A Strategy for dealing with Eastern Surrey’s municipal waste

2003

This strategy was adopted by the District Councils on the following dates:

Mole Valley District Council
Environment Committee 11th March 2003.

Reigate & Banstead Borough Council

Tandridge District Council
# Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Summary</td>
<td>5</td>
</tr>
<tr>
<td>Action Plan</td>
<td>7</td>
</tr>
<tr>
<td><strong>Introduction</strong></td>
<td>9</td>
</tr>
<tr>
<td>Context of the Strategy</td>
<td></td>
</tr>
<tr>
<td>Background</td>
<td>11</td>
</tr>
<tr>
<td><strong>Audit of Current Situation</strong></td>
<td>13</td>
</tr>
<tr>
<td>Existing Planning Policy</td>
<td></td>
</tr>
<tr>
<td>Existing collection regimes, costs and facilities</td>
<td>13</td>
</tr>
<tr>
<td>Commitments</td>
<td>14</td>
</tr>
<tr>
<td>Amount of waste and recyclables collections by type and District</td>
<td>15</td>
</tr>
<tr>
<td>Disposal of residual waste</td>
<td>15</td>
</tr>
<tr>
<td><strong>Legislative Requirements and Government Guidance</strong></td>
<td>17</td>
</tr>
<tr>
<td>General principles and targets</td>
<td></td>
</tr>
<tr>
<td>Targets - Statutory Performance Standards for Household Waste Recycling and Composting</td>
<td>17</td>
</tr>
<tr>
<td>Implications and Assumptions</td>
<td>18</td>
</tr>
<tr>
<td><strong>Assumptions on Future Waste Generation</strong></td>
<td>20</td>
</tr>
<tr>
<td>Strategy Principles</td>
<td>20</td>
</tr>
<tr>
<td>Future Growth Rates</td>
<td>20</td>
</tr>
<tr>
<td>Forecast Amount of Waste Arisings in Eastern Surrey</td>
<td>21</td>
</tr>
<tr>
<td>Targets for each element in waste hierarchy</td>
<td>22</td>
</tr>
<tr>
<td>Recycling Composition</td>
<td>23</td>
</tr>
<tr>
<td><strong>Action Plan</strong></td>
<td>24</td>
</tr>
<tr>
<td>Type of facilities/technologies required</td>
<td>24</td>
</tr>
<tr>
<td>Appropriate collection and disposal regimes</td>
<td>29</td>
</tr>
<tr>
<td>Timescales and phasing</td>
<td>31</td>
</tr>
<tr>
<td>Financial issues</td>
<td>32</td>
</tr>
<tr>
<td>Conclusion</td>
<td>33</td>
</tr>
<tr>
<td><strong>Jargon Buster</strong></td>
<td>34</td>
</tr>
</tbody>
</table>

N.B. Appendices 1 to 5 are available in a separate document.
Executive Summary

Introduction
This Strategy has been prepared to provide a framework for action by Mole Valley District Council, Reigate & Banstead Borough Council and Tandridge District Council and their partners, residents and businesses, to minimise the growth of municipal waste arisings and to re-use, recycle and recover municipal waste. It is intended to complement and influence the preparation of the joint Surrey Municipal Waste Management Strategy and the review of the Surrey Waste Local Plan and build on the high levels of recycling achieved locally.

A number of stakeholders were consulted on the principles behind this strategy in 2001, and the draft strategy was the subject of public consultation at the end of 2002.

Audit of Current Situation
Planning policies at the national, regional and local levels set out the policy context for sustainable waste management.

The three Districts existing collection regimes, costs and facilities are summarised, together with the current local commitments to minimisation, re-use, recycling and composting.

The total amount of waste collected from households in all three Districts in 2000/01 was 111,072 tonnes, and 19,705 tonnes of recyclables. The major portion is landfilled within Eastern Surrey, but there is a shortfall in non-inert disposal landfill capacity in Surrey as a whole.

Legislative Requirements and Government Guidance
The National Waste Strategy 2000 details the way waste is to be managed in England and Wales up to 2020. There are national targets for the amount of biodegradable municipal waste which is landfilled, the amount of household waste recycled/composted, and the amount of municipal waste from which value is recovered. Local authorities will be required to set out the framework for a fully integrated management system in a joint countywide Municipal Waste Management Strategy with other WCAs and the WDA, as well as publish Recycling Plans and Best Value Performance Indicators.

The Government has set statutory performance standards for household waste recycling and composting for each local authority for 2003/04 and 2005/06. The three Districts are aspiring to meet or exceed their targets, based on the assumption that some green waste collection will be necessary, on an 80% participation rate and on a 50% capture rate.
Assumptions on Future Waste Generation

This strategy follows four principles, supported by stakeholders – minimisation; composting, recycling and re-use; seeking an alternative to incineration for dealing with residual waste; and monitor and review.

Based on these principles and the advice of consultants, a scenario of 1% growth per annum continuous is adopted. The target tonnages for waste reduction, recycling, composting and recovery which must be achieved over the period of the strategy are presented, together with the breakdown of recyclables. These figures identify potential areas for future action which are carried forward into the action plan.

Action Plan

The Action Plan sets out preferred actions, including facilities for the Eastern Surrey situation, namely the provision of one MRF to serve the three districts and a composting facility in each district. For the short to medium term, the Districts wish to continue to directly use the existing local landfill sites or via a suitable transfer station to dispose of residual waste, whilst aspiring to meet or exceed the Government’s statutory performance standards. If it is constructed, there may also be scope to use the proposed Energy from Waste plant at Capel for the disposal of residual waste. A review of progress and of alternative technologies to serve the three districts in the longer term would be undertaken in 5 years time, with elements of the strategy reviewed annually. The implications of the strategy for the existing household collection and recycling bring systems are considered, as well as for Civic Amenity sites. Businesses are also being encouraged to minimise, re-use and recycle waste.

The strategy identifies the estimated additional implementation costs for the Councils (excluding any capital costs and their revenue implications) and potential sources of funding. Community groups will be encouraged to participate in re-use, recycling and composting initiatives, including the attraction of additional funding.

A “Jargon Buster” at the end explains technical terms, and a separate background document includes Appendices with background information and data.
Action Plan

The three Eastern Surrey Waste Collection Authorities will seek to carry out the following actions.

Waste Minimisation and Packaging

- Promote minimisation, particularly with SWM, working together to change attitudes and lifestyles.
- Encourage home composting by subsidising composting bins and providing advice.
- Set up an education and information programme to accompany initiatives.
- Urge Government to increase initiatives on producer responsibility for packaging and packaging minimisation, including support for taxation or other legislative measures.
- Urge supermarket groups to increase use of biodegradable packaging, address excessive use of plastic bags and urge other retailers to recycle packaging of bulky goods delivered to the home.
- Liaise with local and national groups to establish current minimisation initiatives and support these actions.

A Materials Recovery/Recycling/Reclamation Facility (MRF)

- Secure appropriate MRFs to receive a range of recyclables.
- Investigate shared use of MRFs in and outside Eastern Surrey with other adjoining authorities.

Development of markets

- Urge Government to increase initiatives on expanding markets for secondary materials.
- Investigate markets for Eastern Surrey recyclate.
- The three Districts to develop Green Procurement strategies.

Composting

- Secure a composting facility in each District to receive green waste in the medium to long term.
- Set up an education and information programme to accompany initiatives.
- Investigate shared use of composting facilities in and outside Eastern Surrey with other adjoining authorities.
Residual waste

- Continue to utilise directly existing local landfill sites or via a suitable transfer station in the short to medium term.
- Support the provision of local facilities for the disposal of residual waste in the longer term, which are operationally and environmentally proven, viable and competitive.

Appropriate collection and disposal regimes

- Learn from others about best practice collection regimes.
- Investigate the possibility of commonality of approach in collection regimes.
- Keep under review the need for additional recycling bring banks.
- Encourage through the planning system the provision of recycling bring banks as part of major new development proposals.
- Investigate ways to make bring banks more productive.
- Work with Surrey County Council to review the number and role of CA sites and maximise re-use and recycling opportunities.
- Encourage businesses to minimise, re-use and recycle waste, and work with SCC to address the problem of commercial waste ‘creep’.

