



# Joint Municipal Waste Management Strategy Revision 2 (2015)

## Contents

1	Introduction .....	1
2	Background .....	4
3	Aim and targets .....	8
4	Core values .....	10
5	Objectives .....	12
6	Actions and outcomes .....	12
7	Plan for delivery .....	13
8	Glossary of terms .....	14

## 1 Introduction

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

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

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



Figure 1: Map of Surrey showing the district and boroughs

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

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

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

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

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

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

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

## 1.3 Why are we revising the strategy?

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

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

## 1.4 How does the strategy work?

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

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

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

## 2 Background

### 2.1 Past performance

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

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

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

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

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

#### Waste reduction

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

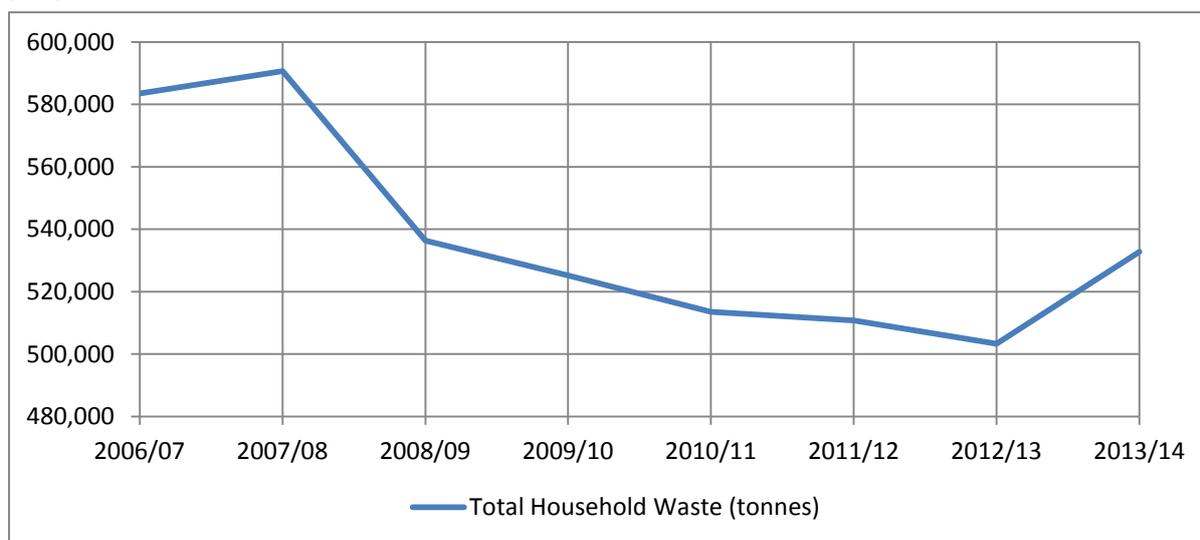


Figure 2: Total household waste produced in Surrey

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

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

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

### Landfill diversion and recycling

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

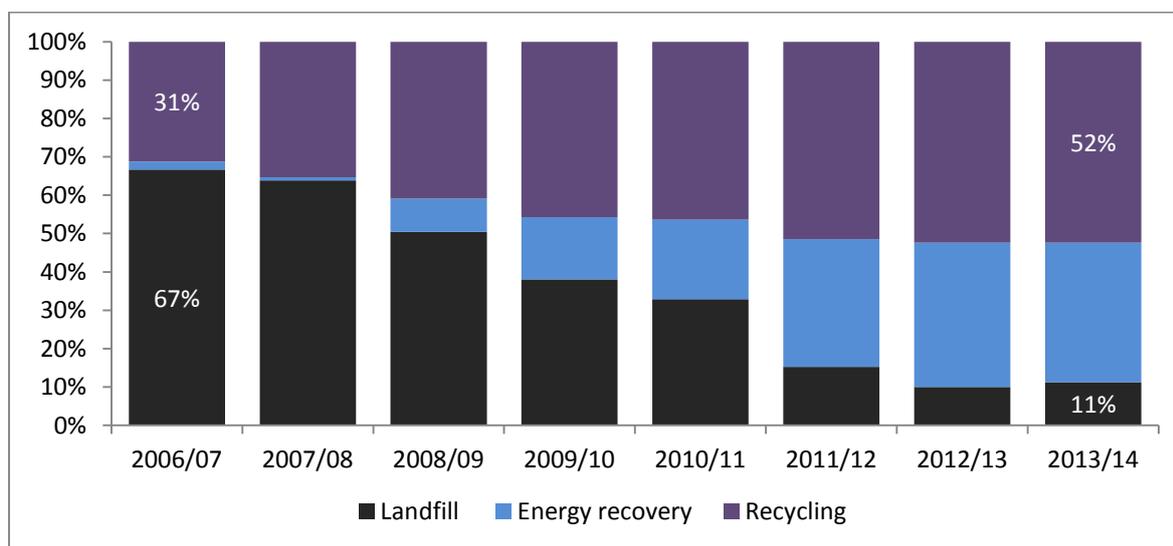


Figure 3: Proportion of waste recycled, recovered and landfilled

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

### Cost of waste management

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

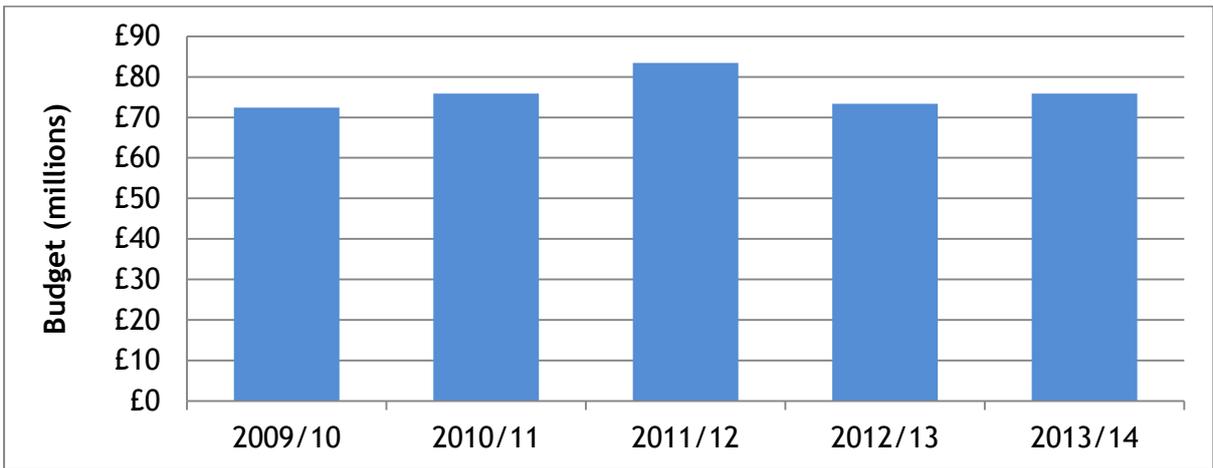


Figure 4: Budget estimates for the net total cost of waste management in Surrey

## 2.2 Current composition of waste

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

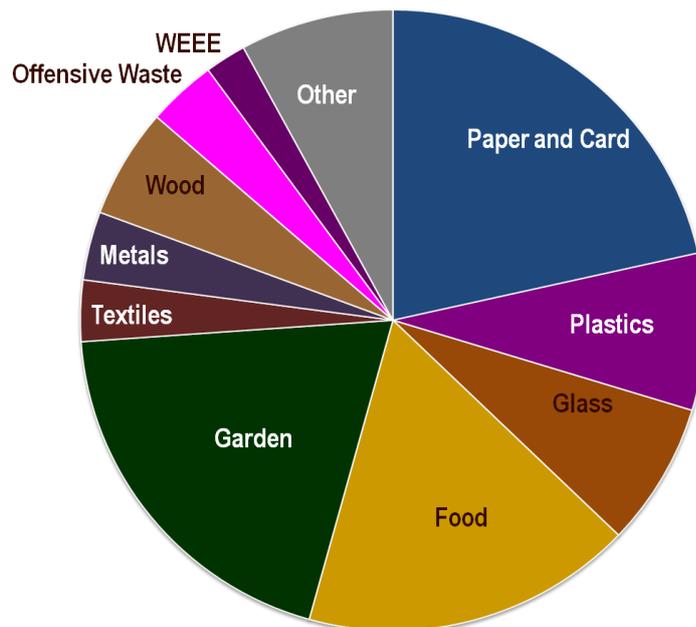


Figure 5: Composition of waste and recycling from the kerbside and CRCs in 2013/14

