



OFFICER REPORT TO EXECUTIVE

Waste Disposal Authority Action Plan progress 20 November 2007

KEY ISSUE/DECISION:

To approve the progress and proposed amendments to the Waste Disposal Authority (WDA) Action Plan, adopted in Autumn 2006.

BUSINESS CASE:

- 1 The Executive adopted the WDA Action Plan as part of the Joint Municipal Waste Management Strategy (JMWMS) in Autumn 2006. As a result the county council is committed to reviewing and updating the action plan on an annual basis in order to ensure effective delivery of the JMWMS.
- 2 This is a comprehensive report which provides an update on progress of the WDA Action Plan and also outlines the changes that have been made, including responses to the National Waste Strategy Review, which was published in June 2007.
- 3 The revised WDA Action Plan can be found online at www.surreywaste.info
- 4 This report also provides an update on performance against national targets and the JMWMS targets. It also outlines the progress and amendments to the action plan from minimisation reuse and recycling including community recycling centres and composting and technology choices for residual waste treatment.

Current Performance

- 5 England's average for waste arisings in 05/06 was 511kgs per head whereas the Surrey total waste produced was 540kgs per head.
- 6 Surrey's target waste growth is 0% growth per head of population. Surrey is currently growing at 0.4%. This is a continued improvement compared with an average of 1% over the last 5 years and historic national levels of 2.5%. Each 1% of waste avoided equates to £250,000.
- 7 Overall household recycling rates continue to grow steadily (by approx 3.5% pa) and the combined recycling and composting rate for Surrey is 30% for 2005/6. Performance should continue to improve as the Waste Minimisation Strategy comes into effect and partnerships improve with our contractors, and

Waste Collection Authorities, and the implementation of the Waste Minimisation Strategy come into effect. The best recycling performing districts and boroughs have introduced alternate weekly collections, Mole Valley, Woking and Waverley. Spelthorne are currently introducing alternate weekly collection.

- 8 The national target, as set out in the Government's National Waste Strategy (NWS), is 40% by 2010; it was 30% by 2006/07. The JMWMS targets either meet or exceed the national waste strategy targets published in June 2007.

	Recycling target (%) JMWMS	Recycling target (%) NWS
2009/10	46	40
2014/15	50	45
2019/20	55	50
2024/25	60	

Landfill tax update

- 9 The Chancellor announced in this year's budget that landfill tax will rise by £8 per tonne per year from 2008/9 to 2010/11, when it will reach £48 per tonne from the current £24. Previously this was planned to rise by £3 per tonne. It is projected that this will cost Surrey an additional £7.2Mn over this period. It is highly likely that landfill tax will be increased after 2010/11 and increase budget pressures further.

National Waste Strategy Review 2007

Reinforces waste hierarchy and emphasises waste minimisation

- 10 The National Waste Strategy Review, reinforces the use of the waste hierarchy as a policy tool, and emphasises the importance of waste prevention and the integration of strategies to deal with commercial and household waste. This supports SCC's waste minimisation strategy. A greater focus on waste prevention is to be recognised through a new target to reduce the amount of household waste not re-used, recycled or composted from over 22.2 million tonnes in 2000 by 29% down to 15.8 million tonnes in 2010. This will be equivalent to a 50% reduction per person by 2020.

Encourages Anaerobic Digestion

- 11 The strategy encourages more separate collection of food waste, especially since it can help achieve environmental gains more cost effectively, including through the use of anaerobic digestion to provide energy.

Updates target for energy from waste

- 12 The strategy states that recovering energy from waste (EfW), which cannot sensibly be recycled, is an essential component of a well-balanced energy policy. Energy from waste is expected to account for 25% on municipal waste by 2020 compared to 10% today.

Promotes engagement with business community

- 13 The revised National Waste Strategy also encourages local authorities to increasingly engage with the business community on waste issues.

Waste minimisation

- 14 The WDA Action plan outlined the importance of waste minimisation and the strategy was built around the waste hierarchy. This emphasises the need to reduce and reuse waste as far as possible, and to then recycle as much of the remainder as possible. It also outlined the importance of waste minimisation in delivering the integrated waste management solution.

