

## Agenda Item 8

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<b>Ward (s) affected</b>	<b>All</b>	<b>Key Decision</b>	<b>Yes</b>
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<b>Subject</b>	The Surrey Waste Partnership's Joint Municipal Waste Management Strategy (JMWMS) – Revision 2 (2015)
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### RECOMMENDATIONS

That the Executive agrees to adopt the Joint Municipal Waste Management Strategy (JMWMS).

### EXECUTIVE SUMMARY

Mole Valley District Council is an active part of the Surrey Waste Partnership (SWP). The SWP aims to manage Surrey's waste in the most efficient, effective, economical and sustainable manner.

The JMWMS is the SWP's plan for waste management for the next ten years and was created under consultation with Surrey County Council and the 11 districts and boroughs.

The strategy was first published in 2006, then revised in 2010 and again for 2015. This is so that it meets the current needs of each authority and recognises the ever changing picture of waste management.

This report seeks Executive endorsement for the Council to adopt the JMWMS. The strategy offers a framework for improving our Waste and Recycling services to the benefit of Mole Valley residents. There are three main targets: reducing household waste per person; improving our recycling and recovery rate; and reducing the percentage of waste sent to landfill. The overall aim of the strategy is to make Surrey the leading county area in England for waste management.

### CORPORATE PRIORITIES

Adopting the JMWMS will support the delivery of key Council priorities:

### ACCESS TO SERVICES

By implementing the strategy, Mole Valley will ensure that we are offering the right services to our residents based on today's needs and the needs of the future.

### **VALUE FOR MONEY**

Improvements to our waste and recycling services and meeting the targets set by the strategy will ensure Mole Valley residents are getting value for money. Some of the individual actions and outcomes should result in financial savings and a key target in the strategy is to ensure that the total cost per household of waste management does not increase before the next revision due in 2019/20.

### **ENVIRONMENT**

Implementation of the strategy will bring about a reduction in residual waste to landfill and an increase in recycling performance.

## **The Executive has the authority to determine the Recommendations**

### **1.0 INTRODUCTION**

#### **Background**

- 1.1 The authorities in two-tier counties such as Surrey have different responsibilities for managing waste and recycling. The districts and boroughs are responsible for its collection and the county council is responsible for its treatment and disposal.
- 1.2 To ensure that the authorities work together to manage the waste in a coherent way, the law requires two-tier areas to produce a joint strategy for the management of municipal waste, and keep this under review.
- 1.3 In 2006, the Waste Members' Group of the Surrey Local Government Association (SLGA) produced the first Joint Municipal Waste Management Strategy for Surrey, which was adopted by MVDC.
- 1.4 The SLGA Waste Members' Group then became Surrey Waste Partnership (SWP). This includes all of Surrey's local authorities and is the main forum through which waste management matters are discussed and improvement actions are agreed. To reflect the dynamic nature of waste management in Surrey, SWP produced a revision of the joint strategy in 2010.
- 1.5 Much change has occurred since the 2010 revision and a second revision has now been prepared in order to ensure that our joint actions for the next ten years reflect the needs of our current times and aspirations for the future. This comprehensive revision includes a new aim, objectives and targets which are supported by a new set of specific and measurable actions.
- 1.6 The revised strategy was developed by combining the input of:
  - Officers and Members of Surrey Waste Partnership via a project steering group and scrutiny at Partnership meetings
  - Best practice examples of other joint waste strategies
  - A consultation of residents and other key stakeholders

- 1.7 The consultation exercise took place between July and October 2014 and focused on identifying residents' barriers to reducing, reusing and recycling more of their waste. Other stakeholders included the waste management industry, businesses, environment and conservation groups and other local authorities. The feedback from the consultation informed the drafting of the strategy.
- 1.8 Much has been achieved since 2006, and Mole Valley District Council has actively participated in partnership working. Collection arrangements have largely been aligned with the best performing neighbours and in some cases MVDC have been the first to run/trial new services. The range of recycling materials able to be collected has greatly increased and waste food collection from houses is now universal. Mole Valley's recycle rate has increased from 32% in 2006 to 55% currently.
- 1.9 Whilst progress has been made over the last few years, we are now facing a number of serious challenges:
- Stalling performance
  - Changing legislation and regulation
  - Increasing population
  - Budget pressures

### **Aims and Targets**

- 1.10 Surrey's authorities can and must continue to improve in order to succeed against the challenges described above. Therefore the strategy has an ambitious aim to be the leading county area in England for waste management.
- 1.11 It is proposed that performance against the aim is measured periodically by the SWP using the following indicators:
- Household waste and recycling per person (kg)
  - Recycling and recovery rate (%)
  - Municipal waste sent to landfill (%)
  - Cost per household (£)
- 1.12 Targets against each of these indicators are presented in the revised strategy document (Annex 1).

### **Objectives and Actions**

- 1.13 To achieve the strategy's challenging aim and meet the targets, the following high level objectives set out what should be done:
- Provide a high quality service
  - Work with others
  - Maximise value from waste materials
- 1.14 These objectives are broken down into work areas containing specific actions within Annex 1. The successful delivery of these will help to achieve this revised

strategy's targets.

### **Plan for delivery**

- 1.15 To deliver the strategy successfully, each partner, including Mole Valley District Council, is required to develop an operational plan which delivers the actions. Delivery will be monitored annually, and the annual review will be considered by the Partnership. Being able to hold one another to account is key to realising the collective and individual benefits, whilst maintaining local responsibility for locally agreed operational plans is key to local governance.
- 1.16 Targets and actions will be revised periodically during the life of the strategy, and a further revision of the whole document is anticipated to be necessary in 2019/20.

### **Conclusions**

- 1.17 This second revision of the Joint Municipal Waste Management Strategy has been produced via a thorough and inclusive process. The successful completion of its actions will result in higher performing, better value waste services for Mole Valley and Surrey as a whole. Adoption is concurrently being considered by all 12 partner authorities. Adoption is commended to Mole Valley District Council by the Waste Members' Group, and the Waste Officers' Group, of Surrey Waste Partnership.

### **Financial Implications**

The implementation of the Strategy will be covered by our existing budget, or there is the possibility to bid for any necessary extra funding from the SWP's 'New Initiatives Fund'. Current and future budget pressures are specifically mentioned within the Strategy.

### **Legal implications**

Since May 2005, local authorities in two-tier area (where there is a county council responsible for waste disposal and a district council responsible for waste collection) have been required to produce joint municipal waste management strategies (JMWMS) for the management of waste in the area (section 32, Waste and Emissions Trading Act 2003). The strategy is required to be kept under review at least every five years. Before formulating any strategy, the local authorities are required to carry out such consultation as is considered appropriate and to have regard to the statutory guidance, issued by Defra: Guidance on Municipal Waste Management Strategies (July 2005) and supplemented by Defra's accompanying Practice Guide.

The government, as part of the actions arising out of its waste Policy Review, consulted with local authorities on abolishing the statutory duty to produce JMWMS, but the outcome of the consultation has not yet been reported upon.

## **2.0 OPTIONS**

- 2.1 The options available to the Executive are:

- To agree the adoption the strategy in Mole Valley District Council and begin implementing the actions.
- To instruct Officers to request the SWP to make specific changes to the strategy.
- To reject the strategy and its recommendations.