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

## 2.3 Current challenges

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

## Performance has stalled

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

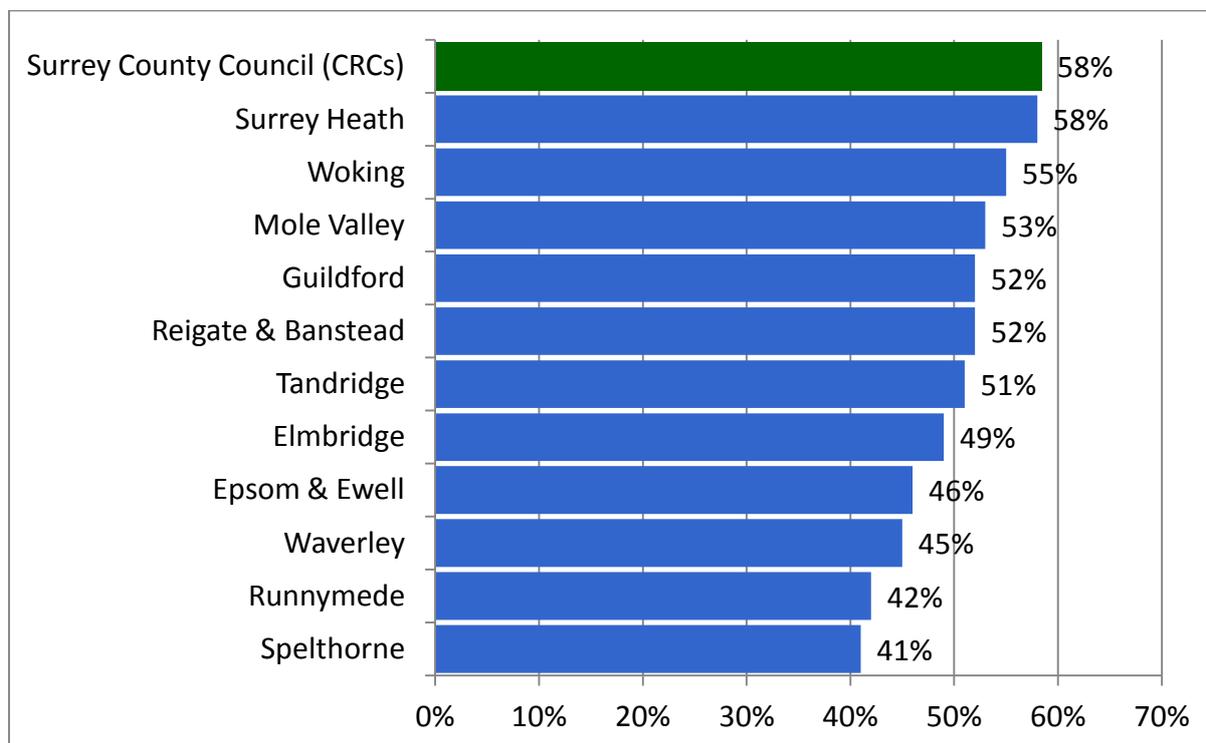


Figure 6: Household recycling rates in 2013/14 by partner authority

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

## Changing legislation and regulation

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

## Increasing population

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

## Budget pressures

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

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

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

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

### **3 Aim and targets**

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

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

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

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

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

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

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<sup>2</sup> For example street sweepings and non-clean wood waste

