any green waste collection.

Option 3 – Fully Integrated Mixed Recyclables

There are various permutations available but typically there would be a fortnightly collection of green waste, alternating with a fortnightly collection of dry recyclables. General refuse would be collected on a weekly or fortnightly basis using a separate container.

A best practice example using this method is Daventry District Council, which achieves a recycling rate in excess of 40%.

Discussion of options

The Council currently uses the source separation method of collection, and it is clear from the performance of other authorities that it should be possible to increase the current recycling rate by at least 6% by increasing coverage, participation and the range of materials collected in this way. The previous scheme used by this Council, which included a mixed paper collection, also achieved higher recycling rates.

However, it is unlikely that the Council could achieve a recycling rate above 24% with this system. Experience elsewhere has shown that householders are unwilling to maintain separate containers for a very wide range of materials.

On a number of recent occasions consideration has been given to the introduction of new, stand-alone schemes for single types of material. The Council has decided not to pursue this approach because of the high cost and questionable value for money of such schemes, and instead decided to seek comprehensive improvements in connection with the award of its new refuse collection contract. The new contract gives the Council a range of opportunities to change its current practice, and tendered costs are available for these options.

In order to achieve substantially higher recycling rates, a mixed recyclable scheme is needed. Such a scheme can only be introduced if a Materials Recovery Facility is available for the Council's use.

Choice of containers

Mixed Dry Recyclable schemes require two containers for each household - one for general refuse and the other for materials to be recycled. Most local authorities use two-wheelie bins per household for this type of collection, although a combination of wheelie bins and plastic sacks is also possible.

Informal consultation with residents has shown that there is considerable support for a wheelie bin scheme, and further consultation is necessary to establish the level of support across the District. This consultation will also need to identify the concerns and preferences of those households with limited access and frontage, including flats and terraced properties, and to provide the option to continue with a sack based collection if required.

Collection frequency

There are two basic choices for collection frequency:

- * a fortnightly collection of general refuse alternating with a fortnightly collection of recyclable materials; or
- * a weekly collection of general refuse plus a fortnightly collection of recyclable materials.

Alternating refuse and recycling collections on a fortnightly basis reduces the cost of collection significantly and encourages recycling. Mixed recyclables contain no organic waste and cause no difficulties if collected fortnightly. Provided wheelie bins are used, general waste can be safely stored for up to two weeks, although this would not be generally acceptable if plastic sacks are used. However one local Authority has implemented this method of collection with very mixed results. Although it was recorded that the recycling rate increased significantly, there was extensive contamination of recyclable materials and considerable public opposition.

A weekly refuse collection and fortnightly recycling collection is a more expensive option, but experience elsewhere has shown that this reduces the contamination of recyclable materials and can have more support from residents, at least initially. No decision could be made on this issue without the results of a comprehensive public consultation.

Size of containers

If wheelie bins are to be introduced, they are available of varying sizes. The size required would depend on the frequency of the refuse collection, the composition of household refuse and the preferences of local people. There is experience elsewhere to show that the size of the bins can influence the amount of recycling that takes place. Before any decision is made on the size of wheelie bins, the outcome of a study into the composition of household waste in the District, and public consultation is needed.

Range of materials

With the introduction of a mixed recyclable scheme, it would be straightforward to collect steel and aluminium cans, mixed paper and plastic bottles.

There is a wide range of plastics in use in consumer products. Each type has a different chemical composition and so requires different treatment. The main types of plastic are PE (squeeze bottles and bin liners); PVC (blister packs and food trays); PS (yoghurt pots); PET (fizzy drinks bottles); and PP (margarine tubs and crisp packets). Most local authorities, concentrate on plastic bottles for which there is an available market, although some do collect a wider range of plastic.

The possible addition of doorstep collection of glass needs further consideration. It is not possible to collect glass mixed with other materials in a single container because of the risk of breakage and the health and safety problem for the staff sorting materials at the MRF. Glass can also break into small pieces and contaminate the other recyclable materials thus making the material unsuitable for reprocessing and damaging machinery.

Other concerns are the noise generated by broken glass, either at bring sites or as part of an early morning doorstep collection, the weight of containers filled with glass for handling by refuse collection staff, and problems caused by any spillage of broken glass onto pavements and roads. There are examples of local authority doorstep glass collection schemes, however.