### 3.0 CORPORATE IMPLICATIONS

**Risk Implications** - If the Executive choose to instruct officers to make changes to the strategy, there is a risk that this will result in MVDC having a different strategy to the other SWP members, which could reduce the benefits to Mole Valley residents of working in partnership.

**Consultation** - Extensive public consultation informed the drafting of the strategy and all SWP members representing their own local authorities had the opportunity to contribute to the strategy.

**Communications** - The strategy has a number of actions to adopt which will require a range of communication methods and messages. The campaign will be developed in conjunction with Mole Valley District Council's communications team.

**Sustainability** - The strategy's overall aims address aspects under the sustainability umbrella such as recycling improvements and waste reduction. Achieving any or all of the targets will lead to a more sustainable Mole Valley in terms of the environment itself as well as the services we offer.

**Equalities and Diversity** - MVDC have carried out an EQIA impact assessment. Should the implementation of the JMWMS cause any fundamental changes to our services which may impact on equalities and diversity then a further assessment will be carried out.

**Employment issues** - none

**S151 Officer Commentary** - There are no immediate financial implications of the new JMWMS, though the potential for future budget pressures, particularly in the transportation and disposal of waste, is specifically recognised in the strategy. The s151 Officer confirms that financial implications are appropriately considered in the report.

**Monitoring Officer Commentary** - The Monitoring Officer confirms that all relevant legal implications have been taken into account

### BACKGROUND PAPERS

None



# Joint Municipal Waste Management Strategy Revision 2 (2015)

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## 1 Introduction

This is the Surrey Waste Partnership’s plan for managing Surrey’s waste for the next ten years, up until 2024/25. It is the second revision of a strategy which was first published in 2006 then revised in 2010. It has been updated to ensure we continue to manage Surrey’s waste in the best way and work towards higher performing, better value waste services for the future. As part of this revision, we have consulted with a wide range of residents and other interested groups, to take their views into account.

### 1.1 The Surrey Waste Partnership - who are we and what do we do?

We are the Surrey Waste Partnership (SWP) which is made up of Surrey County Council (SCC) and the 11 district and borough councils in Surrey (shown in Figure 1). SWP aims to manage Surrey’s waste in the most efficient, effective, economical and sustainable manner.



Figure 1: Map of Surrey showing the district and boroughs

The 11 district and borough councils are Waste Collection Authorities (WCAs) and are responsible for the collection of Surrey's municipal waste which includes waste from households. SCC is the Waste Disposal Authority (WDA) and is responsible for the disposal and treatment of Surrey's municipal waste collected at the kerbside and waste and recycling from Surrey's Community Recycling Centres (CRCs).

The WCAs provide residents with a kerbside collection service for household waste and recycling. All WCAs currently collect recycling and residual waste on alternate weeks, alongside a weekly food waste recycling collection and an optional (charged for) garden waste collection. As part of this service, all WCAs offer the collection of the following 'dry recyclables':

- Glass bottles and jars
- Paper and cardboard
- Metal tins and cans
- Plastic bottles, pots, tubs and trays

Additional materials such as textiles, waste electrical items, batteries, foil, aerosols and Tetra Pak cartons are collected by some, but not all WCAs. Additionally, all WCAs provide bulky waste collections, local recycling banks or bring sites, street sweeping services and, in some cases, commercial waste collections.

SCC has two key roles as a WDA. First, it makes arrangements for the acceptance of municipal waste collected by WCAs and the provision of facilities for its treatment and disposal. Secondly, it provides CRCs for residents to recycle and dispose of their municipal waste. So far as it is practicable, CRCs are designed and operated so that all residents can use them.

## 1.2 Why do we have a joint waste strategy?

The roles of the WCAs and the WDA in Surrey are different, but both manage the same waste. To do this effectively, all SWP partners recognise the need to work together. We have a joint strategy to plan how the WCAs and the WDA will work with each other to manage Surrey's waste in the best way.

## 1.3 Why are we revising the strategy?

The waste management industry is influenced by many factors which change regularly such as: environmental laws, markets for waste materials, new technologies, economic conditions and national and local politics. It has been five years since the previous strategy revision, so it is time to revise it again to make sure that our plans are based on the most up-to-date picture of the industry. By revising the strategy, we are also:

- Ensuring that Surrey tax payers are getting a consistent and value for money waste service.
- Re-focusing the activities of SWP.
- Helping residents, businesses and other stakeholders to understand our aims and work with us to reach our objectives.
- Complying with our legal duty to have a joint waste strategy and keep it under review.

## 1.4 How does the strategy work?

This strategy document is broken into several sections. These are:

- **Background** - explaining how we have managed waste in the past, how we performed against the requirements of the previous strategy and the challenges that we currently face as a partnership.
- **Aim and targets** - explaining the aim of this strategy and the targets that we will use to measure our performance against the aim.
- **Core values** - these are the important considerations that will be in our minds when we implement the strategy.
- **Objectives** - high level statements of what we are planning to achieve with the strategy.
- **Actions and outcomes** - a detailed breakdown of the work required to achieve each objective and the overall aim and targets. This section will form the basis of each partner's own operational plan, which will result in improvements on the ground.
- **Plan for delivery** - this sets out: responsibilities for delivering the strategy; how we plan to monitor and evaluate our performance; and the process for revision.

Most of the above sections will remain unchanged until the strategy is next reviewed. However the 'actions and outcomes' section is more detailed and therefore sensitive to short-term changes in the waste industry, so it will be reviewed more frequently, as described in Section 7.3.

## 2 Background

### 2.1 Past performance

The vision set out in the previous version of the strategy was for a county in which resources are used and managed efficiently so that:

- the amount of waste produced will continue to be reduced or reused,
- materials reused, recycled or composted will exceed 70%, and
- the environment will be protected and enhanced for future generations.

This vision was supported by five policies and 32 actions. We have performed well against many of these actions, with achievements since 2010 that include:

- Aligning collection methodologies for nine out of the eleven WCAs.
- Providing recycling facilities for a wide range of materials including introducing kerbside food waste collections in all Surrey districts and boroughs.
- Redeveloping a number of CRCs to improve access and quality of service for the public.
- Successful behaviour change initiatives promoting activities such as food waste reduction and recycling and home composting.
- Promoting the reuse of furniture and white goods whilst supporting disadvantaged residents and low income households through the Surrey Reuse Network.
- Exploiting opportunities for partnership working including selling materials together, such as garden waste and textiles, and forming a project to join up kerbside collection services in at least four Surrey WCAs.

Performance in some of the other key areas is described below.

#### Waste reduction

The quantity of household waste generated in Surrey has decreased by around 50,000 tonnes since its peak in 2007/8 (see Figure 2) despite population increases during this time.

