



**OFFICER REPORT TO LOCAL COMMITTEE  
(WAVERLEY)**

**HOUSEHOLD WASTE MANAGEMENT IN WAVERLEY:  
PROGRESS REPORT**

**12 DECEMBER 2008**

**KEY ISSUE**

To inform the Committee of progress made to date.

**SUMMARY**

The report outlines progress and developments in the management of household waste and recycling in Waverley Borough

**OFFICER RECOMMENDATIONS**

**The Local Committee (Waverley) is asked** to note the progress of household waste management in Waverley and the close working relationship between Surrey County Council and Waverley Borough Council and its peer districts in Surrey

**1. BACKGROUND**

1.1 Waverley Borough Council (Waverley) is the Waste Collection Authority (WCA) for the Borough responsible for the kerbside collection of the household waste and recyclables from each household in the Borough. Recyclables are kerbside-sorted, i.e. the householder presents newspapers/magazines, plastic bottles and cans, and mixed glass for collection in separate boxes/baskets. Waverley also provides and services local Neighbourhood Recycling Sites ("Bring Sites") in each of the population centres in local car parks and similar sites, for common household recyclables including cardboard, paper, cans, colour-separated glass, "tetrapak" cartons and textiles. It also provides dedicated Saturday-only green-waste Bring Sites at Godalming and Haslemere.

1.2 Surrey County Council (Surrey) is the Waste Disposal Authority (WDA) for the Borough and for the other 10 districts in the County. It is responsible for

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receiving the residual waste from Waverley and for its transfer, treatment, reprocessing and/or disposal. Surrey also provides and manages three Community Recycling Centres (CRCs) in the Borough strategically sited to provide accessible locations for the deposit of an extended range of household waste and recyclables including fridges/freezer, electrical and electronic equipment, rubble, wood, metals, waste oil, batteries, textiles, cardboard, green waste and other materials arising from households.

- 1.3 The collection and disposal functions are mutually dependent and therefore the collection methods and activities employed by Waverley must be compatible with the reception, transfer, treatment and/or disposal methods employed by Surrey. The two authorities have accordingly developed a close working relationship for the most efficient and economic management of Waverley's household waste and recyclables, to provide best value for the Council Taxpayer.

## **2. IMPERATIVE FOR JOINT WORKING**

- 2.1 The landfilling of biodegradable municipal waste (BMW) is subject to statutory National and European Regulations and Targets that are constructed to progressively increase the penalties for landfilling itself and for failing to meet landfill reduction targets. Hence the Landfill Tax payable by the WDA (Surrey) for every ton of BMW sent to landfill is ratcheting up from £32 per ton (2008/09) to £48 per ton (2010/11).
- 2.2 The Government has also introduced a Landfill Allowance Trading Scheme (LATS) under which each WDA is allocated a landfill quota, which is progressively reduced over time to reflect BMW reduction targets. Those WDAs unable to operate within their quota may purchase allowances unused by other WDAs at a rate dictated by the commercial value of the allowance at any given time. The penalty for landfilling beyond the target reduction and without exercising purchased allowances could reach £150 per ton of BMW landfilled. Surrey is currently operating within its quota but may not be able to do so as targets become more challenging.
- 2.3 The contribution to the targets made by the amount of household waste recycled is largely in the control of the collection authorities whilst the treatment or disposal of the residual (remaining) waste is in the control of the disposal authority. It is imperative, therefore, that the respective authorities work in partnership in striving to achieve the statutory targets and in minimising the Landfill Tax paid to the Government.

## **3. SURREY JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY**

- 3.1 The partnership working between Waverley and Surrey is largely facilitated by the Surrey Joint Municipal Waste Management Strategy (JMWMS), which is a partnership of the 11 District/Borough Councils in Surrey and Surrey County Council. It operates through an Officer Working Group, which reports to a Member Advisory Board drawn from Members of each Surrey authority. This Board, in turn, reports directly to the Surrey Local Government Association (SLGA).

3.2 The purpose of the partnership is to work in concert to develop a pan-Surrey Waste Management Strategy that seeks to develop and promote the most efficient, effective and economic mechanism for the collection, recycling, reuse, treatment and/or disposal of Surrey's household waste, in support of the imperative to meet Surrey's landfill reduction targets and in the best interests of the environment and the Council Taxpayer. It aims to:

- share best practice;
- promote the benefits of partnership working;
- attract external funding for trials of initiatives in waste management practices;
- reduce costs through joint procurement;
- share workload;
- act as a forum for information sharing; and
- work towards a convergence in collection mechanisms across the County for both greater efficiency and greater public understanding and engagement.