Progress

- 15 Since the adoption of the WDA Action Plan, SCC has named “Increasing waste minimisation and recycling” as one of the four corporate Council priorities for 2007/8.
- 16 In June 2007 the Executive adopted the Waste Minimisation Strategy, which included an Action Plan. As a result the waste minimisation activity has progressed rapidly. Effective waste minimisation is the most cost effective and environmental waste management approach.
- 17 The National Waste Strategy review, published in June 2007, reinforces the use of the waste hierarchy as a policy tool, and puts a greater emphasis on waste minimisation.

SCC Waste Minimisation Strategy

- 18 Adopted in June 07, the strategy’s primary objective is to contribute towards the attainment of the targets set out in the Waste Disposal Authority Action Plan, of zero% waste growth per head of population.
- 19 Focusing on two areas of consumer waste and integration with businesses, the strategy outlines the priorities into these two areas. Firstly household waste priorities focus on a) maximising impact on high volume or environmentally damaging wastes, b) encouraging reduction of waste at the point of consumption and c) increasing reuse/recycling. Secondly, business waste initiatives focus on a) engaging business in reducing waste entering the Municipal Solid Waste stream; b) reducing retail and manufacturing waste at source and c) stimulating new markets to reuse or recycle waste.
- 20 The waste minimisation priorities are drawn together into four themes, which provide the basis for the Action Plan to achieve the strategy aims. Currently in the delivery phase, identified below are some examples of the projects underway. The four themes are:
- Reduce, reuse and recycle projects
 - Educate and inform
 - Capacity building programmes
 - Infrastructure development

Reduce, reuse and recycle projects

21. These activities cover initiatives or measures targeting specific material streams and the stimulation of reuse and recycling:
- a) Waste Prevention at Home project
 - A Local Area Agreement (LAA) funded project, this includes various schemes that aim to prevent certain waste from being created in the home by providing information and support on how to achieve this. For example a reusable nappy campaign has commenced which provides information and incentives for using reusable nappies. A RePaint pilot is due to commence at Earlswood community recycling centre, which will enable the public to bring unused household paint to the site, which will be utilized for reuse
 - b) Home Composting Programme
 - Working in partnership with the Government's Waste and Resources Action Programme (WRAP) to provide a subsidised home compost bin, coupled with technical help and information to encourage the use of the compost bin. In the first year of this scheme a total of 14,899 composters have been sold. This project also aims to raise awareness of the need for, and benefits of leaf mulching and composting generally at home and enabling householders to start mulching, whilst providing ongoing support.
 - c) Various schemes supporting businesses in minimising and recycling waste which achieve environmental savings, improve business performance and reduce household waste
 - SCC, in partnership with the recycling company Dove recycling has commenced the establishment of a pilot recycling collection service operating in Surrey Heath, Runnymede and Spelthorne. The contractor offers each participating company a free collection trial for one month and waste audit prior to starting these collections. Dove also uses smaller vans, which means that they are able to reach companies otherwise missed by larger contractors. Over 80 companies have so far benefited from the trial phase of the project.
 - Working with the Packaging Industry Research Association (PIRA) and Envirowise to engage with businesses in Surrey by providing 1:1 support on how to reduce the amount of packaging around their products and how this can lead to bottom line savings. The aims of this project are in line with WRAP's objective to reduce packaging waste. At a national level all of the major supermarkets have signed the Courtauld Commitment, which obliges them to reduce packaging waste by up to 25% by 2010.
 - d) Trade Waste Prevention Project
 - This LAA funded project is aimed at identifying the types and quantities of unauthorised business waste entering the household

waste stream at both community-recycling centres and through household waste collections. Specific control measures will be put in place to minimise the amount of unauthorised waste and to encourage proper disposal by business.