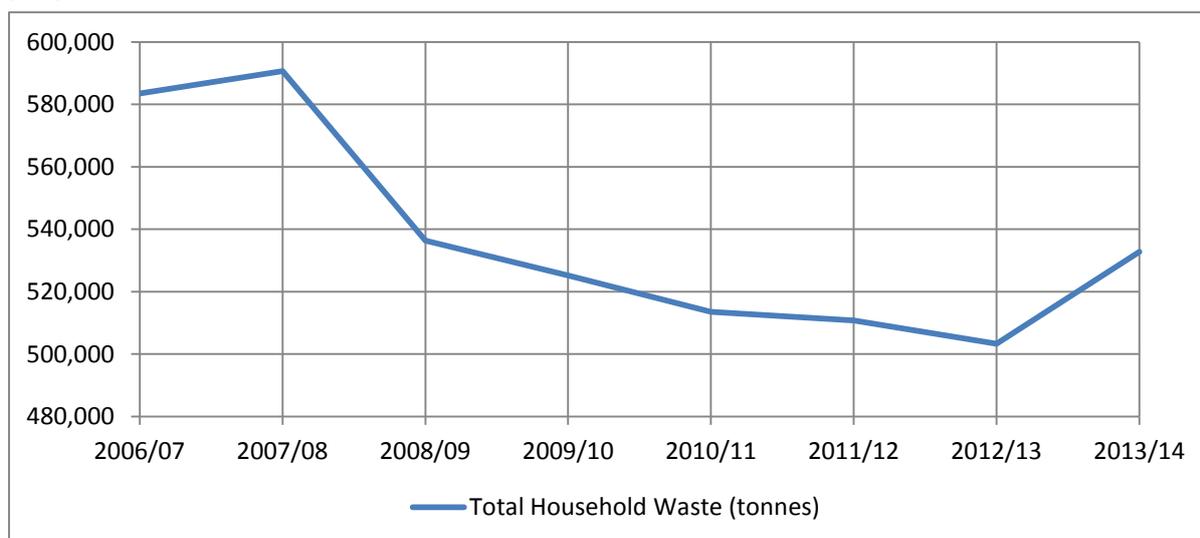


Figure 2: Total household waste produced in Surrey

The previous strategy revision aimed to continue the downward trend by reducing household waste by 30,000 tonnes between 2009/10 and 2013/14. We were on target to achieve this, with a 25,000 tonne decrease recorded in 2012/13, however there was a significant increase in 2013/14 which went against the downward trend and meant that the target was not met. This increase is thought to be caused by a combination of factors, including:

- Extreme weather in the final quarter which resulted in a large amount of extra waste from flood damage, street sweepings and power outages.
- Possible increases in consumerism as a result of a return to pre-financial crisis levels of economic growth.

2013/14 could have been an unusual year, but we will continue to monitor performance closely to see if this is the start of an increasing trend.

### Landfill diversion and recycling

The amount of waste sent to landfill has declined dramatically from 67% in 2006/07 to 11% today (see Figure 3) making us one of the leading authorities in the country. Reducing waste to landfill even further remains a key priority.

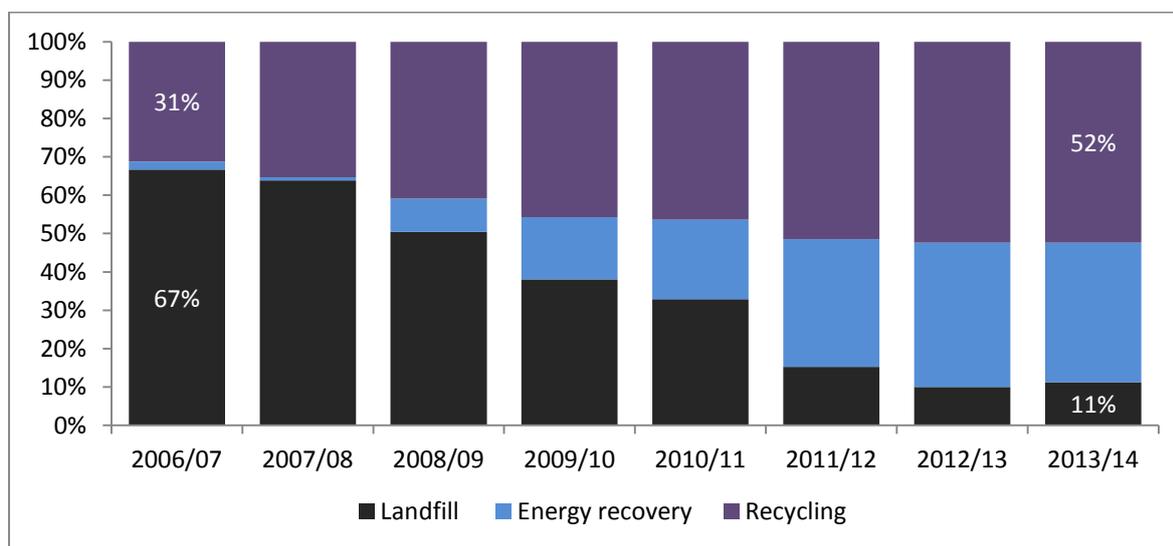


Figure 3: Proportion of waste recycled, recovered and landfilled

Recycling has increased from 31% in 2006/7 to 52% in 2013/14, which is a significant achievement, however we haven't met our aspirational target of 70% recycling. Whilst this target was always ambitious, some changes in legislation around the categorisation of waste materials (e.g. wood and leaf fall) have made reaching 70% recycling even more challenging. Yet Surrey is still a top performer nationally for recycling compared against other similar authorities.

### Cost of waste management

Waste and recycling is extremely expensive to manage. The net cost of managing Surrey's waste and recycling in 2013/14 was estimated to be £76 million. However, despite a rise in population and increases in the cost of waste disposal (e.g. landfill tax and haulage cost increases) the net cost has been contained at 2010 levels (see Figure 4). This represents a significant increase in value for money for the Surrey tax payer.

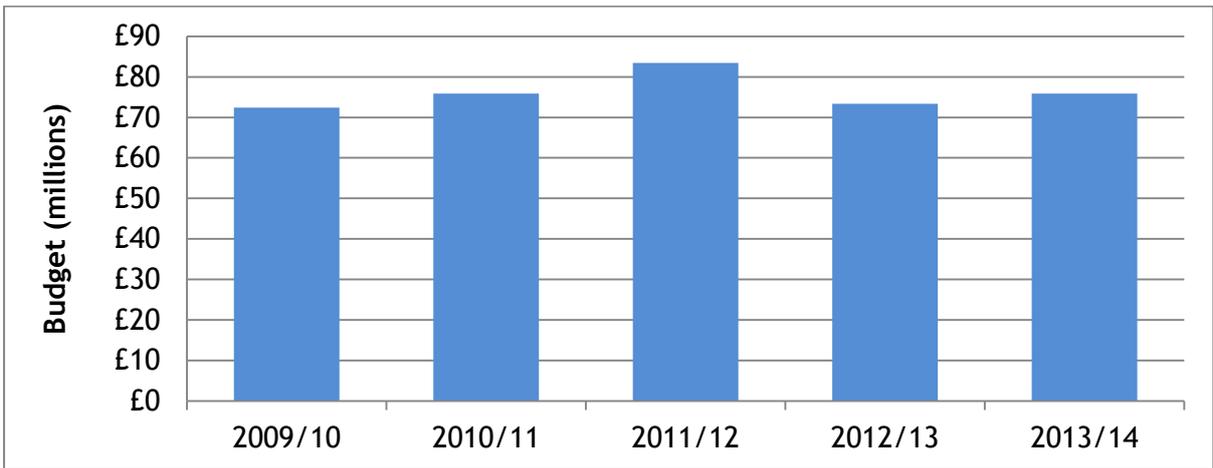


Figure 4: Budget estimates for the net total cost of waste management in Surrey

## 2.2 Current composition of waste

In order to manage our waste effectively we need to know what is in it. To work this out we did a detailed composition analysis of our household waste and recycling from kerbside collections and CRCs in 2013/14. The proportions of the different materials are shown in Figure 5.