#### **4. MEMORANDUM OF UNDERSTANDING**

4.1 A "Memorandum of Understanding" (MOU), which sets out how the Surrey authorities will work together on the Joint Municipal Waste Strategy has now been drafted and signed by all of the Surrey Districts and Surrey County Council. The signing was approved by Waverley Borough Council at its meeting in June 2008. The purpose of the Memorandum is to:-

- i) set out how the signatories will work in partnership to further the household waste management agenda in Surrey;
- ii) clarify and record the responsibilities of the partners individually and collectively, and to each other;
- iii) establish guidelines and objectives for taking forward joint working to deliver the agreed Joint Municipal Waste Management Strategy (JMWMS) within the budget and parameters approved by each of the Partners through the adoption of the Strategy and Action Plans.

#### **5. JOINT PROJECT FUNDING**

5.1 The setting up of the Partnership enabled the Group to attract external funding for joint waste projects, primarily through the Government's Waste and Resources Action Programme (WRAP). Substantial financial support has been provided for a range of waste and recycling trials across the 11 Districts. Segregated food waste collection trials were carried out in three Districts. Waverley received partnership funding for upgrading its Bring Site Cardboard Banks and for conducting kerbside collection trials for dry-cell batteries and textiles. Waverley received further funding to introduce cardboard and paper recycling schemes into 66 schools in the Borough. The funding provided for supply of the banks and their servicing (emptying) for one year.

5.2 Other projects in Surrey were funded by the South East England Development Agency (SEEDA) and the Business Resource and Efficiency

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Waste Centre for Local Authorities (BREW). Future bids are to be made to the European Regional Development Funding (ERDF) and SEEDA via the region's Zero Waste Strategy which is due to be launched by the end of the year.

## **6. PERFORMANCE REWARD GRANT**

- 6.1 The Partnership co-operated in a county-wide glass recycling project in 2007/08 for which a Performance Reward Grant (PRG) was payable for meeting defined targets in glass recycling. Confirmation of the meeting of those targets and the grant payable is awaited, but, subject to qualification, it is expected that this will be a combined PRG of approximately £2.1 million divided equally between the 12 Surrey local authorities. Both Surrey and Waverley would therefore receive approximately £174,000 each. The partnership proposed that 50% of that grant should be pooled in support of the JMWMS partnership initiatives. The sum of just over £1,000,000 would therefore be available for this purpose. The PRG is not expected to be released until later this financial year or early in that of 2009/10. However, a provisional list of potential projects has been proposed by the partnership. These are judged to target the higher level waste management aims that are subscribed to by all of the partners, which focuses on the theme of waste prevention and reduction.

## **7. SURREY/WAVERLEY PARTNERSHIP PROJECTS**

### **7.1 Mixed Plastics Recycling**

One of the most significant issues for householders in Surrey is that the collection authorities can currently only accept plastic bottles for recycling. Householders are puzzled and frequently irritated by the volume of other plastic containers; yoghurt, margarine and butter pots, and food trays that cannot be presented for recycling, even those that display a "recyclable" symbol. The reason is the current lack of re-processing facilities for the mixed rigid plastics sufficiently close to Surrey to make their collection, transport and re-processing economically viable.

Waverley has proposed that the residual 2007/08 partnership funding be used to undertake a detailed investigation of the emerging markets for recycled mixed plastics and the opportunities to support re-processing facilities in, or in close proximity to, Surrey. Concurrently Surrey CC is in discussions with a company that has expressed an interest in opening a mixed plastic re-processing facility in the County. The Surrey Waste Partnership has enthusiastically endorsed the project. Waverley and Surrey have therefore agreed to work together on developing this project.

### **7.2 Business Waste Recycling**

A WCA has an obligation to collect business waste if requested and may make a charge to cover the cost of collection and disposal. In practice, however, most business waste is collected by private contractors and sent for disposal. However, business waste is an integral part of the waste stream in

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Surrey and it makes economic and environmental sense to seek to recover any part of the business waste stream that has a value as a resource. Surrey now has a dedicated business waste minimisation team, which is working towards ensuring that businesses are aware of their waste management responsibilities, inspiring behaviour change, creating a network of recycling services for businesses according to local need and working with businesses to inspire behaviour change amongst Surrey householders. Funding has been secured through BREW (Business Resource Efficiency and Waste) Centre for Local Authorities, which was based on a joint bid from SCC and five districts including Waverley. Part of this funding is being used to facilitate the creation of new commercial recycling rounds, which will commence in the first part of next year in a number of districts including Waverley.

## **8. THE FUTURE**

8.1 Waverley's recycling rate is currently in excess of 40%, which is both the JMWMS and National target for 2010. Any significant increase in that figure can only be achieved by separating additional commodities from the residual waste stream. The largest fraction of that stream is food waste (approximately 36% by weight). Waverley's Executive has affirmed its support for introducing a dedicated kerbside segregated food-waste collection, but funding for that service, in the current economic climate, is uncertain.

