

Section 3 – Addendum to Joint Municipal Waste Management Strategy for Suffolk (2008)

3.1.1 Introduction

The Suffolk Waste Partnership (SWP) is the group of Councils within Suffolk that collect and dispose of the County's municipal waste. The SWP comprises the seven District and Borough Councils (Waste Collection Authorities - WCAs) and the County Council (Waste Disposal Authority - WDA).

This addendum to the Joint Municipal Waste Management Strategy for Suffolk 2003 - 2020 (JMWMS) has been compiled in accordance with the JMWMS to carry out a review before the end of 2007. The Defra Municipal Waste Management Strategy Guidance ⁽¹⁾ also suggests that a periodic review is good practice. The review addresses developments in legislation and policy following the adoption of the JMWMS in 2003. It also takes account of the changes in performance achieved by the partner authorities and incorporates updated Action Plans for the SWP.

There have been substantial changes in the waste management sector since the production of the JMWMS and a number of new legislative and policy drivers have been introduced. The principal developments since the adoption of the JMWMS and that impact on it most significantly, are:

- The Waste Emissions Trading Act, 2003 ⁽²⁾; and
- The Waste Strategy for England 2007 ⁽³⁾.

Details of these are given in Section 2.

This addendum includes a new set of Action Plans for 2007 - 2012. These highlight those actions that will be implemented and developed for this period and other activities which could be considered with the aim of reaching the targets and aspirations set in the JMWMS.

The SWP views public consultation on and participation in the Addendum as being integral to its preparation. A summary of involvement by the public in the review process is included in Annex C.

3.1.1.1 Strategic Environmental Assessment (SEA)

The only change to policies is to adjust target dates to reflect actual performance and realistic potential achievement. Given that the targets originally set could not be achieved, it has been concluded that re-setting the target dates to a more realistic timescale will have no significant effect on the environment. The Action Plans in this review build on existing plans within the JMWMS policy framework, any changes are minor and have no significant environmental impact. Accordingly it has not been considered necessary to undertake a Strategic Environment Assessment on this JMWMS Addendum. The SWP will keep under review the need for SEAs as programmes are developed for implementation of the Action Plans.

¹ Guidance on Municipal Waste Management Strategies, July 2005, Defra

² Waste and Emissions Trading Act, Defra, 2003, SI 3181/2004

³ Waste Strategy for England 2007, Defra, May 2007

3.1.2 The Review Process

The review of the JMWMS has been carried out with advice from external consultants and the active engagement of the members of the SWP. The review focuses on the effect of the new legislation and policy changes and those changes in performance seen since 2003 that could not have been forecast with precision.

A review of the new legislation and policies and the implications for the SWP has been carried out, with the two most significant pieces being those mentioned above. The review of performance was carried out to establish whether the targets and aspirations set out in the JMWMS were still relevant and, if necessary, to set new ones.

Action Plans for each WCA and the WDA have been prepared to update those in the JMWMS. The Action Plans detail background information, the current position, planned and potential enhancements for each authority's area of responsibility. The Action Plans define how the SWP aims to meet the targets within the JMWMS and they will be reviewed annually. The Plans are listed below:

- Waste Minimisation and Reuse Action Plan (County-wide schemes to reduce and minimise waste);
- WCA Recycling Action Plans (WCA level action plans for recycling and composting);
- Household Waste Recycling Centres (HWRCs) Action Plan (WDA level action plan for recycling and composting); and
- Residual Waste Action Plan.

The Action Plans form Annex A of the JMWMS (published as a separate document).

3.1.3 Current Performance Information

Table 1.1 shows the most recent performance information for the SWP ⁽⁴⁾. It illustrates the recycling and composting rate, the diversion of biodegradable municipal waste (BMW) and the resulting Landfill Allowance Trading Scheme (LATS) allowances. This Scheme is discussed in paragraph 2.3.

Table 1.1 Overview of Municipal Waste Statistics for Suffolk 2006/07

	2006/07
Municipal waste arisings (tonnes)	418,466
% municipal waste recycled and composted	40.6%
Tonnes of BMW diverted from landfill	124,096
LATS allowances (tonnes of BMW)	191,379
LATS (cumulative surplus for 2005/06 and 2006/07 as tonnes of BMW)	73,666

⁴ These figures have not been audited at the time of writing.