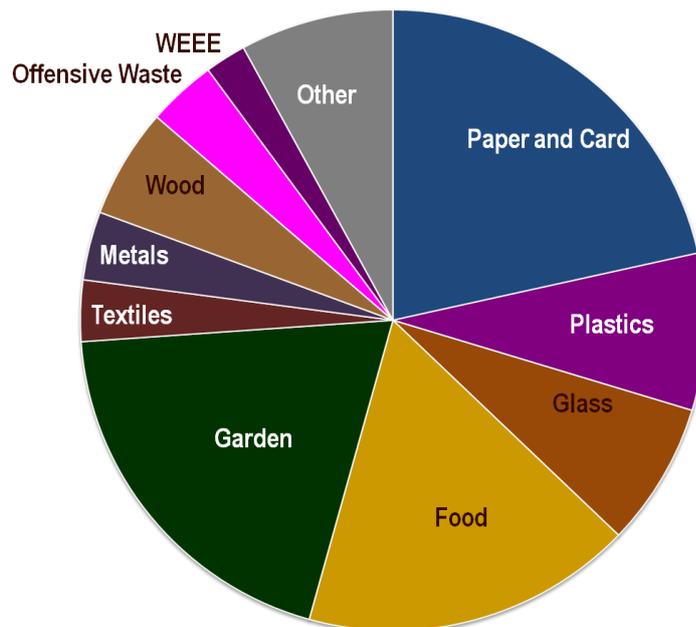


Figure 5: Composition of waste and recycling from the kerbside and CRCs in 2013/14

The composition shown in Figure 5 provides a strong indication of the types and proportions of materials that we will plan to manage as part of this strategy.

## 2.3 Current challenges

Whilst progress has been made over the last few years, we now have to overcome a number of challenges in order to make further improvements:

## Performance has stalled

Recycling rates have started to level off and major changes will be required to make any significant improvements in the future. As Figure 6 shows, there is much variation in recycling performance amongst WCAs, with a 17% gap between the highest and lowest.

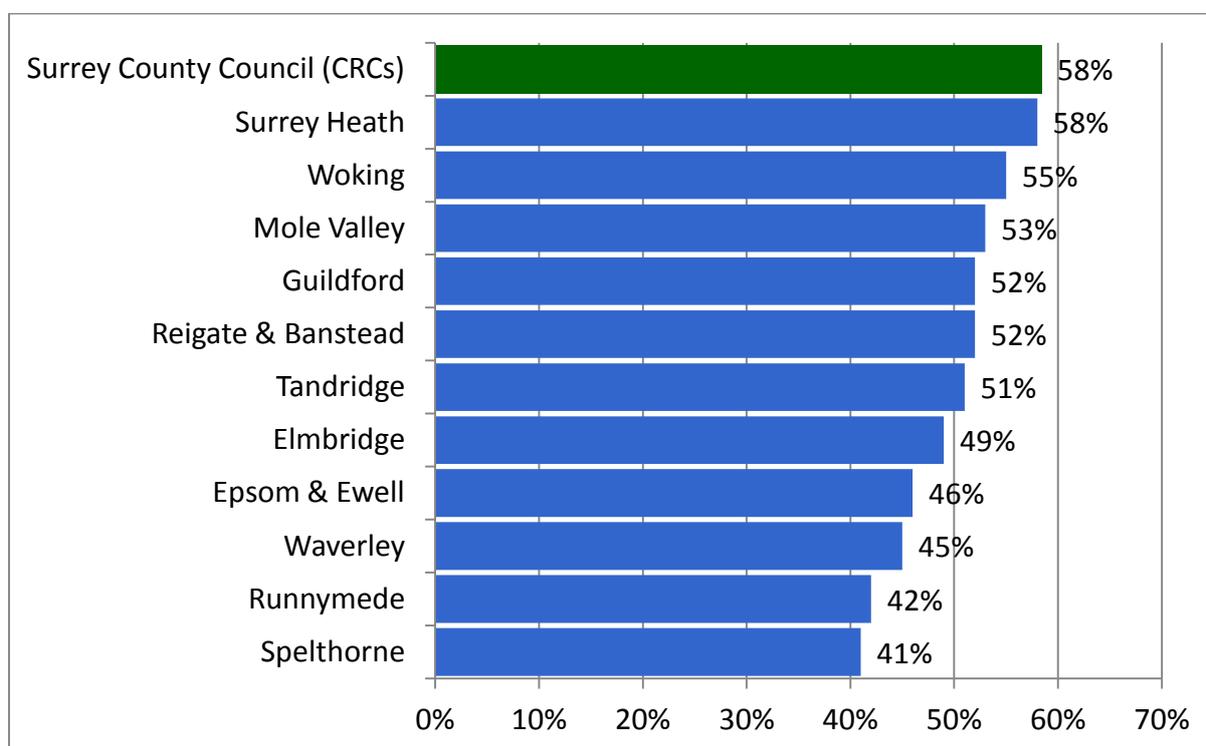


Figure 6: Household recycling rates in 2013/14 by partner authority

In addition, there was a big increase in total household waste in 2013/14 which may be the start of an increasing trend.

## Changing legislation and regulation

Some waste disposal processes (e.g. composting of street-swept leaf fall) can no longer be counted towards recycling targets. In addition to this, revised Waste Regulations<sup>1</sup> came into force on 1 January 2015. These require authorities to collect paper, glass, metal and plastic by way of separate collection unless it is not necessary to increase the quality of the recycling, and it is not technically, environmentally or economically practicable to do so. This means that we must continually assess our methods for collecting waste to make sure that they are compliant with the new regulations.

## Increasing population

Surrey's population is projected to rise by 89,000 people (an 8% increase) over the strategy period. This along with the associated increase in new homes will result in more waste and therefore more pressure on our services.

## Budget pressures

Increases in population along with continued reduction in funding from central government will put pressure on all council services. It is expected that local authorities will have to make difficult choices about the services that they can provide in the future and waste

<sup>1</sup> <http://www.legislation.gov.uk/uksi/2011/988/contents/made>

collection and management will be seen as a key area for saving money. However, this is not likely to be straightforward because of the challenges outlined above and the fact that transporting and disposing of waste is likely to get more expensive in the future.

These challenges mean that the current situation is unsustainable and we need to look at new ways of working together to reduce costs and increase performance whilst still providing a high quality service to Surrey residents.

### 3 Aim and targets

Surrey is already a high performing county but we can and must continue to improve in order to succeed against the challenges described above. We have therefore adopted the following ambitious aim for this strategy: **To be the leading county area in England for waste management.**

But what makes a leading county area for waste management? There are several performance indicators that we can use to define this, and we think that the most suitable of these are as follows:

**Household waste per person** - By far the best way to manage waste is to prevent it occurring in the first place (see Figure 7). This indicator shows how much waste we produce each year as individuals and therefore how much we need to focus on reducing our waste. Rather than using a specific target (expressed as kg/person/year), we think that it is fairer to use a relative target, i.e. comparing Surrey to other authorities. This is because household waste per person is affected by factors outside of our control, such as the state of the economy, and as all other counties will be subject to these factors too, it is a fair way of monitoring performance.