Currently bring sites are very effective for collecting glass across the District. For example, between April and June 2001 the glass recycled per household was higher in Mole Valley than in any other authority in Surrey, at 12.4 kg per household. Nonetheless, it is very likely that if glass was collected directly from households the amount recycled could increase significantly.

Green waste

If Option 1 or 2 is selected on a temporary or permanent basis, a separate green waste scheme needs to be developed.

The current "green sacks" scheme was introduced to discourage the use of the household waste service for the disposal of green waste, whilst providing those requiring extra help with a service to remove this waste. The Council does not have the arrangements and facilities available to collect this waste separately and compost it. A charge was therefore introduced in the hope that only those unable to compost at home, or take the waste to a

civic amenity site for composting, would make use of the service. However, a free scheme is available to all those of pensionable age regardless of financial or other circumstances and it is likely that the availability of this free service has increased the amount of green waste being disposed through the doorstep collection.

The current green waste scheme is very costly to operate and does not effectively target the support at those in most need of assistance to dispose of green waste. The "free sacks" part of the scheme cost approximately £10,000 in 2001/02 for the sacks and administration alone.

A proposal for an interim green waste collection scheme was therefore developed in 2001, in partnership with Elmbridge Borough Council and the Henry Doubleday Trust. An application has been made for 90% funding for the project through the national "Entrust" scheme which allows landfill tax to be diverted to sustainable waste projects with a community or research and development benefit.

If the application for Entrust funding is successful, it is anticipated that the scheme could be introduced by March 2003. Residents wishing to make use of the scheme would purchase green sacks from the Council for £1 each and then use a telephone hotline managed by Elmbridge Borough Council to make an appointment for its collection free of charge.

It is intended that this scheme would provide a limited green waste composting facility for the short-term only. Although the scheme proposed would improve on the current arrangements by ensuring that green waste is composted, the service would be limited by the need to book the collection in advance. A major part of the project is research into the volume of green waste that might be collected. A more comprehensive scheme would need to be developed in the medium term.

There is strong evidence from other authorities such as St. Edmundsbury District Council, that a garden waste collection scheme can significantly improve the recycling rate achieved. The containers for collection and the frequency of the service vary considerably between authorities.

St Edmundsbury DC collects garden waste in a wheelie bin. Bournemouth Borough Council ran a trial scheme covering 3500 households with 240 litre bins, plastic sacks and paper sacks. The participation rate was 77% with the wheelie bins, 50% from paper sacks and 30% from plastic sacks. However, to collect garden waste in a wheelie bin requires dry recyclable material to be collected in a different form, e.g. a box or sack, as three wheelie bins would probably take up too much space in most households. Alternatively, an integrated scheme as described under Option 3 would be needed and householders would need to store materials in another container between collections.

Responsibility for providing a Materials Recovery Facility (MRF)

Traditionally, waste management has been considered as a two-part process:

- * collection by the District Council; and
- * disposal by the County Council.

However, this Council is of the view that waste management needs to be considered as a three-part process:

- * collection by the District Council;
- * either sorting before collection (by householders) or after collection (at a centralised facility); or
- * disposal by the County Council.

As explained above, there is no doubt that the sorting of material at a centralised facility (i.e. a MRF) is needed if the recycling targets are to be achieved. There are three main options for securing access to a MRF:

- * the County Council could provide access to an existing or new MRF through its partnership contract with Surrey Waste Management;
- * the District Council could enter into a contract to dispose of mixed recyclable material at an existing privately operated MRF outside the District; or
- * the District Council could construct and operate a MRF within the District itself, with or without a private sector partner.

In the past, there have been a number of proposals from the County Council to provide materials recycling facilities, although the schemes proposed to date would be designed to accept pre-sorted materials. No firm proposals have been made to provide the sorting and recover facilities that are needed to ensure this Council's targets could be met.

In the short term, the Council could negotiate a contract to transport mixed recyclable materials to existing MRFs. The nearest facilities are at Colnbrook near Heathrow Airport, and at Mitcham. However, both sites are outside the District and transport and processing costs would be considerable. Transporting waste so far outside the District would be contrary to the Council's objective to manage the District's waste in a sustainable way.

The Council recognises the need to take early action on the provision of access to a MRF and is therefore investigating the feasibility of building a MRF itself in partnership with the private sector. The project is subject to a range of considerations including public consultation, financing arrangements, planning and environmental approvals, operating hours, access arrangements and so on.

The Council owns a depot site at Randalls Road in Leatherhead at the rear of the civic amenity site operated by the County Council. Surrey County Council granted outline planning permission for a Materials Recovery Facility in 1999.