Timescales and Phasing

- Concentrate on minimising the growth of waste and increasing composting, recycling and re-use.
- Aspire to meet or exceed the Government’s statutory performance targets.
- Assess the impact of minimisation and recovery initiatives on waste arisings in Eastern Surrey in 5 years time.
- Consider the impact of any future legislative requirements in the implementation and/or a review of the strategy.

Costs

- Investigate sources of funding for new initiatives and facilities.
- Seek clarification of SCC’s contract regarding funding and partnership opportunities.
- Encourage community groups to participate in re-use, recycling and composting initiatives, including the attraction of additional funding.
Section 1- Introduction

Introduction

Context of the Strategy

1.1 Mole Valley, Reigate & Banstead and Tandridge District Councils are responsible for the collection of municipal waste in Eastern Surrey, as Waste Collection Authorities (WCAs). This includes all household waste, street cleaning waste and some waste from shops and offices. The final disposal of the waste collected by the three Councils is the responsibility of Surrey County Council.

1.2 This Strategy has been prepared to provide a framework for action by the three District Councils and their partners, residents and businesses, to minimise the growth of municipal waste arisings, to re-use, recycle and recover municipal waste in the short to medium term, and to reduce the amount of residual waste going to landfill. It is intended to complement and influence the preparation of the wider joint Municipal Waste Management Strategy (MWMS) for Surrey and the review of the 1997 Surrey Waste Local Plan, and also complement the Mole Valley Local Waste Management Strategy 2002/09.

1.3 The Eastern Surrey strategy does not address the disposal of residual waste or deal with commercial and industrial waste. However, it is recognised that commercial and industrial waste represents significant volumes in the wider waste picture and in some cases enters the municipal waste stream, therefore there may be opportunities to address the later issue as part of this strategy. The strategy outlines the scope for joint working in Eastern Surrey.

1.4 The Councils intend to lead by example and continue to work closely with Surrey County Council (SCC), as the Waste Disposal Authority (WDA), and their contractor Surrey Waste Management (SWM).

1.5 The following diagram aims to put into context the relationship this strategy and the Districts have with other authorities and strategies.
1.6 The Eastern Surrey Waste Collection Authorities wish to:

- Meet and if possible exceed the statutory recycling targets as set out in Government guidance
- Contribute indirectly to meeting the national recovery and landfill targets
- Ensure that as much waste as possible is disposed at the highest level possible of the waste hierarchy i.e. reduction, re-use, recycling and composting
- Ensure that all municipal solid waste (MSW) generated in Eastern Surrey is disposed in Eastern Surrey or as close as possible to the origin of the waste
- Adopt at all times the Best Practicable Environmental Option (BPEO) and Best Available Technique (BAT)
- Increase public awareness of all waste issues.

1.7 This document is a draft strategy, which is the subject of full public consultation, with a view to adoption by the three District Councils.

1.8 The Strategy contains a number of technical terms and abbreviations which need explanation. The first time such terms appear they are set out in full in **bold type** and an explanation may be found in the “Jargon Buster” at the end. The strategy also contains figures for Eastern Surrey which are totals/averages of the three District’s figures, and do not represent commitments to Eastern Surrey targets as such. The breakdown of these figures by District is shown in the Appendices in the Background Document, along with other detailed matters, which is available separately.
Section 1- Introduction

Background

1.9 In the past waste disposal in Surrey has been characterised by the deposit of unsorted untreated waste in former mineral workings. The availability of landfill space in Surrey in private ownership has meant that waste has also been imported from London for disposal. Whilst these practices have been cost effective, they are environmentally unsound and are not sustainable. There is now a more complex range of materials requiring disposal and an increasing concern about the environmental impact of such disposal and treatment. Landfill space for arisings in Surrey is running out. However, the Patteson Court landfill site near Redhill is the largest in the County and has planning permission for filling until 2014.

1.10 In 1998 Surrey Waste Management (SWM) was selected by Surrey County Council (as the WDA), as the contractor responsible for the disposal of household and civic amenity waste in Surrey over the next 25 years. As part of the contract SWM is required to:

(i) increase recycling in the County from the current average level of 10% to 25% by 2005;

(ii) reduce the reliance on landfill by 70% within six years; and

(iii) establish a 40% rate for the recovery of materials through recycling, composting and Energy from Waste (EfW) by 2007.

SWM’s original strategy was to build two EfW plants with a view to burning 60% of Surrey’s household waste by 2005. However, general opposition to incineration in Surrey has delayed the provision of such facilities. Planning permission was refused for a 225,000 tonnes plant at Copyhold Works, Redhill, and a resolution made to grant planning permission for a 110,000 tonnes plant at Clockhouse Works, Capel, on 6th December 2001. However, following the legal challenge to the County Council’s resolution to grant the proposal planning permission, the applicants withdrew the proposal, but indicated an intention to submit a revised scheme.

1.11 The three District Councils presently recycle 18% of household waste (average of three Districts 2001/02, see Table 1) and are close to achieving the Government’s national 2005 target of recycling and/or composting 25%. In practice the community is recycling more, as recycling figures underestimate the true rate of recycling by excluding areas such as home composting from their calculation. SWM’s original strategy of high incinerator dependence might have provided no incentive to progressively higher recycling levels and locked the County into a waste management strategy lower down the waste hierarchy than it needs to be. Also, the Government has made it clear, in Waste 2000 and ministerial statements, that EfW plants should be small scale and must not crowd out recycling.
Section 1 - Introduction

1.12 The three Districts have been working together for over three years on waste issues through the Waste Disposal Task Group (Eastern Surrey), and are seeking to build on the high levels of recycling achieved locally to date, see Table 1. The size of the three Districts makes working in partnership more economically viable, and gives the Districts a stronger position. A report to the three Councils from consultants Eco-Logica in November 2001 set out a framework for a sustainable waste strategy for Eastern Surrey.

1.13 A draft statement of principles for a waste strategy was circulated to stakeholders for their comments between December 2001 and March 2002. The principles were:

- **Principle 1** - Minimise the growth of waste
- **Principle 2** - Increase composting, recycling and re-use
- **Principle 3** - Seek an alternative to an *incineration* dominated strategy for dealing with residual waste
- **Principle 4** - Monitor and Review.

Consultation with over 250 groups, organisations identified as stakeholders, including residents associations, local businesses, schools, amenity groups, voluntary groups, waste industry organisations, adjoining authorities and Surrey County Council, resulted in some useful suggestions from nearly 40 stakeholders including individuals. From October 2002 to January 2003 the public were consulted on a full draft strategy, resulting in another 30 responses. The key message from all the responses was general support for the principles. The comments have all been considered and the strategy amended. A full schedule of all the comments received and responses thereto are available on request.
Audit of Current Situation

Existing Planning Policy


Existing collection regimes, costs and facilities

<table>
<thead>
<tr>
<th></th>
<th>Mole Valley District Council</th>
<th>Reigate &amp; Banstead Borough Council</th>
<th>Tandridge District Council</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waste Collection</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Type of collection</td>
<td>weekly sack collection</td>
<td>weekly, wheeled bin from edge of curtilage</td>
<td>backdoor bin</td>
</tr>
<tr>
<td>No of properties</td>
<td>34,581 properties</td>
<td>53,000 properties.</td>
<td>32,000 properties.</td>
</tr>
<tr>
<td>Recycling Collection</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recycling method</td>
<td>weekly ‘kerbside’ collection of paper/cans in boxes from approximately 25,000 properties in the urban areas of the District and fortnightly in the majority of rural areas</td>
<td>weekly edge of curtilage collection of mixed cardboard and paper and mixed cans in boxes from 53,000 properties</td>
<td>fortnightly curtilage collection of paper and cardboard in boxes from 30,000 properties</td>
</tr>
<tr>
<td>Bring sites</td>
<td>27 bring sites</td>
<td>30 bring sites</td>
<td>120 bring sites</td>
</tr>
<tr>
<td>Average annual cost of collection per household (2002/03)</td>
<td>£47.10</td>
<td>£44.97</td>
<td>£45.67</td>
</tr>
<tr>
<td>Existing facilities -</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>landfill to</td>
<td>Albury Sandpit, Albury and Capel Landfill</td>
<td>Patteson Court, Redhill</td>
<td>Patteson Court, Redhill</td>
</tr>
<tr>
<td>civic amenity(CA) sites at</td>
<td>Randalls Road, Leatherhead and Rammore Road, Dorking</td>
<td>Earlswood, Redhill</td>
<td>Bond Road, Warlingham and Chaldon Road, Caterham</td>
</tr>
<tr>
<td>transfer stations used</td>
<td>Occasional use of Epsom. Paper bulked at Randalls Road, Leatherhead then taken to Aylesford Mill. Cans go to SWM. Packaging Recycling and textiles to Greenburg</td>
<td>Recycling at Earlswood Depot, Redhill and Leatherhead. Refuse at Longmead, Epsom</td>
<td>None used</td>
</tr>
</tbody>
</table>