**Recycling and recovery rate** - Rather than using the standard recycling rate metric, as described in Section 2, we think that a more suitable indicator takes into account both recycling and the recovery of certain materials<sup>2</sup> where recovery is preferable to recycling. The indicator that we are using is about 'doing the right thing' with each material and managing it as far up the waste hierarchy (see Figure 7) as reasonably possible, e.g. recovering energy from wood waste that is not clean enough for recycling.

The standard recycling indicator<sup>3</sup> has been subject to changes by the government, including a ban on recycling street-swept leaves, and could be changed again in the future. By using a new indicator that we have control over, we can keep it the same during the strategy period so that it remains a valid way of assessing our performance.

**Percentage of waste sent to landfill** - Landfill is the least favourable way of managing waste and we want to minimise landfill as much as possible by complying with the waste hierarchy (Figure 7). This indicator will help to show how successful we have been at doing this.

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<sup>2</sup> Street sweepings and non-clean wood waste

<sup>3</sup> National Indicator 192

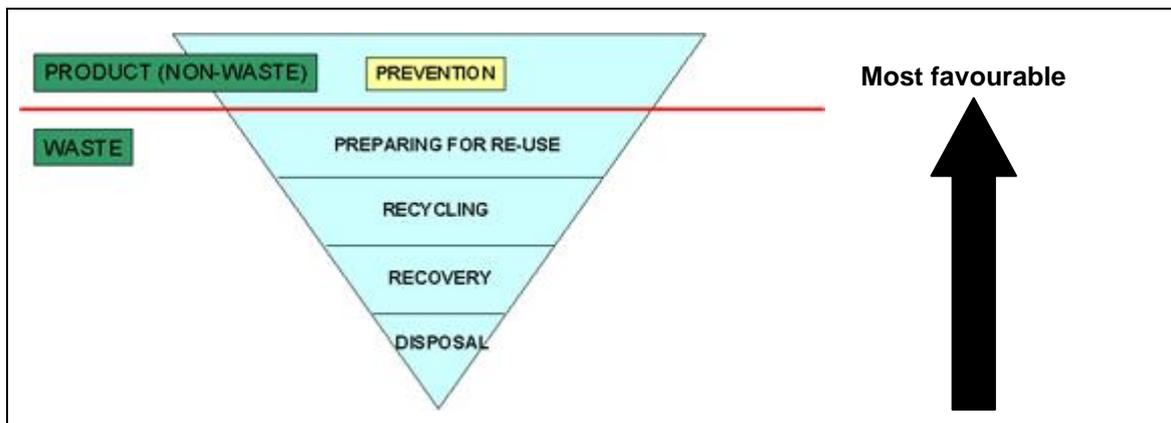


Figure 7: The waste hierarchy.

**Cost of waste management per household** - As Section 2 shows, waste is very expensive to manage and there is currently a strong imperative for local government to reduce its costs. This indicator will show us how well we are controlling the cost of waste for the average Surrey household.

‘The leading county area for waste management’ will perform well against all of the above indicators. However, it does not necessarily have to be the best in the country for each indicator as this may not be possible due to differences in geography. For example a rural county area is likely to have a high cost per household because houses are widely spaced which make collections less efficient.

We have looked at the performance of other county areas and assessed Surrey’s potential for improvement given its local constraints. From this we have developed targets against each indicator which are shown in Table 1.

Table 1: Strategy targets

#	Indicator	2013/14 performance	2019/20 target
1	Total household waste and recycling per person	Quartile 3 (463 kg/person)	Quartile 1
2	Recycling and recovery rate <sup>4</sup>	59%	70%
3	Percentage of municipal waste sent to landfill	11%	0%
4	Cost of waste management per household	£158	No increase from 2013/14

The targets in Table 1 are to be achieved by the end of the year 2019/20 which is the middle year of the strategy period. They will be reviewed in 2019/20 for the remainder of the strategy period up to 2024/25.

<sup>4</sup> Based on National Indicator 192 calculation methodology, plus recovered street sweepings and recovered wood waste

## 4 Core values

In order to achieve our aim and meet our targets, we must deliver the work which is described in the sections below. To ensure that we do this effectively we have produced the following core values which we will always consider when undertaking our work:

### **Meeting the future needs of communities**

We will ensure that the actions deliver a high quality service to everyone in our communities, both now and in the future. Past disposal routes such as landfill have resulted in long term environmental impacts and costs. This strategy is designed to avoid such issues for future generations.

### **Working in partnership**

We will seek to work with the right partners from the public, private and community sectors that can help us to achieve our aim. This will include work with government and the private sector to reduce the quantity of materials entering the waste stream and work with the community sector to develop comprehensive systems of reuse.

As SWP partners, we must also work effectively with each other. To help us do this, we will work together more collaboratively, making more joint decisions and sharing budgets where feasible.

### **Best value to residents**

We will seek to provide the best value to our residents through delivering waste management services that are both high quality and cost effective. We will work hard to continually improve the efficiency, effectiveness and cost of the services we provide.

### **Sustainable environment, society and economy**

We will apply the principles of sustainable development. This takes into account three 'pillars' - our environment, society and the economy<sup>5</sup>. The development of our waste services will seek to protect our environment, support the wellbeing of Surrey's residents and benefit our economy, both now and in the future.

### **Treat waste as a resource**

Traditionally waste has been viewed as something to be discarded. However, in line with national government policy we want to move towards a future where waste materials are fully valued, financially and environmentally. It means we reduce, reuse and recycle all we can, and throw things away only as a last resort.

### **Innovative thinking**

We will develop new and innovative approaches to improve waste management. As part of this, we will move away from a culture of trying to solve our 'waste problem', towards positioning ourselves as suppliers of valuable commodities and fuel.

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<sup>5</sup> Guiding Principles for Sustainable Development, DEFRA



Figure 8: Our core values

## 5 Objectives

We have set a challenging and ambitious aim for this strategy. To achieve this, the following high level objectives set out what we are going to do:

**High quality service:** We will provide a high quality service that residents and businesses like, understand and use to its full potential.

**Work with others:** We will work innovatively with product manufacturers, community groups, other local authorities and the waste management companies to improve how we manage waste.

**Maximise value:** We will encourage and enable residents to deliver waste materials in the best way, then we will sustainably manage these materials to obtain maximum value.

## 6 Actions and outcomes

This section takes the objectives above and breaks them down further into work areas containing specific actions. These actions are detailed and represent the views of our officers, elected members, residents and other industry stakeholders on how to improve the management of Surrey’s waste.

The actions are shown in the tables below. Each action is accompanied by one or more ‘outcomes’ which are measurable indicators that will be used to show if the action has been achieved or not. The successful delivery of the actions will help to achieve this strategy’s targets. To demonstrate how each action relates to the targets, the third column in each table gives the numbers of the targets which will be most influenced.

These actions will be taken by each partner and turned into operational plans, which can then be delivered on the ground.