8.2 Waverley will continue to work with Surrey both on developing a viable scheme for a mixed plastic recycling scheme in Surrey and in support of Surrey's business waste recycling project. Waverley will continue to investigate opportunities to further develop its Neighbourhood Recycling Sites both in number and in the range of recycling collected. Waverley will continue to work with the JMWMS Partnership in achieving its vision to provide Surrey with a forward-looking strategy for a more sustainable future, in which resources are used and managed efficiently so that:

- the amount of waste produced will be minimised;
- the majority of waste household materials will be reused, recycled, or have value recovered from them;
- the environment will be protected and enhanced for future generations.

## **9. EMERGING DEVELOPMENTS IN WASTE TREATMENT AND RECYCABLES RE-PROCESSING**

9.1 Recycling - Improved CRCs Witley CRC Redevelopment  
There are 15 Community Recycling Centres (CRCs) within Surrey. On average the 2007/8 recycling and composting rates were 40% overall for Surrey, however there is a considerable variation between individual sites. The contract sets Surrey Waste Management (who operate the sites) a target to achieve of 60% recycling across all sites, which would make the sites amongst the best performing in the country.

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 have already been introduced in April 2007 across all sites and improvements and recycling rates improved as a result.

This year Lyne Lane, Chertsey and Blenheim Road, Epsom have been redeveloped, and Earlswood, Redhill will complete in December. The redevelopments include improvements to the sites such as the introduction of a split level to eradicate the need for steps for the use of containers, improved internal flow to reduce queuing and increased containers. Lyne Lane CRC has already seen recycling rates of 60% compared with an average of 46.5% last year

As part of this programme, the Petworth Road, Witley site is due to be expanded and a planning application for the development has now been submitted. Subject to receiving permission, the site will be operational by the end of 2009. It is expected that the facility will remain substantially available during the redevelopment period.

### 9.2 Organic Waste Treatment

The CRC Waste Analysis undertaken by MEL during May 2007 identified that 30.6% of the CRC waste stream comprised green garden waste. The household waste analysis undertaken by MEL in November 2007 and March 2008 identified that kitchen waste comprised approx 40% of the weight of residual municipal waste.

A pilot kitchen waste collection scheme currently under way in three boroughs within Surrey (Mole Valley, Guildford and Elmbridge) indicates high participation rates.

In order to achieve the 60% recycling target it is necessary for district and borough councils to introduce separate collections of kitchen waste. An action has been identified within the JMWMS for Surrey councils to develop systems to collect both garden and kitchen waste by 2010.

This year, Surrey County Council has provided support to three WCAs (Guildford, Epsom and Ewell, and Surrey Heath) to enable them to commence food waste collections from 2009. Interim arrangements for the composting of this waste will be put into place pending the development of organic facilities in Surrey.

### Runfold Green/Food Waste Proposal

SITA UK are planning the development of an organic waste treatment facility at an existing site in Runfold. The facility will incorporate a large scale in vessel composter, which will reprocess garden waste. Surrey County Council is currently in discussions with SITA regarding the possible use of facility for surreys household waste. The Runfold development is also likely to include bulking capacity for dry recyclables to assist in efficient transportation arrangements for waste authorities.

### 9.3 Energy from Waste

The JMWMS sets out clear targets for minimisation and for recycling. Even when the minimisation and recycling targets are met there will still be 40%

residual waste left over that is not possible to recycle. In accordance with the waste hierarchy, Surrey County Council intend to recover energy from the residual waste by providing two energy-from-waste facilities in Surrey to deal with the remaining 270,000 tonnes of residual waste.

The first planning application, for an 110,000 tonne capacity EfW in Capel was determined in October 2008. Depending upon a successful outcome of the challenge period and contractual negotiations, construction is due to commence next year, and completion in 2012.

The second planning application for a 160,000 tonne capacity facility in land adjacent to Trumps Farm, Longcross, has been submitted and is due for determination early next year.

## **10. CONCLUSION AND RECOMMENDATIONS**

- 10.1 The current global economic downturn is reflected in volatile and unpredictable market conditions for some recyclable commodities and may influence the balance between the value of a recyclate for re-processing and its calorific value for combustion. Industry sources postulate that this is a temporary situation that may return to normal within six months. However, this is a very recent development that reinforces the need for an appropriate balance of energy-from-waste (EfW) plant capacity and effective, efficient and economic re-processing and/or reuse of recyclable materials.

The current situation also reinforces the value of joint working with the Surrey-wide Partnership and more specifically between Waverley and Surrey in being able to respond effectively to changes in market conditions and changes in consumer behaviour that will influence the types and amount of recyclable and residual waste produced by householders.

- 10.2 It is recommended that the Committee notes the progress of household waste management in Waverley and the close working relationship between Surrey County Council and Waverley Borough Council and its peer districts in Surrey.

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**BACKGROUND** Surrey Joint Municipal Waste Management  
[www.surreycc.gov.uk/waverley](http://www.surreycc.gov.uk/waverley)

**PAPERS:**

Strategy