The variation in average annual cost between the three Districts is influenced by a number of factors, including the type of collection, the level and method of recycling, and the nature of the area e.g. population density.
Commitments

**Mole Valley District Council**

- A new refuse collection and recycling contract commenced on 1st August 2002. Ultimately this could provide wheeled bins for dry recyclables fortnightly or alternated with collection of other household waste, or collect green waste for composting.
- The development of a Material Recycling Facility at Randalls Road, Leatherhead is being investigated.
- Home Composting promotion.
- Talks to schools, education.
- Yellow Pages collection.

**Reigate & Banstead Borough Council**

- Two applications for Landfill Tax funding were successful, for an education project – barriers to recovery and positive publicity, and for a mobile can and plastics processing unit (a mobile MRF).
- Home Composting - a leaflet was sent to every householder offering a garden composter for a free 3 month trial, after which it can be taken away or purchased at a discounted rate.
- Further research into the collection and composting of green waste.
- Neighbourhood Streetcare Officers (NSOs) knocking on doors to encourage participation.
- Improve and refurbish current recycling centres, and provide additional recycling centres.
- Foil banks at bring sites.
- Trial collections of plastics.
- Targeting schools – educational videos and poster campaigns.
- Promoting reusable as opposed to disposable nappies.

**Tandridge District Council**

- Pilot scheme in two areas in partnership with Tandridge Agenda 21 Group to increase participation in Green Box Kerbside Service, with a view to extending district wide.
- Home Composting – offering compost bins at reduced price and delivering leaflets giving basic advice about composting as well as information on how to get a compost bin.
- Recycling participation in partnership with Tandridge Agenda 21 Group to include:-
  - Appointment of Recycling Participation Officer
  - Increase public awareness of all waste issues
• Increase public participation that will allow the disposal of as much waste as possible at the highest level of the waste hierarchy.

• Change collection methods to allow for easy public use and market requirements for materials collected.

• Initiate a programme to introduce additional materials to the kerbside collection service following initial trials.

Other initiatives, in addition to the Districts’ existing commitments to minimisation, re-use, recycling and composting described above, which affect all three Districts are detailed in Appendix 2.

Amount of waste and recyclables collections by type and District

Table 2 demonstrates the total amount of waste and recyclables collected, and demonstrates the recycling composition.

Table 2:

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<thead>
<tr>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>tonnage</td>
<td>%</td>
<td>tonnage</td>
<td>%</td>
</tr>
<tr>
<td>Total household</td>
<td>33,408</td>
<td>-</td>
<td>48,330</td>
<td>-</td>
</tr>
<tr>
<td>Total recyclables</td>
<td>4,814</td>
<td>14.35</td>
<td>9,186</td>
<td>19.01</td>
</tr>
<tr>
<td>Mixed Paper</td>
<td>3,232</td>
<td>67</td>
<td>7,533</td>
<td>82</td>
</tr>
<tr>
<td>Cans</td>
<td>87</td>
<td>2</td>
<td>172</td>
<td>2</td>
</tr>
<tr>
<td>Plastics</td>
<td>0</td>
<td>0</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Textiles</td>
<td>30</td>
<td>1</td>
<td>107</td>
<td>1</td>
</tr>
<tr>
<td>Glass</td>
<td>1,465</td>
<td>30</td>
<td>1,367</td>
<td>15</td>
</tr>
<tr>
<td>Compostables (leaf sweep)</td>
<td>7</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Figures for April 2001 - March 2002 (Source: SCC Waste Management Division Returns; weighbridge tickets)*

The above figures are calculated according to Government guidelines, which excludes from household waste: home composted waste, tonnages collected by charities, and waste arisings from CA Sites. In effect, these exclusions underrepresent the amount of material recycled in Eastern Surrey and means the District figures are minimal figures.

Disposal of residual waste

Landfill - Waste sent to landfill (2001-2002) from:

- Mole Valley District Council: 28,594 tonnes
- Reigate & Banstead Borough Council: 39,144 tonnes
- Tandridge District Council: 23,233 tonnes
- Eastern Surrey: 90,971 tonnes
At present household waste from the 3 Districts goes to 3 sites in Surrey – Albury Sandpit, Albury, Clockhouse Works, Capel and Patteson Court, Redhill. In line with the District’s interpretation of the **proximity principle**, the Districts wish to continue to directly use the landfill capacity at Patteson Court, Albury and Capel, or via a suitable transfer station.

Surrey County Council’s Need Assessment For Waste Handling Capacity 2000/2001 (December 2001) stated the combined permitted and licensed voidspace capacity in Surrey is around 9 million cubic metres. Current annual available capacity is around 1.2 million cubic metres – by 2005 this will drop to around 600,000 cubic metres. There is already a shortfall in **non-inert** disposal capacity in Surrey as a whole.

**Energy-from-Waste** – The capacity to deal with residual waste in Eastern Surrey will be increased if the proposed EfW plant at Clockhouse, Capel goes ahead. Following the legal challenge to the County Council’s resolution to grant the proposal planning permission, the County Council will be reconsidering the planning application in Autumn 2003.
Section 3– Legislative Requirements and Government Guidance

General Principles and Targets

3.1 The National Waste Strategy *Waste Strategy 2000* details the way waste is to be managed in England and Wales in the period to 2020. It sets out the Government’s principal messages and targets relating to landfilling, recycling, and the requirements relating to the production of Municipal Waste Management Strategies and **Recycling Plans** for local authorities. These principles and targets are detailed in Appendix 3, along with possible future legislative requirements.

Targets - Statutory Performance Standards for Household Waste Recycling and Composting

3.2 In order to achieve a national recycling and composting level of 25% of household waste by 2005, the Government has set statutory performance standards for household waste recycling and composting for each local authority for 2003/04 and 2005/06.

3.3 The performance standards which the Government requires the three Eastern Surrey Districts and the County Council to meet are as follows:

*Table 3:*

<table>
<thead>
<tr>
<th>District/Borough</th>
<th>1998-99 Recycling Rate %</th>
<th>2003-04 Standard %</th>
<th>2005-06 Standard %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mole Valley</td>
<td>12</td>
<td>24</td>
<td>36</td>
</tr>
<tr>
<td>Reigate &amp; Banstead</td>
<td>19</td>
<td>33</td>
<td>40</td>
</tr>
<tr>
<td>Tandridge</td>
<td>20</td>
<td>33</td>
<td>40</td>
</tr>
<tr>
<td>Surrey</td>
<td>15</td>
<td>30</td>
<td>36</td>
</tr>
</tbody>
</table>

The three Districts all aspire to meet or exceed the targets allocated to them.

Best Value Indicators

3.4 The Government has set **best value** performance indicators for waste services i.e. performance in terms of strategic objectives, cost/efficiency, service delivery outcomes,
quality, and fair access. The performance of the three Eastern Surrey districts against these indicators for 2001/02 and 2002/03 are set out in Appendix 3.

3.5 Performance against the statutory standards will be measured by central Government, including within the Best Value and new Comprehensive Performance Assessment (CPA) regimes. It is not certain what will happen if targets are not met. The Government’s Strategy Unit Report ‘Waste Not, Want Not’ (November 2002) indicates that “fines could be levied on poor performers” or the Government has powers to intervene where authorities are failing to deliver best value.