## 6.1 High quality service

Work area 1: In order to deliver a high quality service, we must take the views of residents including those with protected characteristics, and businesses into account. We will do this by:

#	Action	Outcomes	Contributes to target #	Who?
1	Regularly producing customer service surveys to find out what the barriers are to improving waste management and how we can improve the quality of the information that we provide	<ul style="list-style-type: none"> <li>Periodic and targeted customer service surveys for waste management are produced and analysed at least once every three years.</li> </ul>	1,2,3,4	All partners
2	Providing simple, accessible and effective communication routes to give feedback	<ul style="list-style-type: none"> <li>A question on the ease of accessibility of information is included in the above surveys</li> </ul>	1,2,3,4	All partners

Work area 2: Residents and businesses need to understand their role in waste management so that they feel engaged in the process and participate fully. We will make sure that residents including those with protected characteristics, and businesses understand their role in improving waste management by:

#	Action	Outcomes	Contributes to target #	Who?
1	Telling residents and businesses why it is important to reduce their waste and how they can do it	<ul style="list-style-type: none"> <li>Include waste reduction as part of the county-wide communications campaigns described in Work area 7</li> </ul>	1,4	All partners
2	Providing all new residents with full information about their waste and recycling service	<ul style="list-style-type: none"> <li>Information packs for new residents based on a best practice standardised format have been produced and are being issued to all new residents by 1 January 2016</li> </ul>	1,2,3,4	All WCAs
3	Engaging with specific residents and businesses that do not present recyclables for collection, or present contaminated recyclables for collection to understand their barriers to recycling and help overcome them	<ul style="list-style-type: none"> <li>Each authority has a local procedure in place for following up contaminated collections by 1 January 2016</li> <li>Each authority sees a year-on-year reduction in rate of contaminated recycling bin rejections</li> </ul>	1,2,3,4	All WCAs

#	Action	Outcomes	Contributes to target #	Who?
4	Publishing a charter each year showing residents and businesses where their waste and recycling is being sent for treatment	<ul style="list-style-type: none"> <li>An annual charter is issued on the SWP website by July each year</li> </ul>	1,2,3,4	SWP manager

## 6.2 Work with others

Work area 3: We must engage with our communities to ensure they have sufficient support to improve waste management. We will support communities by:

#	Action	Outcomes	Contributes to target #	Who?
1	Engaging with and empowering volunteer and community groups	<ul style="list-style-type: none"> <li>A partnership community engagement plan is produced by 1 January 2016 and is kept under annual review</li> <li>The community engagement plan includes actions that add social value to communities</li> </ul>	1,2,3,4	SWP manager

Work area 4: Working more effectively with other local authorities can improve performance and reduce costs due to economies of scale. We will work with other local authorities, both inside and outside of Surrey, to:

#	Action	Outcomes	Contributes to target #	Who?
1	Get better deals for goods and services e.g. new collection vehicles	<ul style="list-style-type: none"> <li>Waste management related contracts, products and services are procured jointly unless deemed impractical after consultation with other partners</li> </ul>	4	All partners
2	Get better deals for contracts from waste management companies for collecting and/or managing our waste	<ul style="list-style-type: none"> <li>The end dates of new waste management contracts are synchronised across similar contracts let by other SWP authorities to maximise opportunities for future joint procurement</li> <li>The costs of waste products and services reduce each year after the impact of inflation has been taken into account.</li> </ul>		

Work area 5: In Surrey, we work closely with the private sector in order to deliver some of our waste management services, but we could work together more effectively. We will work with the private sector companies that process our waste to:

#	Action	Outcomes	Contributes to target #	Who?
1	Clearly agree with reprocessors on what materials can be recycled, and pass on this information to our residents and businesses	<ul style="list-style-type: none"> <li>MRF and reprocessor input contamination rates are checked quarterly by each authority and show a year-on-year reduction</li> </ul>	2,3,4	All partners
2	Make sure that both the Surrey taxpayer and the reprocessor get the best deal possible from selling the recyclables that we produce	<ul style="list-style-type: none"> <li>Soft market testing is done on each material stream at least twice a year</li> <li>If prices are significantly worse than the market price, corrective action is taken where possible within the constraints of the contract</li> </ul>	4	All partners

Work area 6: The waste materials that Surrey produces are a large and valuable resource. We will use our influence as a major supplier of materials to:

#	Action	Outcomes	Contributes to target #	Who?
1	Lobby product manufacturers and retailers to design household products that minimise waste and are easy to recycle	<ul style="list-style-type: none"> <li>The SWP is represented at all relevant forums and is in attendance at all relevant events involving waste authorities and product manufacturers</li> </ul>	1,2,3,4	SWP manager
2	Lobby central government to develop legislation that facilitates the reduction of waste and increases high quality recycling	<ul style="list-style-type: none"> <li>SWP has provided a unified response to all relevant government consultations regarding waste management</li> <li>SWP actively lobbies central government on key matters</li> </ul>	1,2,3,4	SWP manager

### 6.3 Maximise value

Work area 7: By reducing the amount of waste produced by residents and maximising the proportion that is recycled, we can obtain more valuable recyclable materials and help the environment. We will do this by:

#	Action	Outcomes	Contributes to target #	Who?
1	Enabling residents to recycle any material where it is environmentally and financially beneficial to do so - at home, at community recycling centres and on the go	<ul style="list-style-type: none"> <li>Waste hierarchy assessments take place as part of Waste Regulations compliance assessments (see Work area 10). These will determine if it is viable to recycle new materials.</li> </ul>	2,3,4	All partners
2	Ensuring controls are in place so that all new developments have sufficient space for waste and recycling containers	<ul style="list-style-type: none"> <li>Each new development in a WCA's area has sufficient space for all recycling containers necessary to provide the full collection service</li> </ul>	2,3,4	All WCAs
3	Increasing the proportion of bulky waste that is reused and recycled	<ul style="list-style-type: none"> <li>Each authority reuses and recycles at least 30% of bulky waste in 2016/17 and 40% in 2017/18</li> <li>Each authority undertakes reuse and recycling using the community sector wherever possible</li> </ul>	2,3	All partners
4	Providing residents with as much capacity (bin space) for recycling as they need. This excludes garden waste which is chargeable throughout Surrey.	<ul style="list-style-type: none"> <li>All WCAs provide free unlimited capacity for recycling (excluding garden waste) by 1 October 2015</li> </ul>	2,3,4	All WCAs
5	Reducing capacity for non-recyclable waste at the kerbside, to encourage residents to minimise their waste and use recycling bins	<ul style="list-style-type: none"> <li>All WCAs are enforcing policies for no side-waste and closed lids on residual bins by 1 October 2015</li> <li>Each WCA has provided each households with no more than 360 litres of residual waste capacity per month as standard by the end of each WCA's bin stock life or by 1 April 2020, whichever is sooner</li> </ul>	1,2,3,4	All WCAs