3.1.3.1 Performance Comparisons

Tables 1.2 and 1.3 show the difference in recycling and composting rate between 2001/02 (figures used in the JMWMS) and 2006/07 for both municipal waste and household waste respectively (these figures have not been audited at the time of writing).

Table 1.2 Comparison of Municipal Waste Recycling Rate over Time for Suffolk as a Whole

	2001/02	2006/07
Municipal waste arisings (tonnes)	382,000	418,466
% municipal waste recycled and composted	19.0%	40.6%

Table 1.3 Comparison of Household Waste Recycling Rate over Time for Individual SWP Councils

Council	2001/02	2006/07
Babergh	11.2%	36.5%
Forest Heath	30.7%	46.0%
Ipswich	14.2%	36.8%
Mid Suffolk	9.3%	36.8%
St Edmundsbury	29.1%	50.0%
Suffolk Coastal	13.3%	38.3%
Waveney	5.2%	48.4%
Suffolk County Council (HWRCs)	36.9%	48.9%
Suffolk (Combined %)	24.1%	43.5%

Clearly, councils in Suffolk have made great strides forward in terms of recycling and composting over the past five years. These improvements are reflected in the fact that Suffolk is one of the best performing counties in the country. These changes in performance are extremely positive and the review of the JMWMS is timely to update the targets it set and the data that it provided.

The JMWMS requires the production of an annual report to publish the progress of the SWP against the eight indicators stated in the JMWMS. These have been produced since 2004 and record the increased performance achieved.

The award of Beacon Status to the SWP for 'Waste and Recycling' by the Department of Communities and Local Government in March 2006 recognised the Partnership's excellence, innovation and willingness to share their expertise with others. It focused on the SWP's commitment to work together to make real improvements in the efficiency and effectiveness of waste services and real reductions in the amount of waste going to landfill.

3.1.3.2 Waste Growth

In the six year period previous to the production of the JMWMS, the average growth rate for household waste was 4.3% per annum. Waste growth predicted in the JMWMS (2003) was 3% per annum. However, for 2003/4 to 2006/07 the increase in household waste was 2% per annum. Following this downward trend an annual rate of increase of 1.5% per annum is predicted to continue through to 2010. After 2010 it is predicted that waste growth will directly reflect the average minimum growth in dwelling numbers ⁽⁵⁾, equivalent to 0.97% per annum. These predictions are made using current available data and are within the range of scenarios considered in Appendix 1 of the Waste Strategy for England 2007.

3.2 Significant changes in policy and legislation

3.2.1 Introduction

The following section considers the most significant changes in policy and legislation introduced since the production of the JMWMS. A brief explanation and the effects of these changes are considered in this section.

3.2.2 The Waste Strategy for England 2007

The Waste Strategy for England 2007 includes:

- an increased focus on waste prevention and reuse;
- a need to meet and exceed EU Landfill Directive ⁽⁶⁾ requirements;
- a recognition of a potential decoupling of waste growth and Gross Domestic Product (GDP);
- an increase in shared responsibility of householders, producers, consumers and the waste management industry;
- increased household waste recycling and composting targets of more than 40% in 2010 and 45% in 2015 (going beyond the previous 30% and 33% targets) and 50% by 2020; and
- reinforcement of the role of energy from waste as part of the overall national waste strategy.

The document also indicates that revisions to recycling and composting targets are being considered, including making the targets more material specific and providing incentives to reduce waste.

What does this mean for the JMWMS?

The JMWMS needed to be reviewed to take account of the policies and targets in the Waste Strategy for England 2007 for waste minimisation, reuse, recycling and composting and the comments regarding waste treatment with the recovery of energy.

⁵ Dwelling numbers derived from East of England RSS.

⁶ Council Directive 1999/31/ec on the landfill of waste; April 1999

3.2.2.1 Targets

The JMWMS contained positive policies for waste minimisation and reuse and set challenging targets for recycling and composting. It recognised also the need to move away from landfill as a method of disposal.

The SWP intends to adhere to the principles outlined in the Waste Strategy for England 2007 and will continue to move waste up the “waste hierarchy” aiming to achieve waste minimisation, reuse, recycling and/or composting prior to energy recovery and finally disposal. This means that the targets below will be regarded as the minimum in the JMWMS as the SWP aims to meet and exceed them.