Educate and inform

- a) Countywide Awareness Campaign
 - The campaign (called 'There are 3Rs in Surrey') is underway and is set to run for six months, targeting both households and businesses of Surrey. Funded by the LAA, it is a joint campaign with the all of the districts and boroughs in Surrey, aimed at reducing and reusing waste.
 - The campaign launched on 31st October aims to provide support and information about waste minimisation that will enable the Surrey resident to minimise the waste they produce. It also aims to increase and improve knowledge amongst the business community regarding their waste management responsibilities and the financial and environmental savings that may result
- b) Waste Reduction in Schools programme
 - This pilot is being run by 4S throughout November and December to work with schools on waste projects linking with the curriculum. A primary schools summit is being held in November.
 - On behalf of SCC, the Surrey Waste Management (SWM) minimisation team are currently engaging with Surrey schools for the promotion and education of waste minimisation and recycling initiatives for example through assemblies. SWM have also delivered out of school educational activities for young people in Surrey, for example at summer play schemes, to deliver key concepts of reduce, reuse, and recycle messages.
- c) Business Breakfast
 - These breakfasts provide Surrey businesses with three levels of information. Firstly, the Environment Agency discusses the legislation that relates to business waste and the duty of care placed on businesses. Secondly, either Groundwork Trust or Business Eco provides advice and guidance on how to comply with this legislation and how to save money via waste reduction. Thirdly, a recycling solution or series of potential recycling solutions are provided for the companies to investigate. To date, five sessions have been run in different areas of the county and around 200 businesses have benefited from this initiative.

Capacity building programmes

- a) Community Waste Prevention Programme – Grant Scheme
 - The aim of the programme is to help the community and voluntary sector develop their capacity to deliver waste reduction projects

and contribute to long-term change in attitudes so that waste can be viewed as a resource.

Infrastructure development

- a) Community Recycling Centres
 - As the Community Recycling Centres are redeveloped a minimisation programme is being introduced at each completed site. This includes training of staff to help them to answer questions and assist the public better. Minimisation information will be introduced and road shows will be taken around the sites.
 - b) ReMaDe
 - ReMaDe South East aims to assist Surrey County Council to deliver waste market development programmes across the Surrey area minimising waste and diverting waste away from landfill. SCC is supporting Remade South East to develop a model to engage with other local authorities in the region, creating a working example that can be adapted to meet the waste minimisation and recycling needs of local authorities across the South East.
22. The SCC waste minimisation team works closely with Surrey Waste Management waste minimisation team to deliver the agreed programme of projects consistent with the adopted action plan as an enabler and commissioner of activity. Performance monitoring measurements have been established to ensure SWM are delivering the agreed objectives and progress is reported regularly.
23. This year, a large part of the waste minimisation action plan has been delivered using LAA funding, secured via the Surrey Local Government Authority (SLGA) and in partnership with the district and boroughs.

The future

24. Going forward waste minimisation continues to be a key aspect of the integrated waste management solution. Projects will be introduced that build on the firm foundations that have been established throughout this year.

Community Recycling Centre (CRC) development

25. Surrey Waste Management operate 15 Community Recycling Centres (CRCs) within Surrey. On average the current recycling and composting rates are about 37%, however there is enormous variation between individual sites and the recent contract variation sets SWM a target to achieve of 60% recycling across all sites which would make the sites amongst the best performing in the country.
26. The higher recycling rates are being facilitated by a programme of improvements to the CRC network, which includes a comprehensive programme of refurbishment, expansion and relocation of a number of sites. Additional staff, additional containers for recyclable materials and a new contractor performance regime were introduced in April 2007 as part of the contract variation.

Progress - Operational and redevelopment

27. The initial improvements outlined in the original WDA Action Plan have been implemented across all sites.
28. In April 2007 SWM introduced additional containers at all sites, which now increases the amount of types of waste that can now be recycled. In addition, staff levels have increased at sites to ensure that the service provided at the sites is improved. Incentives for staff have been introduced based upon recycling targets.
29. Recycling targets have now been introduced at sites where redevelopment is not planned and will be introduced progressively to the remaining sites as they are redeveloped.
30. As a result of the improvements since April 07, there has been an increase in the amount of compliments received. Sites at Wilton Road, Camberley & Slyfield have undergone major redevelopment and now report recycling rates between 50% and 60%.
31. Improved traffic management, security levels and layout improvements are all included as part of the planned redevelopment of the further sites.