#	Action	Outcomes	Contributes to target #	Who?
6	Regularly identifying where and how recycling can be increased	<ul style="list-style-type: none"> <li>• A high level annual assessment identifying recycling rates for individual materials is produced by SWP for each partner authority</li> <li>• From 1 April 2015, the WDA undertakes assessments at least once a quarter of recycling rates for each material at each CRC and identifies priority areas and improvement options</li> <li>• From 1 April 2015, all WCAs undertake assessments at least once a quarter, of: <ul style="list-style-type: none"> <li>○ MRF and reprocessor input contamination rates to determine what the contaminants are</li> <li>○ Containers that are rejected because of contamination and where the problem areas are</li> <li>○ Recycling rates at the individual round level to identify areas with high and low recycling rates</li> </ul> </li> <li>• All WCAs undertake assessments of participation rates using the latest guidance and identify where problem areas are</li> <li>• Results of the above assessments are reported to SWP and summarised twice annually at the meetings</li> </ul>	N/A	All partners
7	Using targeted communication campaigns to increase recycling in the priority areas (identified by the six monthly analyses above)	<ul style="list-style-type: none"> <li>• Measured improvements in priority areas for the above indicators</li> </ul>	1,2,3,4	All partners
8	Publicising any changes to collection services with clear and comprehensive information	<ul style="list-style-type: none"> <li>• SWP communications guidance is used to provide clear communications</li> <li>• Each campaign performs well when evaluated using the SWP monitoring and evaluation template</li> </ul>	1,2,3,4	All WCAs

#	Action	Outcomes	Contributes to target #	Who?
9	Making communications campaigns more consistent across the county in order to increase their efficiency and maximise their impact	<p>From 1 April 2015:</p> <ul style="list-style-type: none"> <li>• Have agreed a timetable for county-wide communications campaigns</li> <li>• Use 'Recycle for Surrey' branding on all communications</li> <li>• Abide by SWP guidance for consistency in local service communications</li> <li>• Use the SWP template for monitoring and evaluating communications campaigns</li> </ul>	1,2,3,4	All partners

Work area 8: We want our recyclable material to be as good quality as possible so that it can be turned into high quality products. We will maximise the quality of our recyclable materials by:

#	Action	Outcomes	Contributes to target #	Who?
1	Not collecting recycling containers containing contaminating waste materials, with clear information given to the affected resident as to why, and how they can reduce contamination in future	<ul style="list-style-type: none"> <li>• Annual reductions in MRF and reprocessor input contamination rates</li> <li>• All WCAs provide regular training to crews on managing contamination by 1 January 2016</li> </ul>	4	All WCAs

Work area 9: We will get the best deals for all waste materials that we manage by:

#	Action	Outcomes	Contributes to target #	Who?
1	Collecting the same materials in the same way across Surrey	<ul style="list-style-type: none"> <li>• At the end of each WCA's materials management contract for each material, or by 1 April 2020, whichever is sooner all WCAs will collect and present each household material stream in the same way</li> <li>• At the end of each WCA's bin stock life or by 1 April 2020, whichever is sooner, all WCAs will have an agreed form of consistent colour coding for their bins (for example bin bodies, or bin lids, or bin stickers).</li> </ul>	2,3	All WCAs

#	Action	Outcomes	Contributes to target #	Who?
2	Pooling and centrally managing all the material from each waste stream in Surrey, using economies of scale to attract the best possible prices	<ul style="list-style-type: none"> <li>Each material waste stream is being centrally managed for all authorities once existing contracts have expired, if not before</li> </ul>	4	All partners
3	Investing in developing waste management infrastructure as appropriate, to give us more control over how materials are managed and help us ensure that we are getting the best deal environmentally and financially	<ul style="list-style-type: none"> <li>An options appraisal for developing infrastructure for at least dry recyclables and textiles has been undertaken by 1 July 2015</li> </ul>	4	SCC

Work area 10: The way in which we collect waste is controlled by the Waste (amendment) Regulations 2011, which aims to promote high quality recycling and move us towards becoming a recycling society. Abiding by the regulations will help ensure that we collect waste in a way that is sustainable and provides best value. We will make sure that we are doing this by:

#	Action	Outcomes	Contributes to target #	Who?
1	Testing all of our collection systems against the requirements of the law and in particular assessing their cost and environmental impacts to make sure that they are compliant.	<ul style="list-style-type: none"> <li>A Waste Regulations compliance assessment is undertaken and documented (at the individual authority level) whenever changes are proposed regarding <ul style="list-style-type: none"> <li>The availability of recycling techniques and accessible facilities for materials that are currently difficult to recycle.</li> <li>The cost of vehicles.</li> <li>The cost of staff, value of recyclables and the costs of energy recovery or disposal.</li> <li>Collection, treatment or vehicle contracts coming to an end.</li> </ul> </li> </ul>	4	All partners

Work area 11: Some of our WCAs already collect commercial waste, which they are allowed to charge for. This is a valuable income stream to them which helps to offset other waste management costs. We will generate more income from commercial waste by:

#	Action	Outcomes	Contributes to target #	Who?
1	Using existing collection vehicles and waste infrastructure to offer commercial waste collections across the county where financially viable	<ul style="list-style-type: none"> <li>Each authority has been involved in an options appraisal exercise for creating or expanding commercial waste collections by 1 April 2016</li> <li>Offer a commercial waste service at community recycling centres by 1 April 2016</li> </ul>	4	All partners
2	Offering commercial waste collection services that are excellent quality and competitively priced	<ul style="list-style-type: none"> <li>Commercial waste collection prices are set at least annually by each partner at a level that is fair for customers and Surrey tax payers</li> <li>The size of the each partner's customer base and level of customer retention is assessed at least annually</li> <li>Each partner's customer base increases each year and customer retention levels do not decrease</li> </ul>	4	All partners
3	Making sure that businesses do not dispose of their waste through household waste services	<ul style="list-style-type: none"> <li>Collection crews are trained to identify and report commercial waste abuse by 1 January 2016</li> <li>Where household and commercial waste are collected together, an accurate and robust method will be used to calculate the proportions of each</li> <li>Cost effective measures to avoid commercial waste abuse at CRCs are implemented at all sites and monitored and recorded at least quarterly</li> </ul>	1,4	All partners

Work area 12: It is important that we do not forget about our existing arrangements for collecting and managing our waste. We will continually improve these by:

#	Action	Outcomes	Contributes to target #	Who?
1	Scrutinising existing arrangements regularly to identify opportunities for service improvement and cost savings	<ul style="list-style-type: none"> <li>All contract monitoring frameworks involve constant scrutiny of performance and savings opportunities</li> <li>Key performance indicators for all contracts/arrangements are compared against peer authorities at least annually</li> </ul>	2,3,4	All partners
2	Making sure that our CRC network is optimised to provide a good service to residents whilst extracting maximum value from materials	<p>By 1 April 2016 options have been assessed for:</p> <ul style="list-style-type: none"> <li>Charging for non-household waste</li> <li>Reducing opening days and/or hours</li> <li>Closing sites that are inefficient and can not be improved</li> <li>Selling reusable materials either on or off site</li> </ul>	4	SCC
3	Diverting our residual waste from landfill	<ul style="list-style-type: none"> <li>All residual waste is diverted from landfill by 2019/20</li> </ul>	3,4	SCC
4	Improving our understanding of the total cost of managing waste and recycling in Surrey	<ul style="list-style-type: none"> <li>A SWP cost assessment is undertaken by the end of each calendar year</li> <li>The cost capturing methodology is assessed annually prior to the assessment</li> </ul>	4	SWP Manager

## 7 Plan for delivery

### 7.1 Responsibilities

All SWP authorities have agreed to work together to deliver the actions of this strategy that are laid out above. The final column in each table says who is responsible for delivering each action. Where a partner has already achieved an action, they are responsible for helping other partners to do the same by providing advice and support.