For a new MRF to be economically viable, it would need to process 40,000 tonnes of recyclable material a year. It is anticipated that Mole Valley will generate approximately 10,000 tonnes as the target for 2005/06 is approached. A MRF would therefore have spare capacity that could be made available by the operating partner to neighbouring local authorities. For example, a MRF with a capacity of 40,000 tonnes would satisfy the requirements of the three east Surrey districts.

Role of publicity and education

A vital part of the Local Waste Management Strategy is co-ordinated action on publicity and education. Achieving high levels of participation in the schemes the Council does and will provide depends on a good understanding of each scheme. Knowledge of the implications of waste generation and the choices available for collection and disposal will also help to achieve commitment to the objectives of the Strategy.

Local residents pay for the collection and disposal of their waste, and live with the consequences of how that waste is managed. It is therefore very important that the public is involved in the decisions that need to be made on these issues. The Strategy places considerable emphasis on the need for consultation on all the major issues and decision making processes. Carrying out a high standard of effective consultation will require investment by this Council in specialist advice and assistance.

Awareness of the opportunities to participate in recycling schemes is important to deliver the maximum level of participation, and ensure that the schemes that are in place work effectively. The level of public awareness across the District of both specific schemes and wider issues is very variable and this issue needs to be given greater attention. The local press has an important part to play in communication of waste issues. Information also needs to be provided directly to householders and to local organisations such as parish councils, residents' and community associations.

Through the work of the Waste Awareness officer, the Council encourages local schools to give attention to waste reduction, recycling and composting as part of their work on the national curriculum. As well as informing the children about the issues and action that can be taken, the initiative is an important means of communication with parents and other family members. The main objective of these initiatives is to influence the household waste stream. The Council will work with primary schools, secondary schools and colleges that are attended by young people from the District.

THE LOCAL WASTE MANAGEMENT STRATEGY

Principles of the Strategy

A comprehensive education and publicity programme will be introduced with the aim of reducing waste and encouraging re-use and recycling.

The Council will take steps to maximise the recycling rate using the current method of collection in the short term. (Option 1 above)

Access to a Materials Recovery Facility will be secured as soon as practicable and collection of dry mixed recyclable material will be introduced once access to the MRF is secured. (Option 2 above)

A green waste collection and composting scheme will be introduced, separately in the first instance and then possibly as part of an integrated scheme. (Option 3 above).

Details of the Strategy

Phase 1 – August 2002 to March 2004

The emphasis in the first stage of the Strategy is on the actions the Council can take to improve recycling rates in advance of securing access to a MRF. The following changes are planned to the current approach.

Action 1.1

Increase public awareness of waste issues, the need for waste minimisation and knowledge of the re-use and recycling schemes that are currently available.

The Waste Awareness Officer and Press and Publicity Officer will work with Biffa Waste Services and a specialist communications consultant to:

- * Ensure consistent presentation of material from the District Council about waste and recycling e.g. by use of a theme and publicity style
- * Ensure that 100% of all households in the District are informed about the current doorstep collection scheme.
- * Ensure that 100% of all households in the District are informed about their nearest bring facility for the full range of recyclable materials.
- * Promote home based schemes for waste reduction and composting
- * Publish regular information about issues such as the environmental impact of waste through the local press and other media.
- * Work with Surrey Waste Group to develop an integrated waste issues web page containing information about County Council, District Council, Environment Agency and Surrey Waste Management services, and details of other relevant information.
- * Consider a press conference to launch the Local Waste Management Strategy, and work closely with local papers and radio.

Action 1.2

Extend the current source-separated doorstep collection scheme to include all households and a greater range of materials.

The Head of General Services will work with Biffa Waste Services to:

- * Expand the doorstep collection of recyclable material to include restricted access properties currently omitted.
- * Identify a company that will receive and process mixed paper.
- * Re-introduce a mixed paper collection (in conjunction with the publicity campaign described in Action 1.1)
- * Ensure that the service is operated efficiently and effectively, and with the highest standards of customer care
- * Ensure that any complaints received about the service, and any requests for replacement recycling containers, are rectified promptly and courteously.

Action 1.3

Increase the number and quality of 'bring' sites in the District, and the range of materials collected at existing sites.