Implications and Assumptions

3.6 The statements below indicate the progress the Districts are making in achieving the standards, and what the future implications are.

Mole Valley District Council

3.7 Mole Valley District Council is committed to introduce a range of measures designed to increase the amount of household waste that is recycled. Initially, they include extending the current source separated doorstep collection service to include all households, increase the number of bring sites and secure access to a materials recovery facility. Subsequently, it is intended to introduce a mixed dry recyclable collection service. Increasing the amount of green waste that is recycled is also a priority for the Council.

Reigate & Banstead Borough Council

3.8 Reigate & Banstead Borough Council are implementing a range of measures designed to drive up the recycling levels to achieve the Government recycling targets. The Council have set capital budgets to refurbish the current range of bring sites and to increase the number of these sites. Further more, to increase participation of the house to house recycling scheme the Council has embarked on a programme of “door knocking”. It is hoped that this programme will not only encourage new users to the service but also maximise the participation of existing users. A recycling information leaflet was delivered to all households in the Borough. Reigate & Banstead have also secured landfill tax credits for three projects, Reusable nappies, a mobile MRF and publicity.

Tandridge District Council

3.9 In Tandridge the percentage of total tonnage of household waste arisings which have been sent for recycling have been as high as 22% but have fallen to 19.45%. The implication for Tandridge is that to meet or exceed the Government targets it must increase participation,
alter its collection methods, and add to the types of material collected. Following a major programme to raise public awareness of all waste issues and increase participation in recycling it is intended to extend the current fortnightly collection of mixed paper and card to cover a range of materials including glass, cans, plastics and green waste. The introduction of these materials will follow trial schemes and be introduced over a 3/4 year period, subject to available funding and central Government support. Within this strategy it has been assumed that, the required participation will be achieved, suitable funding will be available, and recycling facilities and markets will be in place.

3.10 The following assumptions for reaching the targets have been made by the three Districts:

- The Districts realise that to reach the 2005 recycling targets, it will be necessary to have some scale of green waste collection.

- The Districts believe it is unrealistic to assume 100% of households will participate in recycling. An 80% participation rate is expected following the initiatives proposed in this strategy.

- The Districts believe it is unrealistic to assume a 100% capture rate, which is the quantity of materials householders put out for recycling. A 50% capture rate is considered more realistic.
Section 4 - Assumptions on Future Waste Generation

Assumptions on Future Waste Generation

Strategy Principles

4.1 The four Principles for a long-term sustainable waste management strategy for Eastern Surrey, supported by stakeholders, form the starting point for considering the assumptions on future waste generation:

Principle 1 - Minimise the growth of waste
Principle 2 - Increase composting, recycling and re-use
Principle 3 - Seek an alternative to an incineration dominated strategy for dealing with residual waste
Principle 4 - Monitor and Review

Future Growth Rates

4.2 As there is uncertainty over future municipal waste growth rates the three WCAs considered different rates in this strategy.

3% growth per annum to 2004/05 and then 1% per annum thereafter.
This is the target set for SWM for Surrey in SCC’s contract.

1% growth per annum continuous.
This assumption is more optimistic. Our consultants do not consider this scenario unrealistic, based on the considerable doubt that exists as to the real levels of waste currently being generated and the uncertainty regarding future levels of waste (Eco-Logica, November 2001, p3). Also tighter controls to limit the amount of trade waste entering the municipal waste stream have resulted in a decrease in the amount taken to CA sites and lower growth in municipal waste arisings in Surrey last year.

0% growth per annum and falling (zero waste)
The term ‘zero’ is used as a figure to strive for, rather than an absolute figure. However, the three Districts currently consider making a commitment to zero waste is unrealistic as achievement would be difficult and unlikely to be possible in the lifetime of this strategy. Looking to the short and medium term, we need an achievable target for sustainable waste management, and zero waste is an option for consideration in the long term.
Section 4 – Assumptions on Future Waste Generation

Recent publications have put forward yet more scenarios for future growth rates. The Government’s Strategy Unit Report (November 2002) recommends reducing the rate of household waste growth to 2% per annum by the end of 2006. The South East England Regional Assembly (SEERA)’s emerging draft Regional Waste Strategy (December 2002) uses a similar ‘central/best estimate’ growth profile of a slow decline. The Mayor of London’s MWMS (September 2002) projects scenarios that waste will grow at either 1%, 3% or 5% per year. These different rates demonstrate the uncertainty in forecasting, and the wide recognition of the need to minimise the growth of waste, in particular decoupling waste growth from economic growth. By planning for higher than 1% growth would be to accept that as desirable, when reduction is possible, particularly through local initiatives.

Forecast Amount of Waste Arisings in Eastern Surrey

4.3 In preparing this strategy, it has been assumed that municipal waste will increase by 1% per annum. This is considered to be a realistic forecast. It takes into account the minimal impact on waste growth of the anticipated increases in dwellings in Eastern Surrey, the waste minimisation initiatives already in place and those planned, together with the support by stakeholders and our consultants for lower levels of growth. It also reflects the recent trends of lower growth in waste arisings in Surrey. Table 4 shows this forecast rate of growth applied to waste arisings in Eastern Surrey, taking 2001/02 as the base year and projected to 2014/15. (Figures exclude home composting and CA sites. Figures compiled for Eastern Surrey are calculated from total and average figures of the three Districts. These are for presentational purposes, do not represent a commitment and they do not interfere with the Districts statutory performance targets). The detailed breakdown for each District is shown in Appendix 4.

Table 4:

<table>
<thead>
<tr>
<th>Eastern Surrey</th>
<th>Total arisings (tonnes)</th>
<th>Recycling Rate (%)</th>
<th>Recycling (tonnes)</th>
<th>Residual (tonnes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001/02</td>
<td>110,695</td>
<td>18</td>
<td>19,725</td>
<td>90,970</td>
</tr>
<tr>
<td>2003/04 (1%)</td>
<td>112,920</td>
<td>30</td>
<td>34,196</td>
<td>78,724</td>
</tr>
<tr>
<td>2004/05 (1%)</td>
<td>114,048</td>
<td>34</td>
<td>38,992</td>
<td>75,056</td>
</tr>
<tr>
<td>2005/06 (1%)</td>
<td>115,189</td>
<td>39</td>
<td>44,685</td>
<td>70,504</td>
</tr>
<tr>
<td>2014/15 (1%)</td>
<td>125,981</td>
<td>50</td>
<td>62,991</td>
<td>62,991</td>
</tr>
</tbody>
</table>
4.4 The following target tonnages in Table 5 set out the District Councils’ aims for minimisation of the growth of waste, recycling, composting and recovery for the period of the strategy. The figures are projected to 2014/15, taking 2001/02 as the base year. The Districts also wish to contribute to meeting the national recovery and landfill targets set out below, which are explained in detail in paragraph 3.1 and Appendix 3. The detailed breakdown for each District is shown in Appendix 4.