Progress and Updates - Redevelopment and Relocation

32. Plans for the redevelopment within the current footprint for Lyne Lane, Earlswood and Charlton Lane are progressing well. Planning permission has been granted and they are all due to be completed in 2008. A major communications plan that will run during the lead in, during the development and after completion is in place for the redevelopment sites and will commence for Lyne Lane in November.
33. The CRC at Blenheim Road, Epsom suffers from a high level of demand and poor recycling rates and was therefore due to be relocated. Due to the urgency relating to this site it has been decided to carry out an interim development of the site to enable the public to benefit from improvements whilst the search for a new site continues. This interim development is scheduled to complete in the spring of 2008.
34. Both Witley CRC and Martyrs Lane CRC are due for expansion to address the current issues of congestion. The additional land needed has now been acquired and plans are being produced. The target completion dates for these improved sites is late 2008.
35. Plans are underway and negotiations are commencing with the landowners for the expansion of the Randalls Road site in Leatherhead.
36. Development of CRC provision in Tandridge and in the Bagshot area is in the advanced planning stage and further information will be reported to members in due course.
37. **APPENDIX 1** includes the CRC delivery plan with target completion dates.

Organic Waste Collection and treatment

Progress and Update - Technology choice

38. Waste disposal technologies are ever evolving and therefore, in the original WDA Action Plan, SCC committed to regularly reviewing technology choices prior to development. SCC originally considered that In-Vessel Composting (IVC) was the appropriate technology for treatment of organic waste (garden and kitchen waste). The IVC would need to comply with the Animal By-Products Regulations.
39. However, SCC has now positively evaluated Anaerobic Digestion as an alternative option for dealing with the food waste element, as it has been possible to consider segregated food waste collection in cooperation with district and boroughs.
40. Discussions have taken place with SWM regarding the capacity requirements and at this stage, it is currently estimated that Surrey would require one or two anaerobic digestion facilities combined with IVC for green waste and one further IVC for green waste only.
41. The delivery of these facilities is dependent on the co-operation of the WCA's in collecting the organic waste and specifically source-segregate food waste. Based on continued working with the Waste Collection Authorities (WCA's), consultants are currently producing a plan, which will provide a proposal for SCC to work with the WCAs to achieve an optimum solution.
42. The delivery is also dependent upon the acquisition of land and successful planning applications.

Food waste collection trial

43. Since May 2006, SCC, in partnership with particular WCA's, has run kitchen waste trials that have experienced high uptake. The trial will continue past the initial end date to enable continued momentum.

Compositional Analysis

44. To follow on from the previous analysis on the composition of household residual waste carried out in 2003, a compositional analysis will be undertaken in November and February. Initial results will be due in December and the full report in March 2008. This will provide up to date information on the tonnages of organic waste currently found within the residual waste stream.

Commercial capacity

45. In line with the National Waste strategy Review, SCC in discussion with SWM regarding a business model to include capacity for the use of commercial food waste. This would be a phased approach due to the delivery programme of the facilities, aimed at developing required overall capacity for Surrey and benefiting the Surrey tax payer.

Energy From Waste facilities

46. A planning application was submitted for an Energy from Waste (EfW) facility at Capel in October 2007. The site for the construction of the second EfW is likely to be confirmed in early 2008.
47. The public hearings of the Waste Plan Examination have now concluded. The Inspectors' report will be formally submitted to the County Council in November/December. This will provide a sound basis for future planning applications.

Needs Assessment

48. The original WDA Action Plan states that Surrey requires two EfW's to manage 270,000 tonnes of residual waste. This was based upon the delivery of the minimisation and recycling targets. Based on the continuing need to reduce waste, and increase recycling, the need for 270,000 tonnes per annum capacity, delivered over two sites, is still relevant.

Technology choice

49. SCC commissioned Mott MacDonald, (an international environmental and engineering consultancy) to undertake a residual waste technology review as part of SCC's commitment to continually reviewing the technologies available for dealing with residual waste. Mott MacDonald reviewed all the technologies that were considered by the SLGA during the compilation of the JMWMS and the subsequent analysis undertaken by the County Council and presented to the Executive in 2006.
50. Mott Macdonald concluded that none of the technologies, which were identified as commercially unproven in the original SLGA report, have yet reached commercial-scale operations for household waste in the UK. They also concluded that the original conclusions remain the most logical and proven solutions for residual waste treatment.
51. Discussions are currently underway with Surrey University Environmental Technology Department, who endorse the total approach including EfW, to provide further environmental information relating to the overall solution.