The Waste Awareness Officer and the Head of Property and Construction Services will work with Biffa Waste Services to:

- * Carry out an audit of the condition of existing bring recycling sites
- * Prepare a 3-year plan for refurbishment of all the sites.
- * Ensure that all the sites are maintained in a clean and tidy condition.
- * Prepare a plan showing the gaps in access to facilities for recycling each type of material
- * Identify the demand for additional facilities through public consultation
- * Identify the scope for providing additional bins, or bins for different types of material at existing sites with the intention of making best use of the land available, and ensuring the highest practicable level of access to facilities across the District
- * Identify other areas of land in Council ownership which would be suitable for recycling banks
- * In areas where there is a shortage of recycling banks for some materials, seek suitable sites in partnership with local businesses and other landowners

Action 1.4

Make significant progress towards securing a Materials Recovery Facility for the District.

The Director of Services and Head of General Services will work with the Environment Committee to:

- * Identify a private sector partner to work with the Council on the feasibility, design, construction and operation of a MRF at Randalls Road Depot, Leatherhead.
- * Work with that partner to develop proposals for a bulk-composting scheme on the same site.
- * Progress a scheme on a programme to deliver a MRF during 2003/04

Action 1.5

Inform and consult the public on the possible introduction of wheelie bins

The Head of General Services will work with a suitably experienced public consultation consultant to:

- * Carry out consultation with interested local people to determine whether a wheelie bin scheme would be supported and, if so, the nature and size of wheelie bins to be introduced, frequency of emptying etc
- * Consult widely on the options for introducing wheelie bins with the general public, with particular emphasis on identifying the views of local areas and particular property types including flats and terraced properties with no front gardens

Action 1.6

Carry out research to identify challenges and opportunities for future action:

The Waste Awareness Officer will work with Surrey Waste Management as appropriate to:

- * Identify the composition of the existing waste stream. This information will be needed to inform any future decisions on the capacity of wheelie bins, and to provide the data for forecasting waste and recycling volumes.
- * Identify barriers to public participation and commitment to recycling, including levels of knowledge and understanding.
- * Continually review and identify examples of good practice in other local authorities.

Action 1.7

Promote partnership working where it will assist to achieve the Vision contained in the Strategy.

The Head of General Services will work with other local authorities and organisations to:

- * set up arrangements to share best practice among waste collection and disposal authorities in Surrey on household waste management, including collection, recycling, re-use and minimisation.
- * develop relationships with local and national packaging research companies, such as PIRA, and with retailers to develop waste reduction initiatives.

Action 1.8

Review the clinical waste collection service.

The Head of General Services and Head of Environmental Health will work together to:

- * design a new clinical waste collection scheme which meets current legislative requirements
- * investigate the opportunities to work in partnership with other local authorities or health providers to provide a cost effective service
- * communicate the revised scheme to eligible users.

Action 1.9

Carry out a campaign to resist the moves by the paper industry to restrict recycling of paper from Materials Recovery Facilities

The Head of General Services will:

- * lobby Central Government and other relevant organisations e.g. environmental action groups, the Local Government Association on this issue
- * establish partnerships with other local authorities and private organisations to carry out lobbying.

Action 1.10

Replace the existing green sack scheme with an interim on-demand green waste collection scheme, and continue to promote home composting

The Head of General Services will work with Biffa Waste Services, Elmbridge Borough Council, the Henry Doubleday Trust and Surrey Waste Management to:

- * Pursue the outcome of a bid made in 2001 under the Entrust scheme (funded by landfill tax credits) to introduce an interim green waste collection service.
- * Compost green waste collected under the scheme at the Surrey Waste Management site at Chertsey.
- * At least 4 months before introduction of the scheme, begin a promotion campaign across the two districts advertising both the new collection service and the continued availability of subsidised home composters
- * Continue the promotion of home composting through the subsidy scheme and support Home Composting Awareness Week through work with primary schools.

Phase 2 – April 2004 to March 2006

Action 2.1

Secure access to a Materials Recovery Facility

The Director of Services and Head of General Services will work with the Council's private sector partner to complete the construction of a Materials Recovery Facility, or alternatively to secure access to a facility provided by others, by the end of the financial year 2003/04. This action will allow the implementation of significant changes to the waste management service in the District.

Action 2.2

Introduce a mixed dry recyclable scheme and new customer care arrangements

The Head of General Services will work with Biffa Waste Services to:

- * Introduce a scheme with two separate containers, one for mixed dry recyclables and one for general waste. The form and details of the scheme, including whether wheelie bins should be introduced, will depend on the outcome of public consultation
- * Expand the existing range of recyclable materials collected to include as a minimum, plastic bottles and cardboard, as well as cans and mixed paper
- * Transfer the responsibility for dealing with initial customer queries, booking of Special Collections and complaints on missed bins etc to Biffa. The Council would monitor the handling of complaints closely and deal with unresolved problems.