Table 5:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total estimated household waste collected*</td>
<td>112,920</td>
<td>115,190</td>
<td>121,065</td>
<td>124,734</td>
<td>125,981</td>
</tr>
<tr>
<td>National Recycling Target %</td>
<td>17%</td>
<td>25%</td>
<td>-</td>
<td>-</td>
<td>33%</td>
</tr>
<tr>
<td>Average District Recycling Target %****</td>
<td>30%</td>
<td>39%</td>
<td>-</td>
<td>-</td>
<td>50%</td>
</tr>
<tr>
<td>Total Target Recycling Tonnage***</td>
<td>34,196</td>
<td>44,540</td>
<td>-</td>
<td>-</td>
<td>62,991</td>
</tr>
<tr>
<td>National Recovery Target %</td>
<td>-</td>
<td>40%</td>
<td>45%</td>
<td>-</td>
<td>67%</td>
</tr>
<tr>
<td>Districts Recovery Target %</td>
<td>-</td>
<td>40%</td>
<td>45%</td>
<td>-</td>
<td>67%</td>
</tr>
<tr>
<td>Total Target Recovery Tonnage***</td>
<td>-</td>
<td>46,076</td>
<td>54,479</td>
<td>-</td>
<td>84,407</td>
</tr>
<tr>
<td>EU Landfill Directive % (reduction in biodegradable municipal waste that is landfilled to that produced in 1995)</td>
<td>-</td>
<td>-</td>
<td>75%</td>
<td>50%</td>
<td>-</td>
</tr>
<tr>
<td>Districts Landfill Target % (reduction in biodegradable municipal waste that is landfilled to that produced in 1995)</td>
<td>-</td>
<td>-</td>
<td>75%</td>
<td>50%</td>
<td>-</td>
</tr>
<tr>
<td>Maximum Biodegradable Waste to Landfill**</td>
<td>-</td>
<td>38,052</td>
<td>25,368</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

* Growth at 1% per annum. Base Year Source – 2001/02
** Base Data - 1994/95 amount of waste generated (SCC AMR 1995) – 84,559. Assumption 60% of municipal waste is biodegradable – 50,735.
*** Sum of tonnages of three Districts, ****Average of targets for three Eastern Surrey Districts.
Recycling Composition

4.5 Table 6 shows the figures for Eastern Surrey with growth based on 1% per annum continuous and the recycling composition achieved by Eastleigh as a best practice authority achieving 32% dry recyclables through collecting co-mingled waste. The figures are projected to 2014/15, taking 2001/02 as the base year. If the proportions achieved at Eastleigh are applied to the total recyclables the Eastern Surrey Districts need to collect to meet their recycling targets, and the remainder is achieved through green waste, the following tonnages would need to be collected. This identifies the potential size of recyclable elements based on these assumptions. The detailed breakdown for each District is shown in Appendix 4.

Table 6:

<table>
<thead>
<tr>
<th>Eastern Surrey</th>
<th>Eastleigh model</th>
<th>2005/06 (tonnes)</th>
<th>2014/15 (tonnes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Glass</td>
<td>16</td>
<td>5,898</td>
<td>6,450</td>
</tr>
<tr>
<td>Paper</td>
<td>73</td>
<td>26,908</td>
<td>29,430</td>
</tr>
<tr>
<td>Cans</td>
<td>6</td>
<td>2,212</td>
<td>2,419</td>
</tr>
<tr>
<td>Textiles</td>
<td>2</td>
<td>737</td>
<td>806</td>
</tr>
<tr>
<td>Plastics</td>
<td>3</td>
<td>1,106</td>
<td>1,209</td>
</tr>
<tr>
<td>Total Dry Recyclables</td>
<td>-</td>
<td>36,860</td>
<td>40,314</td>
</tr>
<tr>
<td>Green Waste</td>
<td>-</td>
<td>7,825</td>
<td>22,677</td>
</tr>
<tr>
<td>Total Recycling</td>
<td>-</td>
<td>44,685</td>
<td>62,991</td>
</tr>
<tr>
<td>Total Household Waste</td>
<td>-</td>
<td>115,189</td>
<td>125,981</td>
</tr>
<tr>
<td>% Recycling Rate</td>
<td>-</td>
<td>39</td>
<td>50</td>
</tr>
</tbody>
</table>

4.6 This table illustrates the high tonnages of paper, green waste and glass for consideration in the Action Plan, and demonstrate the substantial increases in tonnages compared to what is currently collected, as shown in Table 2 in section 2.
Section 5 – Action Plan

Action Plan

Type of facilities/technologies required

5.1 This section provides discussion of and justification for the requirement of a number of facilities/technologies for Eastern Surrey, and suggests an action plan. Certain elements are discussed in more detail in Appendix 5.

Waste minimisation

5.2 Minimisation is the most effective way of reducing waste, highest up the hierarchy, before it enters the waste stream. Home composting is an effective way of diverting waste before it goes to landfill, and as home composted waste is excluded from household waste for the purpose of calculating the percentage of waste arisings sent for recycling, it is effectively minimisation rather than recycling. The encouragement of home and community composting should continue to be promoted by the Districts, and the provision of subsidised bins is a good example of raising the profile. This needs to be accompanied by sufficient guidance. This supports the need for an education and information programme, giving people encouragement to change lifestyles and attitudes, advice on how to minimise and re-use, and more detailed guidance e.g. a composting advisory network. However, as discussed in paragraph 4.2, making a commitment to zero waste is not considered appropriate in this strategy at this time.

Packaging

5.3 The UK is committed to meet the objectives and targets in the EC Directive on Packaging and Packaging Waste, through the Producer Responsibility Obligations (Packaging Waste) Regulations 1997, amended by two further regulations and a series of amendments. Obligations have been placed on producers, including to recover specified tonnages of packaging waste and for retailers to inform consumers about their role in increasing recovery and recycling.

5.4 According to Incpen (Industry Council for Packaging and the Environment) packaging is highly visible but its environmental impact is relatively small, whether measured by weight or by energy. Their figures show that all packaging (from household, commercial and industrial sources) accounts for about 7% by weight or volume of the waste to landfill in the
UK. Producers and manufacturers frequently state that they do not overpackage items, since technical innovation has enabled less material to be used to protect the same amount of goods, a certain amount is necessary to ensure safe and hygienic movement of goods, and most quantities are determined by suppliers. Nevertheless, it is perceived by the three Districts that there is generally still too much packaging on all goods, that waste should first be minimised at source, and industry needs to continue to design and package to use minimal material. Consumers can also help by their own actions and purchases. Therefore action needs to be taken at different levels, from Government to the local community, building on existing as well as increasing initiatives.

**Action Plan – the three Eastern Surrey WCAs will work jointly to:**
- Promote minimisation, particularly with SWM, working together to change attitudes and lifestyles.
- Encourage home composting by subsidising composting bins and providing advice.
- Set up an education and information programme to accompany initiatives.
- Urge Government to increase initiatives on producer responsibility for packaging and packaging minimisation, including support for taxation or other legislative measures.
- Urge supermarket groups to increase use of biodegradable packaging, address excessive use of plastic bags and urge other retailers to recycle packaging of bulky goods delivered to the home.
- Liaise with local and national groups to establish current minimisation initiatives and support these actions.

### A Materials Recovery/Recycling/Reclamation Facility (MRF)

5.5 MRF facilities can be designed to process either recyclable materials that have been separated at source, or recover recycled material from mixed waste.

5.6 The presence of a MRF allows Authorities to collect a wide range of material in one container from households, commonly mixed paper, mixed cans and mixed plastics. This form of co-mingled kerbside collection would increase the Authorities recycling rates. Best Value examples of Districts that have access to a MRF have achieved in excess of 30% recycling rate.

5.7 There is a new British Standard (BS EN 643) requiring paper merchants to standardise on quality across Europe. This means the highest standard, especially for use in any product associated with food, must have no contact with other wet materials, and thus recycled paper from a MRF taking mixed recyclables would not meet the standard. If this is implemented and sustained, there could be an adverse effect on the ability of all local authorities to achieve
substantial increases in recycling rates, and the situation will need to be kept under close review.

5.8 Surrey County Council obtained planning permissions for two MRFs in Eastern Surrey – at Randalls Road, Leatherhead and Earlswood CA Site, Redhill, in conjunction with proposals in Guildford and Sunbury, in 1998. It was intended that “dry recyclables” would be recovered, sorted and bulked at these facilities, to enable the production of a more consistent and cleaner throughput of recyclable materials over the existing collection, and to enable recovery and recycling targets within Surrey to be met by their chosen contractor. Future provision in Surrey is still under consideration.

5.9 For the short-term, one MRF shared between all three Districts, in an appropriate location and accessible to Eastern Surrey, would reduce risk, uncertainty and capital costs. MVDC are actively pursuing the development of a MRF at Randalls Road, Leatherhead, to take approximately 40,000 tonnes of co-mingled recyclables per annum. The provision of MRFs will depend on the amount of recyclables collected at any point in time and the availability of facilities in and outside Eastern Surrey. The three Districts are committed to investigating, and where practicable implementing, the sharing of operational assets, to maximise opportunities for joint working and utilise economic advantages.