Partnership Working

52. Partnership working continues to be an important factor to the delivery of the WDA Action Plan. Partnerships are increasingly integral to the delivery of the minimisation programme, for engaging with businesses and the voluntary community.

Memorandum of Understanding

53. Following on from the adoption of the JMWMS last year Surrey CC and the district and borough councils are considering entering into a Memorandum Of Understanding to promote further partnership working. This is a not a legally binding agreement but it will however provide sound principles to underpin partnership working on waste issues and deliver value for money for the surrey taxpayer

Performance measurement and monitoring

- 54 Performance monitoring procedures have been enhanced and are currently being audited. For example SWM assess the performance of the community recycling centres and identify contractual issues. SCC Waste Management division also reviews site operations in line with the contractual obligations and ensure performance criteria are being met.
- 55 Additional performance measurements of recycling targets, and complaints have been introduced at CRCs. To support the additional targets, penalties for not meeting these targets are in place along side incentives for over achieving targets.
- 56 Financial procedure notes for Waste Disposal Project Agreement have been produced and outline the performance criteria, procedures and methods for monitoring.
- 57 In terms of waste minimisation, key milestones and deliverables are established for each project and performance against these is monitored on a regular basis. For example, monitoring for the waste minimisation awareness campaign focuses on impact, outcome and process measures, as per guidelines from the Waste and Resources Action Programme (WRAP). Impact measures include overall quantities of waste produced and recycling rates, outcome measures focus on the percentage of residents who are committed to behaviour change and process measures focus on media coverage and the number of opportunities to see the campaign message.

FINANCIAL/ VALUE FOR MONEY IMPLICATIONS

- 58 Contractual implications are consistent with what has previously been taken to Members. The ongoing revenue and capital budget implications will be included as part of budget planning for 2008/09.

EQUALITIES SECTIONS

- 59 There are not any equalities implications for staff and in providing services

SECTION 151 COMMENTARY

60. The Section 151 Officer confirms that all material financial and business issues have been taken into account in this report.

RECOMMENDATIONS:

That the Executive approves the progress and the updates made to the WDA Action Plan.

REASONS FOR RECOMMENDATIONS:

The WDA Action Plan is essential to the delivery of the integrated waste management solution in Surrey. The executive approval is necessary to enable the council to meet its commitments in the Joint Municipal Waste Management Strategy.

WHAT HAPPENS NEXT:

The Executive approves the progress and the amendments to the WDA Action Plan and that the WDA continues with the delivery of the Action Plan in cooperation with the district and boroughs.

Responsible: Ian Boast, Waste Management and Minimisation Manager 020 8541 9479

Accountable: Roger Hargreaves, Head of Environment and Regulation 020 8541 9302

Consulted: Strategic Director (Communities)

**Informed: Executive Member for the Environment
Executive Member Reference Group**

Sources/background papers:

WDA Action Plan 2006-2025

Joint Municipal Waste Management Strategy 2006-2025

Waste Minimisation Strategy and Action Plan 2007

Financial Procedure Notes for Waste disposal Project Agreement 2007

Appendix 1 – CRC delivery timetable

Development	2007	2008	2009	Beyond 2009
Improvements to existing sites				
Replacement site for Bond Rd, Warlingham & Chaldon Rd, Caterham				
Interim development of Blenheim Rd, Epsom				
Replacement Facility in Epsom area		TBC		
Replacement Facility in Bagshot area				
Expansion of Martyrs Lane, Woking				
Expansion of Petworth Road, Witley				
Expansion of Earlswood, Redhill				
Expansion of Randall's Road, Leatherhead				
Redevelopment of Lyne Lane, Chertsey				
Redevelopment of Charlton Lane, Sunbury				
Relocate site in Slyfield Industrial Estate, Guildford				