Table 2.1 National Recycling and Recovery Targets for Household and Municipal Waste

	2010	2015	2020
Household waste recycling and composting	40%	45%	50%
Municipal waste recovery	53%	67%	75%

Source: Waste Strategy for England 2007

3.2.3 Waste & Emissions Trading Act 2003

The Waste and Emissions Trading (WET) Act 2003 ⁽⁷⁾ was intended to help the country meet its national targets for reducing the amount of biodegradable municipal waste disposed to landfill, in line with Article 5 of the Landfill Directive. It is implemented through the Landfill (Scheme Year and Maximum Landfill Amount) Regulations 2004, which came into force on 22 July 2004 ⁽⁸⁾.

The Act provides a framework for the Landfill Allowance Trading Scheme, a system whereby tradable landfill allowances are allocated to waste disposal authorities each year. Each Waste Disposal Authority is able to determine how to use its allocation of allowances in the most effective way. Allowances can be traded with other authorities, saved for future years (banked) or used in advance (borrowed from future years). Allowances cannot be banked or borrowed into or across the Landfill Directive target years (with the UK’s four-year derogation) of 2010, 2013 and 2020.

A fixed penalty for excess BMW that is landfilled will be enforced if local authorities do not have sufficient permits for the waste they landfill. The Government has indicated that local authorities who exceed their permitted allocation of allowance (taking account of any trading) will also have to bear the cost of any EU penalties imposed upon the UK in the Landfill Directive target years.

The Landfill Allowance Trading Scheme (LATS) was launched in full on 1 April 2005. Allowances for the County Council which impact on all the Partnership authorities are shown in Table 2.2. The years shown in the table cover the period of the action plans and the following two target years.

⁷ Waste and Emissions Trading Act, Defra, 2003, SI 3181/2004

⁸ Landfill Allowances and Trading Scheme (England) Regulations 2004 (LATS Regulations) (S. I. 2004/3212)

Table 2.2 BMW Landfill Allowance for Suffolk County Council

LATS (target years in <i>italics</i>)	Landfill Allowances
2007/08	180,044
2008/09	165,875
<i>2010</i>	148,873
2010/11	132,302
2011/12	115,731
<i>2013</i>	99,160
<i>2020</i>	69,385

The implementation of this scheme was foreseen in the JMWMS (section 1.7.11) but, at the time of its adoption the exact details were unknown and estimates based on later amended baselines were used to calculate LATS allocations for Suffolk. The JMWMS (section 2.4.6) stated the uncertainties regarding the use of the LATS allocations as they were and identified the need for review. This review has been carried out and the diagram below and analysis to accompany it are the outcomes from this work. This section is therefore an update of the JMWMS in light of this new data. Currently, Defra ⁽⁹⁾ is reviewing the LATS and particularly its administration. The results of this study may amend the assumptions and calculation of BMW and LATS allowances and this Addendum may need further updating as a consequence.

As a result of the targets set in the WET Act and the resulting trading scheme set up in England, Suffolk has identified a 'LATS gap'. That is a shortfall between the allocated LATS allowances and the amount of BMW forecast to be sent to landfill, assuming no change in current practices.

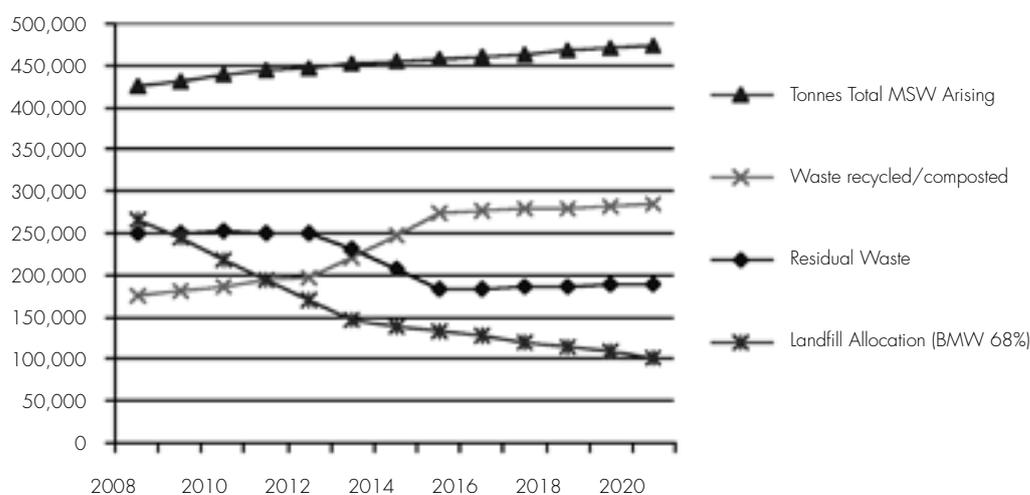
This 'LATS gap' differs from that found in the JMWMS due to the reasons mentioned above, namely that the data estimates made in the JMWMS are not the same as those used in the final production of LATS allocations. This difference is not considered significant in terms of the policy approach.