---

**Action Plan - the three Eastern Surrey WCAs will work jointly to:**

- Secure appropriate MRFs to receive a range of recyclables.
- Investigate shared use of MRFs in and outside Eastern Surrey with other adjoining authorities.

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**Development of markets**

5.10 *Waste 2000* details the Government’s consideration of measures to stimulate the demand for secondary materials, through its Market Development Group and a research project. A primary objective of the Waste and Resources Action Programme (WRAP) is to develop markets and end-uses for secondary materials, through research and information management, best practice advice and guidance, technical support, funding, market facilitation and training and development.

5.11 Purchasing products and materials with recycled content helps to create demand for materials recovered from recycling, by ‘closing the loop’. Companies, local authorities and individuals collectively have the ability to exert considerable purchasing power.
5.12 Composting operations are generally either carried out by windrows or in-vessel. Windrows consist of forming the raw materials into long narrow piles, which are regularly turned and re-mixed. In-vessel systems range from enclosed halls to tunnels and containers, and generally allow for greater control of the process and its outputs. The composting process produces a product for sale, the end use of which depends on the type and quality produced. The Environment Agency’s current position is to presume against permitting any composting processes within 250 metres of a workplace or dwelling, which limits the areas which may be appropriate for development of such facilities, particularly in urban areas. More detailed information about composting is contained in Appendix 5.

5.13 It is estimated that 7,825 tonnes of green waste could be composted in Eastern Surrey in 2004/05 rising to 22,677 tonnes by 20014/15. The removal of such volumes of material from the waste stream will reduce the amount of capacity for final waste disposal. The detail of green waste collections is not known, as it depends on the provision of facilities to be provided so no methodology can be committed to at this stage. Therefore details of options for green waste collection will be worked on in the implementation of this strategy. For example, the Mayor of London’s MWMS suggests a hierarchy of composting – home composting (effectively minimisation, see para.5.2), community composting, then centralised composting should be followed where practicable as part of BPEO. The provision of composting facilities will depend on the amount of green waste collected at any point in time and the availability of facilities in and outside Eastern Surrey. The three Districts are committed to investigating, and where practicable implementing, the sharing of operational assets, to maximise opportunities for joint working and utilise economic advantages.

<table>
<thead>
<tr>
<th>Action Plan - the three Eastern Surrey WCAs will work jointly to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>➢ Urge Government to increase initiatives on expanding markets for secondary materials.</td>
</tr>
<tr>
<td>➢ Investigate markets for Eastern Surrey recycleate.</td>
</tr>
<tr>
<td>➢ The three Districts to develop Green Procurement strategies.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Action Plan - the three Eastern Surrey WCAs will work jointly to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>➢ Secure a composting facility in each District to receive green waste in the medium to long term.</td>
</tr>
<tr>
<td>➢ Set up an education and information programme to accompany initiatives.</td>
</tr>
<tr>
<td>➢ Investigate shared use of composting facilities in and outside Eastern Surrey with other adjoining authorities.</td>
</tr>
</tbody>
</table>
Residual waste

5.14 Although waste minimisation and recycling initiatives have the scope to remove considerable volumes of material from the waste stream, there will remain an amount of residual waste that will require final disposal. The options for this include landfill and energy recovery.

5.15 For the short to medium term, the Eastern Surrey waste collection authorities wish to continue to directly use the local landfill sites or via a suitable transfer station. However the amount of household waste that can be landfilled will have to be reduced to meet new legislative requirements, and if planning permission is granted and the proposed EfW plant at Clockhouse, Capel constructed it will be available to take the residual waste from Eastern Surrey in the future.

5.16 The Eastern Surrey authorities will continue to work with the Surrey County Council and its waste disposal contractor or other waste companies to assess the scope for the introduction of alternative thermal treatment processes such as pyrolysis or gasification, as explained in Appendix 5, on a scale that is appropriate to deal with the level of residual waste generated in Eastern Surrey in accordance with the proximity principle. Whilst these technologies cannot be recommended at this stage, as there are reservations until they have been seen in operation for 2/3 years, in the longer term an assessment can be made as to whether these technologies offer a viable and competitive alternative to other waste management options. These localised facilities could deal with residual waste in the long-term more appropriately than large scale EfW.

5.17 The proportion of the residual will decrease as the impacts of minimisation, re-use, recycling and composting are seen.

**Action Plan - the three Eastern Surrey WCAs will work jointly to:**
- Continue to utilise directly existing local landfill sites or via a suitable transfer station in the short to medium term.
- Support the provision of local facilities for the disposal of residual waste in the longer term, which are operationally and environmentally proven, viable and competitive.

Preferred Facilities

5.18 The preferred facilities for processing waste that would be required to meet the targets in Eastern Surrey are set out below:
Table 7:

<table>
<thead>
<tr>
<th>Type of Waste Facility/ Technology</th>
<th>Optimum size (tonnes per annum)</th>
<th>Number required and timescale</th>
<th>Possible broad location (s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>MRF</td>
<td>40,000</td>
<td>1 short-term</td>
<td>Randalls Road, Leatherhead</td>
</tr>
<tr>
<td>Composting sites</td>
<td>10,000</td>
<td>3 medium to long-term</td>
<td>One per District</td>
</tr>
</tbody>
</table>

**Appropriate collection and disposal regimes**

5.19 In light of the types of facilities and technologies required in Eastern Surrey, there will be an impact on collection systems.

*Household collections:*

5.20 Household waste can be collected in one of two ways. All waste can be collected together, which would then be sorted by mechanical processing at a MRF. This retains simplicity for householder collections, however processing requirements are higher and recycling more difficult. Alternatively waste can be separated by households prior to collection. This can be used to achieve high diversion rates and good quality recyclables. The degree of kerbside collection can vary, with the greatest separation consisting of three waste streams:

- dry recyclables,
- compostable material/organic waste, and
- residual waste with capacity to separate hazardous items.

5.21 There are a number of factors to consider in collection regimes:

- Regularity of collection – concerns about odour and health risks arising from flies, maggots etc. from kitchen waste bins must be considered as this will impact on participation rates.
- Storage space for recyclables for householders between collections.
- Types of containers – bins or boxes, sacks or re usable sacks, and the capacity of containers are important.
- Sorting requirements – the range of separate materials collected can vary. Complications for the householders can arise if a high number of materials are collected, and therefore higher contamination and lower participation rates may follow. This supports the need for an education and information programme, including regular newsletters, advice and
feedback. Sorting can be undertaken at the time of collection as recyclables are loaded into a compartmentalised vehicle or later at a central MRF. This can affect capital investment and collection costs.

- Type of collection vehicles – compartmentalised, hydraulic loading, compactors, low fuel emissions. This is important in relation to costs and efficiency of collection systems. For example, a small weight of plastics and textiles would be large in volume to transport.

- Coverage of system – differences in rural and urban areas, certain areas of housing e.g. flats, can affect regularity, types of containers and vehicles.

**Action Plan - the three Eastern Surrey WCAs will work jointly to:**
- Learn from others about best practice collection regimes.
- Investigate the possibility of commonality of approach in collection regimes.

**Recycling Bring Banks:**

5.22 The concept of bring recycling gives residents the opportunity to recycle, at accessible locations. Sites supplement kerbside collections and increase the range of recyclables collected.

5.23 There are 27 bring sites in Mole Valley. In 1995 a scheme to encourage local residents to take a more active interest in the recycling sites in their area was established. Ten of the smaller 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 receiving a share of the income received from the sale of recycled material.

5.24 In Reigate & Banstead there are 30 bring sites and a programme to improve and refurbish the current recycling centres, and to provide additional recycling centres, to enable residents easier access to recycling facilities.

5.25 With 120 recycling bank sites it is considered that Tandridge is well served with this type of facility. Therefore additional sites are not planned, but should suitable locations become available they will be considered on their merits.

**Action Plan - the three Eastern Surrey WCAs will work jointly to:**
- Keep under review the need for additional recycling bring banks.
- Encourage through the planning system the provision of recycling bring banks as part of major new development proposals.
- Investigate ways to make bring banks more productive.
Civic Amenity (CA) Sites:

5.26 There are two household waste recycling sites in Mole Valley, two in Tandridge and one in Reigate & Banstead (provided by Surrey County Council and operated by Surrey Waste Management Ltd).