Action 2.3

Establish access to facilities for the composting of green waste

The Head of General Services will work with the Council's private sector MRF partner and Biffa Waste Services to:

- * Construct a bulk composting plant at the Randalls Road depot site if possible.
- * Seek and secure access to an alternative facility if the Randalls Road initiative does not progress

Action 2.5

Introduce a regular green waste collection scheme

The Head of General Services will work with Biffa Waste Services or alternative refuse collection contractor to:

- * Consult the public on alternative collection schemes for green waste
- * If appropriate, design and implement an appropriate collection scheme

Action 2.6

Support community led waste management projects

The Waste Awareness Officer will work with Surrey Waste Management to:

* develop schemes in partnership with Parish Councils, Residents', Tenants and Community Associations, to submit bids for Entrust funding to establish Neighbourhood Action Teams. Typical aims of such projects would be to:

- Reduce the growth in the amount of household waste,
- Increase the level of household recycling
- Improve the physical environment of the neighbourhood and
- Disseminate the findings of the project to the wider community, to ensure a positive contribution to the national sustainable waste management agenda.

Action 2.7

Develop existing education work to introduce new schemes and initiatives to encourage waste reduction, re-use and recycling.

The Waste Awareness Officer will work with local schools and colleges and Surrey Waste Management to:

- * Introduce an annual scheme through schools to recycle the "Yellow Pages" directory into animal bedding
- * Introduce an Environmental Challenge Badge for uniformed groups to promote environmental awareness, teamwork and working with others in the wider community. The Environmental Challenge is focused around four topic areas: litter, recycling, conservation of resources and wildlife conservation.

Phase 3 – August 2006 to July 2009

Action 3.1

Consider introducing a doorstep collection scheme for glass

The Head of General Services will work with Biffa Waste Services to:

- * carry out consultation with the public on options for doorstep collection of glass
- * develop and implement a pilot doorstep collection scheme for glass
- * evaluate the pilot scheme and make recommendations on the future of glass recycling facilities for the District

Action 3.2

Encourage and facilitate innovative community and business led recycling and re-use schemes

The Waste Awareness Officer will work with locally based community groups, tenants and residents groups and charitable organisations to:

- * develop community-led projects for specialised materials to complement the Councils services. For example, such projects might facilitate refurbishment and redistribution of furniture, unused paint and building materials

The Waste Awareness Officer and Town Centre Manager with responsibility for business liaison will work with local businesses to:

- * introduce local schemes for the recycling and recovery of specialist materials such as electrical equipment, computers, mobile phones etc

Action 3.3

Respond to the requirement of new legislation.

The Head of General Services will work with Surrey County Council to:

- * ensure that the necessary measures and facilities are in place to comply with the requirements of EU legislation, including the collection and disposal of electrical and electronic goods (the WEEE directive) and vehicles (the end-of-life directive)

Action 3.4

Review the options to introduce a fully integrated collection scheme (dry recyclable material, green waste and general waste)

The Head of General Services will work with Biffa Waste Services to:

- * carry out consultation with the public on options for a fully integrated collection scheme
- * if appropriate following consultation, develop and implement a pilot integrated collection scheme

- * evaluate the pilot scheme and, if appropriate, make arrangements for extending a scheme across the whole District

Action 3.5

Prepare the Local Waste Management Strategy for 2009 onwards, including refuse collection arrangements beyond the date of expiry of the initial term of the current contract, and the opportunities to introduce recycling schemes for further material types.

The Head of General Services will prepare the new Strategy for consideration by the Council.

FINANCIAL CONSIDERATIONS

Current Costs

In 2003/04, the Council will have to spend over £1,780,000 on the collection and management of household waste and recycling which is increase of over £230,000 compared with 2001/02. This budget is based on the current level of staffing, facilities and services. The main refuse collection contract was subjected to very competitive retendering in early 2002.

As part of the Council's budget setting process for 2003/04, the following areas of the waste service will be reviewed:

- clinical waste (increased service needed, increased collection costs imminent) – the Council will consider new partnership arrangements to minimise costs
- abandoned cars (increased number of vehicles to be dealt with, increased collection costs possible, new powers to accelerate the removal of vehicles require additional resources to implement) – an increase in the cost of this service is inevitable.