<sup>3</sup> National Indicator 192

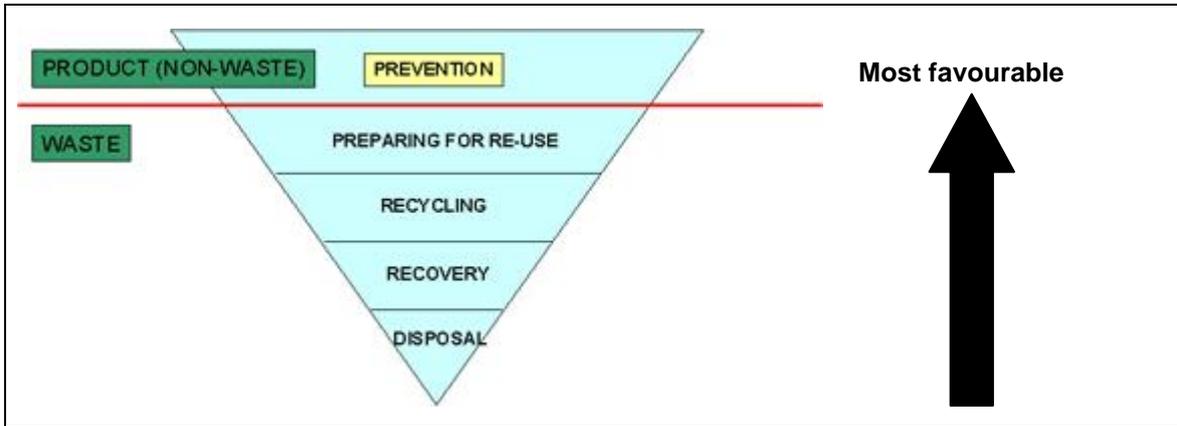


Figure 7: The waste hierarchy.

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

The performance indicators are calculated using the methods summarised in 1 below.

**Box 1: Methodology for calculating the strategy’s performance indicators**

**1. Household waste and recycling per person**

This indicator is calculated using a nationally recorded metric called ‘BVPI 84a - Number of kilograms of household waste collected per head of population’. The calculation method is summarised below.

$$\frac{\text{Total tonnage of household waste in Surrey}}{\text{Population in Surrey}} \times 1,000$$

**2. Recycling and recovery rate**

This indicator is based on the nationally recorded recycling rate metric called ‘NI 192 - the percentage of household waste that is sent to reuse, recycling or composting’. However the calculation method used for the strategy is slightly different, for the reasons explained above. The calculation method is summarised below.

$$\frac{\text{Tonnage of household waste sent for reuse, recycling or composting} + \text{Separately collected materials where recovery is preferable to recycling e.g. street sweepings and non-clean wood}}{\text{Total tonnage of household waste}}$$

**3. Percentage of municipal waste sent to landfill**

This indicator is calculated using a nationally recorded metric called ‘NI 193 - the percentage of municipal waste sent to landfill’. The calculation method is as follows:

Numerator	Municipal waste sent directly to landfill, PLUS Municipal waste collected for recycling but rejected to landfill, PLUS Residual waste sent to landfill after an intermediate treatment (this does not include residues from thermal treatment)
Denominator	Total municipal waste

**4. Cost of waste management per household**

There is not a nationally recorded metric for this indicator. However, a SWP assessment of the total cost of waste is undertaken annually for all SWP authorities. The total cost is divided by the number of households in Surrey to calculate the indicator value.

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

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

Table 1: Strategy targets

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

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

#### 4 Core values

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

##### Meeting the future needs of communities

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

### **Working in partnership**

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

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

### **Best value to residents**

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

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

We will apply the principles of sustainable development. This takes into account three 'pillars' - our environment, society and the economy<sup>4</sup>. The development of our waste services will seek to protect our environment, support the wellbeing of Surrey's residents and benefit our economy, both now and in the future.

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

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

### **Innovative thinking**

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

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<sup>4</sup> Guiding Principles for Sustainable Development, DEFRA



Figure 8: Our core values

## 5 Objectives

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

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

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

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

## 6 Actions and outcomes

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

The actions are shown in Appendix 1 to this strategy document.

## 7 Plan for delivery

### 7.1 Responsibilities

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

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

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

### 7.2 Monitoring and evaluation process

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

### 7.3 Revision process

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

Table 2: Revision timetable - active years are shaded green

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

## **8 Glossary of terms**

### **Anaerobic Digestion**

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

### **Bring site**

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

### **Bulky waste**

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

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

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

### **Commercial waste**

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

### **Community sector**

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

### **Composting**

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

### **Contamination rates**

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

### **Contaminated recycling**

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

### **Dry recyclables**

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

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

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

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

### **Green waste**

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

### **Hazardous waste**

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

### **Household waste**

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

### **Kerbside collection**

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

### **Landfill sites**

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

### **Market testing**

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

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

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

### **Municipal waste**

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

### **National Indicators**

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

**Participation rates**

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

**Recycling**

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

**Recovery (other recovery)**

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

**Reduction (prevention or minimisation)**

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

**Rejects**

Material that cannot be recycled or recovered by the reprocessor.

**Reprocessor**

A company that recycles or recovers waste.

**Residual waste**

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

**Re-use**

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

**Side waste**

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

**Social value**

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

**Sustainable development**

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

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

### **Waste Hierarchy**

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

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