5.27 CA sites offer one of the lowest cost ways of recycling. Through significant improvement, effectiveness can be increased resulting in the achievement of higher re-use and recycling rates. Good site design, including layout and vehicle flow, can improve the experiences of customers, including safe and convenient access. The choice of recycling opportunities is important, with sites often taking materials that cannot be taken elsewhere. For example, there is potential for sites to be designed to receive goods for re-use e.g. wood or furniture, and to segregate green waste on site which can then be sent for composting. It is important that changes to household collections and bring banks are complemented, if necessary, by changes to CA sites.

Action Plan - the three Eastern Surrey WCAs will work jointly to:

- Work with Surrey County Council to review the number and role of CA sites and maximise re-use and recycling opportunities.

Commercial and Industrial Waste

5.28 Whilst this strategy does not specifically address commercial and industrial waste, which represents greater arisings than municipal waste, there maybe opportunities for joint initiatives particularly relating to collection regimes. It is important that householders and businesses are being asked to do the same. It is suspected that some commercial waste, particularly from small businesses, ‘creeps’ into the municipal waste stream, for example through the use of street bins or by placing waste alongside other waste.

Action Plan - the three Eastern Surrey WCAs will work jointly to:

- Encourage businesses to minimise, re-use and recycle waste, and work with SCC to address the problem of commercial waste ‘creep’.

Timescales and phasing

5.29 It is important to focus on reducing the growth in waste arisings and increase the levels of re-use, recycling and composting in order to meet the Government’s statutory performance targets. More direct assistance from the WDA in providing waste facilities and markets would increase certainty in meeting the targets within the specified timescale, as set out in
section 3. The impact of these principles will need to be monitored and the use of alternative technologies to deal with residual waste will need examining, along with possible future legislative requirements. Elements of the strategy will be reviewed annually as part of the Best Value process.

**Action Plan - the three Eastern Surrey WCAs will work jointly to:**
- Concentrate on minimising the growth of waste and increasing composting, recycling and re-use.
- Aspire to meet or exceed the Government’s statutory performance targets.
- Assess the impact of minimisation and recovery initiatives on waste arisings in Eastern Surrey in 5 years time.
- Consider the impact of any future legislative requirements in the implementation and/or a review of the strategy.

**Financial issues**

5.30 The costs of items in this strategy cannot be estimated with certainty. Costs would be worked up carefully for any element when appropriate, prior to any bid, and would be driven by best value. However the three Districts have estimated that together their additional implementation costs could be up to £1.3 million, excluding any capital costs and their revenue implications. The Districts will be seeking funding using this strategy. In addition to their own resources, options include:

- Provision made in SCC’s contract with SWM for new initiatives and facilities.
- Landfill tax funding
- Raising recycling credits from SCC as the WDA.
- Private sector investment in providing and managing particular facilities or technologies e.g. a MRF.

5.31 Third parties, particularly voluntary or community groups, can play a valuable part in increasing re-use, recycling or composting at a local level. The County Council is keen to embrace and harness the potential of these stakeholders and to this end has recently reaffirmed its policy of making recycling (disposal) credits available to these groups. Each of the Eastern Surrey authorities is similarly able to make available collection credits to third parties. These will apply to materials collected for recycling and could be significant as collection costs increase. For example, the ‘adopt a recycling centre’ scheme allows an authority to pay a credit to participating community groups.
5.32 Therefore there are a number of opportunities for third parties to gain funding, including recycling credits, the Landfill Tax Credit Scheme, and the New Opportunities Fund ‘Transforming Waste’ which funds community sector schemes encouraging kerbside collection and household waste recycling and waste reduction projects, as well as furniture recycling.

<table>
<thead>
<tr>
<th>Action Plan - the three Eastern Surrey WCAs will work jointly to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>➢ Investigate sources of funding for new initiatives and facilities.</td>
</tr>
<tr>
<td>➢ Seek clarification of SCC’s contract regarding funding and partnership opportunities.</td>
</tr>
<tr>
<td>➢ Encourage community groups to participate in re-use, recycling and composting initiatives, including the attraction of additional funding.</td>
</tr>
</tbody>
</table>

Conclusion

5.33 Following this strategy should enable the District Councils to meet and, if possible, exceed the statutory recycling targets, ensure that MSW generated in Eastern Surrey is disposed of locally, in the most environmentally friendly way, and that all the local stakeholders work together to achieve these objectives.
Best Available Technique

The Integrated Pollution Prevention and Control (IPPC) Directive (96/61/EC) requires Member States to prevent or, where that is not possible, to reduce pollution from a range of industrial and other installations, by means of integrated permitted processes based on the application of best available techniques (BAT). The meaning of BAT is defined in Article 2(11) – BAT shall mean the most effective and advanced stage in the development of activities and their methods of operation which indicate the practical suitability of particular techniques for providing in principle the basis for emission limit values designed to prevent, and where that is not practicable, generally to reduce emissions and the impact on the environment as a whole.

Best Practice Environmental Option (BPEO)

The BPEO has been defined by the Royal Commission on Environmental Pollution as: “the outcome of a systematic consultative and decision making procedure which emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option that provides the most benefits or least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term”, for the nature of each particular waste stream.

"Bring" Recycling/Banks/Sites

This involves free standing containers where the public can deposit a variety of materials such as glass bottles, cans, newspaper and textiles. Sites are usually convenient for people to either visit by car or on foot, e.g. near shops, schools, car parks, civic amenity sites or bus stops. It is good practice to locate the banks in a group so that different materials can be collected at one point. A group of banks will also be more likely to be remembered by passers by. These containers are emptied frequently and their contents taken to an appropriate recycling facility.

Best Value

Under the Local Government Act 1999, a duty has been placed upon local authorities to deliver their services to clear cost and quality standards by the most effective, economic and efficient means available, to achieve continuous improvements in service provision. This requires challenging targets to be set and fundamental service reviews undertaken in consultation with citizens and stakeholders. Where authorities are failing to deliver best value the Secretary of State has powers to intervene.

Capture Rate

The participation rate is the number of households that participate in recycling, whilst the capture rate is the quantity of materials householders put out for recycling.

Civic Amenity (CA) Sites

Sites provided for delivery by the public direct, taking bulky items such as beds, cookers, fridges, and garden waste as well as recyclables.

Commercial and Industrial Waste

Commercial waste is that arising from premises used wholly or mainly for trade, business, sport, recreation or entertainment. Industrial waste is that arising from any factory and from any premises occupied by an industry (excluding mines and quarries). This strategy does not include commercial and industrial waste other than where the WCAs collect waste from shops and businesses.

Composting

Composting is the natural decomposition of organic waste in the presence of oxygen. Organic wastes can include garden waste and kitchen waste such as food scraps and vegetable peeling, which make up about 20%, by weight, of the average household dustbin.
Home composting may be undertaken through the use of a compost heap or a wormery. A wormery may be kept indoors or outside and thrives on a regular supply of kitchen waste, producing both compost and a liquid plant food.

In a commercial composting operation tree loppings, hedge and grass cuttings etc. are shredded then placed in long rows known as “windrows” some 2 metres high and regularly turned. A saleable commodity in the form of mulch or soil improver suitable for use by landscape gardeners or domestic purposes is produced. It can be used as an alternative to peat, and reduces the need for artificial fertilisers.

Although windrows can be open or closed the Environment Agency’s position on composting favours ‘in-vessel’ (indoors/enclosed) treatment buildings located at least 250m from the nearest house due to the potential for environmental disturbance.

EU Directive
Legal instruction from the European Union, which must be implemented by Member States, normally through national legislation within a prescribed timescale.

Edge of Curtilage Collection
Edge of curtilage collection requires residents to place waste containers immediately adjacent to, but not on, the highway, from where they will be emptied and returned. This replaces the previous collection service from the back doors of properties. See also kerbside collection.

Environment Agency (EA)
A Government agency set up to protect and enhance the environment. The Agency took over the functions of the waste regulation authorities in England and Wales form 1 April 1996. It also has major responsibilities for the management and regulation of the water environment and for controlling industrial pollution. (See also WRA below).