The LATS gap has been addressed in relation to the proposal for future residual waste treatment; a Strategic Environmental Assessment (SEA) for this proposal was carried out in 2006 and is currently being reviewed.

Figure 2.1 shows the LATS gap that occurs assuming implementation of only the Planned Actions up to 2012 within the Action Plans in Annex A. Following this it is assumed that the 60% recycling and composting target is met by 2015 and that this level is maintained until LATS targets finish in 2020. The gap between the purple and blue lines highlights the need for further recovery capacity beyond the meeting of the aspirational targets.

⁹ Department for Environment, Food and Rural Affairs - formerly DETR at the time of writing the JMWMS

Figure 2.1 LATS Gap Based on SWP Data (tonnes)



3.2.4 Further Policies and Influencing Factors Landfill Tax Escalator

The landfill tax escalator is to be revised so that the standard rate of tax will increase by £8 per year from 2008 until at least 2010/11 when it will stand at £48 per tonne, giving greater financial incentives to reduce, reuse and recycle waste. This will prove to be one of the main drivers for local authorities and businesses in moving from waste landfilling to waste reduction, reuse, recycling and recovery.

3.2.4.1 The Regional Waste Management Strategy

The Regional Waste Management Strategy (RWMS) for the East of England was adopted in 2003, giving guidance on the planning aspects of waste management.

Since the publication of the RWMS, European and Government guidance has developed. A review of the RWMS policies has been undertaken as part of the preparation of the new Regional Spatial Strategy (see Section 2.4.3 below) and is being replaced by the Waste chapter in the RSS.

3.2.4.2 The Regional Spatial Strategy

In 2004, the 'East of England Plan: a revision to the Regional Spatial Strategy for the East of England' ('the RSS') was produced. This was taken through an Examination in Public in 2005. The Government's proposed changes were published in late 2006 and consultation was completed in March 2007. The East of England Regional Assembly has submitted further comments that are currently being considered by Government. The final RSS was due to be published late 2007. Existing drafts and proposed changes have been taken into account when reviewing the JMWMS.

The RSS policies¹⁰ relating to Municipal Waste and relevant to the JMWMS review are:

Policy WM1: Waste Management Objectives

In implementing the overall vision and objectives of the Regional Spatial Strategy waste management policies should be based on the following objectives:

- to ensure timely and adequate provision of the facilities required for the recovery and disposal of the region's waste and for a reducing quantum of wastes imported into the region;
- to minimise the impact of new development, particularly in the Key Centres of Development and Change, on regional waste management requirements;
- to minimise the environmental impact of waste management, including impacts arising from the movement of waste, and help secure the recovery and disposal of waste without endangering human health;
- to seek community support and participation in promoting responsible waste behaviour and approaches to management, viewing waste as a resource and maximising re-use, recycling and composting, while responding positively to the need to manage the remainder; and
- to recognise the particular locational needs of some types of waste management facility in determining planning applications and defining green belt boundaries, and that these locational needs, together with the wider environmental and economic benefits of sustainable waste management, should be given significant weight in determining whether proposals should be given planning permission.

Policy WM2: Waste Management Targets

Challenging but achievable targets should be adopted by all authorities and commercial waste producers to minimise waste and provide the basis for implementing the overall aim of recycling, composting and recovering value from waste. The objectives are to secure at least the following minimum levels of recovery:

- municipal waste – recovery of 50% at 2010 and 70% at 2015
- commercial and industrial waste – recovery of 72% at 2010 and 75% at 2015 and to eliminate the landfilling of untreated municipal and commercial waste in the region by 2021.