Each partner will need to develop an operational plan which delivers the actions of the strategy. Partners will not be asked to submit their plans, but instead will be evaluated against the strategy's actions and outcomes as part of the annual performance review.

Working on behalf of SWP, the SWP manager is responsible for encouraging partners to deliver the strategy. They will monitor the performance of each partner closely and identify any actions that are at risk of not being delivered. They will then provide the necessary level of support to maximise the chances of successful delivery. Each partner should respect the SWP manager's position and offer them as much assistance as possible as they undertake the role.

### 7.2 Monitoring and evaluation process

The strategy has been set up so that each action has measurable outcomes attached to it which will help us to successfully monitor performance. The SWP manager will produce an annual review which will assess performance against each action and report on progress towards each target. This review will be in the form of a report that is presented to the SWP officer and Members' group meetings for discussion.

### 7.3 Revision process

This strategy's duration is ten years so that it terminates at the same time as SCC's waste disposal contract. It will be revised at the half way point - in the year 2019/20, and at the end - in 2024/25. However we recognise that both the strategy's targets and actions can quickly become outdated and need to be adjusted more regularly than once every five years. We will update the targets four times during the strategy period (as part of each revision and half way between each revision). The actions are quite specific, so we will update these every year as part of the annual performance review. The revision process is summarised in Table 2.

Table 2: Revision timetable - active years are shaded green

Year	Revision of targets	Revision of actions	Full strategy revision
2014/15			
2015/16			
2016/17			
2017/18			
2018/19			
2019/20			
2020/21			
2021/22			
2022/23			
2023/24			
2024/25			

## **8 Glossary of terms**

### **Anaerobic Digestion**

Anaerobic Digestion systems use natural processes to break down food wastes in the absence of oxygen to produce methane gas, which can be used as a fuel for the production of electricity.

### **Bring site**

A bring site or bring bank is a localised collection point for recyclables such as glass, paper, cans, etc.

### **Bulky waste**

Waste is considered 'bulky' if it weighs more than 25kg or any item that does not fit into the householder's bin; or if no container is provided, a cylindrical receptacle of 750mm in diameter and 1m high.

### **Community Recycling Centres (CRCs)**

Sites operated by SCC where residents within a specified area can dispose of their household waste, in particularly bulky waste, free of charge.

### **Commercial waste**

Commercial waste arises from premises used for trade, business, sport, recreation or entertainment, but excluding household and industrial waste.

### **Community sector**

Also known as the voluntary or third sector, it includes organisations that are not-for-profit and non-governmental that undertake a duty of social activity, usually charities and non-charitable voluntary bodies.

### **Composting**

The degradation of organic wastes in the presence of oxygen to produce a fertiliser or soil conditioner. This can either be an enclosed process (in-vessel) or operated as an 'open windrow' process.

### **Contamination rates**

The amount of presented material that cannot be recycled as a proportion of the total amount of material that can be recycled at a MRF or other reprocessor.

### **Contaminated recycling**

Material found in the recycling waste stream that cannot be recycled and affects the quality and value of the other material.

### **Dry recyclables**

Materials such as paper, metals, plastics and glass that can be collected through kerbside schemes or bring banks.

### **The Environment Agency (England and Wales)**

The Environment Agency for England was formed by the Environment Act 1995 to regulate emissions of and pollutants to air, land and water. The Agency's main role in the

management of waste is through its regulatory activities to protect the environment and human health.

### **Green waste**

Vegetation and plant waste from household gardens and public parks and gardens.

### **Hazardous waste**

Defined in the Landfill Regulations as any waste defined in Article 1 (4) of Directive 91/689/EEC on hazardous waste.

### **Household waste**

Waste from domestic properties including waste from CRCs, material collected for recycling and composting, plus waste from educational establishments, nursing and residential homes and hostels, caravan parks, self-catering accommodation, prisons, places of worship, public meeting premises and street cleansing waste.

### **Kerbside collection**

Any regular collection of recyclables from households and from commercial or industrial premises. It excludes collection services requested on demand.

### **Landfill sites**

Landfills are areas of land in which waste is deposited, which often consist of disused quarries. In areas where there are limited, or no ready-made voids, the waste is deposited above ground and the landscape is contoured. This is known as land raising.

### **Market testing**

Researching the cost of providing a new service or service change in current market conditions.

### **Material Reclamation Facility (MRF)**

A place where mixed dry recycling is separated into its constituent parts - e.g. paper, card, cans, glass - usually by a mixture of specialised machines and manual sorting, before being sent elsewhere to be recycled into new products. Also sometimes known as a Materials Recycling Facility or Materials Recovery Facility.

### **Municipal waste**

This includes all waste under the control of local authorities or agents acting on their behalf. It includes all household waste, street litter, waste delivered to council recycling points, municipal parks and garden wastes, council office waste, civic amenity site waste, and some commercial waste from shops and smaller trading estates where local authority waste collection agreements are in place.

### **National Indicators**

Introduced on 1 April 2008, National Indicators were the only set of indicators on which central government performance managed local government. These were withdrawn in 2011, however local authorities are still obliged to report waste data and their performance against each indicator is still calculated.

**Participation rates**

The proportion of households that take part in a collection scheme at least once in a defined period of time, usually over three collection opportunities.

**Recycling**

Recycling involves the reprocessing of waste material, either into the same product or a different one. Many nonhazardous wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled.

**Recovery (other recovery)**

The 2013 waste management plan produced by the Department for Environment, Food and Rural Affairs (Defra) says that 'other recovery' includes anaerobic digestion, incineration with energy recovery, gasification and pyrolysis which produce energy (fuels, heat and power) and materials from waste and some backfilling operations.

**Reduction (prevention or minimisation)**

Making less waste in the first place. Waste reduction can be accomplished through reviewing the production processes so as to optimise utilisation of raw (and secondary) materials and recirculation processes. This may lower disposal costs and the usage for raw materials and energy. Also householders can reduce waste by reusing products and buying goods with reduced packaging.

**Rejects**

Material that cannot be recycled or recovered by the reprocessor.

**Reprocessor**

A company that recycles or recovers waste.

**Residual waste**

Waste that has not been re-used, recycled or composted.

**Re-use**

The commercial sector can re-use products a number of times, such as re-usable packaging. Householders can buy refillable containers, re-use plastic bags, or donate bulky items such as furniture to re-use organisations. Re-use contributes to sustainable development and can save raw materials, energy and transport costs.

**Side waste**

Additional waste presented outside the container for collection e.g. an extra bag of rubbish left by your refuse bin.

**Social value**

A process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits to society and the economy, whilst minimising damage to the environment.

**Sustainable development**

Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable development, as defined by UK

Government [Defra. Securing the Future: delivering UK sustainable development strategy, March 2005], is the integration of social, economic and environmental objectives.

### **Waste Hierarchy**

The Waste Hierarchy, introduced by the EU Waste Framework Directive, is an abstract framework that prioritises the options for waste management. It represents a sliding scale starting with the most sustainable option (reduction) and ending with the least sustainable option (disposal):

- reduction;
- re-use;
- recovery (i.e. recycling, composting and energy recovery); and
- disposal.