The implications of economic pressures on these two areas of work may cost up to £50,000.

Phase One

Indicative costs (subject to competitive tender) for the main service developments in Phase One are:

| <u>REVENUE</u> | <u>Indicative cost</u> |
|---|------------------------|
| Public consultation, information and publicity | £20,000 |
| Expansion of doorstep recycling to all properties | £15,000 pa |
| Introduction of doorstep mixed paper collection ¹ | £50,000 pa |
| Collection from up to 4 additional bring recycling sites ² | £1,000 pa |
| <u>CAPITAL</u> | |
| Refurbishment of bring recycling sites and construction of new sites ³ | £20,000 (over 3 years) |

These investments are forecast to achieve a recycling rate of 24% by March 2004.

The trade waste service and the scale of fees and charges for special collections will be reviewed as part of the budgeting process.

¹ Net cost of collection after allowance for recycling credits is estimated at £10,000pa. Additional cost for disposal of material subject to negotiation with paper reprocessing companies.

² Assumes contribution made to new refurbishment fund for bring recycling sites.

³ Assumes 3 year programme to refurbish all existing sites, plus up to 4 new sites.

Phase Two

Indicative costs (subject to competitive tender) for the main service developments in Phase Two are:

| <u>REVENUE</u> | <u>Indicative cost</u> |
|--|------------------------|
| Mixed dry recyclable collection scheme | £350,000 pa |
| New customer service arrangements ⁴ | £5,000 pa |
| Interim green waste scheme | Self financing |
| Regular green waste collection scheme ⁵ | £400,000 pa |
| Community sustainable waste projects grant scheme | £10,000 pa |
| Publicity, education and communication | £10,000 pa |

Cost of achieving access to a Materials Recovery Facility and Composting Facility

It is planned that a Materials Recovery Facility (MRF) would be achieved during 2003/04. Mole Valley is likely to produce approximately 10,000 tonnes of material per annum when the 36% recycling target is met. There are three main options for financing the MRF and the details are subject to discussions with potential partners. The options are:

Design, Build, Finance, Operate (DBFO)

A private sector partner would pay all the costs of constructing and operating the MRF. The Council would pay a "gate fee" per tonne of material processed. This would be close to the commercial level paid by other users of the facility with a small reduction in recognition of the value of the Council's contribution by making the land available. A commercial gate fee might be £30 to £50 per tonne which would all be retained by the operator.

Design, Build, Operate (DBO)

The Council would pay the capital costs of constructing the MRF, which might be from £1.5 to £3.0 million, dependent on plant capacity, design considerations and range of materials to be processed. The private sector partner would pay the costs of operating the facility. The Council would pay a considerably reduced gate fee per tonne of material processed, perhaps as low as one third of the commercial rate. The remaining capacity would be sold to other local authorities at commercial rates with the operator retaining the income from gate fees and any income from the sale of materials.

⁴ Assumes transfer of administrative work is self-financing, but includes an allowance for monitoring of quality of service by the Council

⁵ Based on disposal of material for composting at commercial rates. Cost may reduce if access to Council composting facility can be achieved.

Design, Build, Operate less Royalties

This is a variation on the DBO model. The Council would pay the capital costs of constructing the MRF. The private sector partner would pay the costs of operating the facility. The Council would pay a considerably reduced gate fee per tonne of material processed. The remaining capacity would be sold to other local authorities at commercial rates with the Council receiving a proportion of the income from gate fees. The operator would retain any income from the sale of materials.

At the early stage of negotiations with potential partners, it is not possible to produce definitive costings for the MRF project. However, initial indications are that it may be possible to negotiate a scheme that is largely self-financing in revenue terms if the Council is in a position to invest capital funding in the project.

Achieving the Materials Recovery Facility is essential to the achieving the Vision and Objectives of the Local Waste Strategy.

If the Council is able to progress the construction of a composting plant on the same site, the funding options will be similar to those for the MRF. The capital cost of constructing a plant would vary significantly depending on the system to be used with container-based systems costing up to £500,000 to construct and equip, and commercial gate fee of around £40 per tonne.

Phase Three

It would not be sensible at this early stage to attempt to forecast costs for the service enhancements in Phase 3. There are very many factors that will influence the cost of future waste management activities. However, it is likely that the additional annual costs of doorstep glass collection and meeting new legal requirements could exceed £500,000 per annum.