Green Belt
The statutory designated area of open land surrounding Greater London, which has the strategic function of defining the built up area and preventing the coalescence of existing settlements.

Green Waste
Waste that is organic in nature.

Hierarchy
The waste hierarchy sets out in priority order the different methods of dealing with waste, where the priority is based on sustainability, divided into four tiers (taken from Waste Strategy 2000, s4.5):

- Reduction
- Re-use
- Recovery – Recycling
  Composting
  Energy
- Disposal

Consideration of the most appropriate means of dealing with waste should be examined against this in terms of the BPEO.

Household Waste
The main components of household waste are: refuse from household collection rounds, street cleansing, separate collections of bulky waste from households, recyclable materials and civic amenity site waste (see also definition of municipal waste).
Incineration
The controlled burning of waste, either to reduce its volume or toxicity.

Inert Waste
This type of waste consists of non-organic materials. It consists predominantly of those discarded during demolition and construction works including soils.

Kerbside Collection
This is where separated recyclables are collected house to house. They may be collected either with general household waste or separately. See also edge of curtilage collection.

Landfill Sites
Areas of land where waste is deposited.

Materials Recycling Facility (MRF)
MRFs are waste facilities which sort mixed waste into recyclable fractions, which are then usually processed elsewhere. They may range from a group of large purpose built buildings with a wide number of different materials being sorted, to a small single existing or converted building dealing with just a few materials. They add value to mixed recyclables by reclaiming, sorting, washing or storing them, prior to sale or sending them to a reprocessor for recycling.

They fall into two main categories:- those which sort mixed recyclables, and those which sort mixed commercial and household waste, which are less common. Heavy machinery may be required inside and outside the building which may include conveyors and balers, thus there is likely to be a certain amount of noise associated with the facility. MRFs may also give rise to a certain level of odour, although this may be countered by the construction of “negative pressure” buildings. In order to minimise disturbance the best location for such facilities may be within the larger industrial areas.

Minimisation
Minimising the growth of waste is the most effective way of reducing waste, highest up the hierarchy, preventing it entering the waste disposal stream. This can be achieved by producers and consumers. For example, householders’ actions such as re-using products, buying goods with less or no packaging, and home composting contribute to waste minimisation.

Mole Valley Local Waste Management Strategy 2002/09
Mole Valley District Council have prepared a draft Local Waste Management Strategy in the context of the Mole Valley Community Strategy, to inform the public and central government about the Council’s future plans for the management of waste and identify how the Council intends to meet the Government’s mandatory recycling targets. This is also the subject of public consultation.

Municipal Waste
This is made up of all the waste collected by the District Councils and includes all household waste, street cleaning waste and some commercial and trade waste from shops and offices.

Municipal Waste Management Strategy
A MWMS will set out a strategic framework for the management of municipal waste, jointly developed and subscribed to by the waste collection authorities (WCAs) and waste disposal authority (WDA) in an area. Typically there should be a single MWMS for each WDA area, but smaller WDAs or unitary authorities may wish to prepare joint strategies with neighbouring authorities.

Non-Inert Waste
Material which may decompose and may contain soluble matter which could cause pollution if allowed to enter ground or surface water systems.
Planning Policy Guidance Notes (PPGS)
National government policy statements covering a variety of planning issues, which can be taken as material considerations in deciding planning applications where relevant.

Producer Responsibility for Packaging
The Producer Responsibility Obligations (Packaging Waste) Regulations 1997 made under sections 93-95 of the Environment Act 1995 have the effect of introducing an obligation on businesses in the packaging industry to recover value from and recycle target amounts of packaging waste. The main elements are that:

- those who bring products to the market should also take a share of the responsibility for dealing with them as waste;
- that the businesses concerned should bear the costs of establishing schemes and an increased share of the costs of meeting national recovery and recycling targets and that the price the consumer pays for a product should reflect a proportion of recovery cost;
- that continuing action should be taken to increase end use markets for collected material, for example by reviewing buying specifications.

The EC Directive on Packaging and Packaging Waste has been implemented through the Producer Responsibility Obligations (Packaging Waste) Regulations 1997, amended by the Packaging (Essential Requirements) Regulations 1998 and further regulations in 1999. Amendments included new consumer information obligations and simplification of the system. The EC is currently reviewing the Directive.

Proximity Principle
Waste should be managed in accordance with the “proximity principle”. This promotes the concept that waste should be disposed of, or otherwise managed, in close proximity to the point at which it is generated. There are four main reasons for this:

1) It encourages all those who create waste, such as householders, businesses and local authorities, to take more responsibility by requiring them to consider carefully the effects of managing the waste they create;
2) It is more likely to accord with the principles of sustainable development by avoiding environmental damage which could be caused by transporting waste over long distances;
3) It may assist the local economy; and
4) Overall costs should be lower.

Recover
“Recover” means obtaining value from wastes through recycling, composting, other forms of material recovery or recovery of energy.

Recycle
Recycling involves the processing of waste materials to produce a usable raw material or product enabling the same material to be used more than once.

Recycling Plan
A recycling plan is an authority’s statement of the arrangements made and proposed to be made for recycling household and commercial waste as required by the Environmental Protection Act 1990. It includes information about the kinds and quantities of waste which the authority expects to collect during the period of the plan, and the kinds and quantities of waste which the authority expects to deal with by recycling. It also explains the arrangements which the authority expects to make with waste disposal contractors during the period of the plan, together with the plant and equipment which the authority expects to provide for the sorting and baling of waste.
It is intended by the Government that once it becomes mandatory to prepare Municipal Waste Management Strategies recycling plans will be incorporated into this duty, forming a separate chapter in a strategy.

Re-Use
This is putting objects back into use so that they do not enter the waste stream.

Sustainable
The concept of sustainable development is that development should be carried out in a manner which will not prejudice the ability of future generations to meet their own needs. This is extended to include the concept that we should not leave a legacy of problems to be resolved by future generations and that scarce resources should be preserved. Such an approach is particularly appropriate in dealing with waste. (Surrey Waste Local Plan (1997))

The concept of sustainable development means that the environmental cost as well as the economic cost should, as far as is possible, be taken into account in considering any new development, this concept is known as the BPEO.

Waste Collection Authority (WCA)
The District Councils are WCAs and as such are concerned with the collection of household waste and a small amount of commercial waste. WCAs have the main responsibility for recycling.

Waste Disposal Authority (WDA)
Surrey County Council is the WDA. The role of the WDA includes the disposal of waste collected by the WCAs and that brought to the civic amenity sites (for which it is responsible for provision).

Waste Planning Authority (WPA)
Surrey County Council is the Waste Planning Authority (WPA) and as such is required under the Town & Country Planning Act 1990 to prepare a Waste Local Plan which sets out the County’s detailed land-use policies for the handling, treatment and disposal of waste arising in or brought into Surrey, which has to take account of national and regional planning policy guidance.

Waste Regulation Authority (WRA)
The Environment Agency (EA) became the Waste Regulation Authority (WRA) in 1996, formerly the responsibility of Surrey County Council. In addition to its waste regulation function, the EA has a coordinating role in assessing the best options for dealing with all waste that arises in an area and providing waste data to help WCA’s in their recycling plans and in their collection and recycling arrangements for household waste; and WDA’s in determining their contracts.

Waste Strategy 2000
Sets out the Government’s vision for sustainable waste management, replacing the previous strategies for England and Wales: Making Waste Work and A Way With Waste.

Zero Waste
Zero waste aims to eliminate waste, meaning that ultimately no residual waste which requires disposal is generated, as all materials can either be returned as reusable or recycled materials or are suitable for use as compost. It is about taking a whole system approach in which waste is fundamentally unacceptable, therefore as well as diversion through re-use, recycling and composting, there is a guiding philosophy for eliminating waste at source and at all points down the supply chain, including product design and producer responsibility. Zero waste policies are being adopted in many countries, including parts of America, Canada, New Zealand and Australia, as well as some authorities in this country, such as Bath & North East Somerset, requiring challenging and innovative actions.