The targets should be kept under review and extended to the end of the current plan period (2021) and beyond, if appropriate, through the review of the RSS.

Policy WM8: Actions for Waste Disposal and Collection Authorities, Private Sector Waste Companies, and Other Partners

Waste disposal and collection authorities and private sector waste companies should take into account the relationship between waste minimisation, waste collection and recycling/composting, when devising and operating waste management strategies. Waste collection systems which aim to minimise waste at source should be adopted throughout the region, and separate collections of recyclable and compostable materials introduced. Waste disposal authorities should ensure that "bring sites" and household waste recycling sites are widely available. All collection and recycling/composting schemes should be supported by a strong waste

¹⁰ The Secretary of States proposed changes to the draft revision to the RSS – December 2006.

minimisation message. The Regional Assembly, EEDA and other partners should work to develop markets for recycled and recovered materials and products, and to improve waste data quality.

The JMWMS already has policies that meet the requirements of the latest RSS consultation draft. In relation to the requirements for recovery the existing policies already provide for this and the combination of the policies for recycling and composting, coupled with the Residual Waste Treatment Action Plan, will mean that SWP achieves the RSS targets. The JMWMS annual monitoring report will record progress against the target.

The JMWMS is consistent with the objectives of the current RSS, the SWP will continue to monitor and review any further changes to this document prior to its publication and update this Addendum if necessary.

3.2.4.1 *The Household Waste Recycling Act 2003*

The Household Waste Recycling Act states that all households should receive a collection of at least two types of recyclable waste together or individually separated by the end of 2010. Suffolk achievements are already well ahead, with the existing programme of co-mingled dry recyclate collection dealing with at least 4 types of recyclable waste. Compliance with the statutory requirement will be achieved by 2010 but it remains the objective of the SWP to continue to implement a "three stream" system so as to increase composting and the existing policy is retained.

3.3 Policy revisions and indicators

3.3.1 Introduction

This section details those policies that have remained the same in the JMWMS, and the reasons why they are still relevant. It also indicates those that have changed and the reasons for those changes.

The Vision of the JMWMS has not changed and remains the guiding principle behind the JMWMS. However, two of the policies that support that vision have been changed to reflect the reality of local performance since 2002, the potential for achievement of the original targets.

The vision remains sound as the points within it have not been made obsolete by the introduction of new legislation, policy or improved local performance. The Waste Strategy for England 2007, the WET Act and further legislative and policy changes require the minimisation of waste and the use of environmentally, economically and socially sustainable methods of management. National strategy encourages the forging of synergies between the management of municipal and other forms of waste and develops the waste hierarchy as embodied in the JMWMS. The vision states that the JMWMS will embrace the principles of the National Waste Strategy (originally referring to Waste Strategy for England 2000); these remain true for the Waste Strategy for England 2007. To recycle or compost 60% of waste remains an aim for SWP.

Table 3.1 is presented to illustrate the policies that have not changed and to provide a reference to new legislative, policy or performance issues that support their relevance.

3.3.2 Policies

Table 3.1 Policies from JMWMS (2003)

Policy	Policy Description	Relevance	Rationale
Policy 1	<p>We will enhance joint working between authorities to improve waste management services in Suffolk. Joint working will include:</p> <ul style="list-style-type: none"> a) sharing information; b) responding jointly to outside bodies; c) participating on joint educational/ promotional initiatives; d) co-operating to deliver funding for initiatives; and e) jointly awarding contracts where advantageous to improve performance and minimise costs by providing economies of scale. 	Still relevant	<p>The policy is aligned with Waste Strategy for England 2007 and the Local Government and Public Involvement in Health Bill, currently being considered in Parliament both of which encourage the joint working of authorities. Targets in the future will be set at a Local Area Agreement level and therefore authorities must work together to achieve these. The commitment remains highly relevant to Suffolk's circumstances.</p>
Policy 2	<p>We will involve the public, community groups, waste management industry and governmental bodies in all aspects of waste management in Suffolk. Means of doing this are likely to include:</p> <ul style="list-style-type: none"> a) widespread consultation on emerging policies; b) seeking the views of key stakeholders; c) providing advice and support for community groups; d) supporting a community recycling network; and e) having regard to and influencing the formulation of Community Strategies. 	Still relevant	<p>The existing policy conforms with the current Defra guidance for Municipal Waste Management Strategies which highlights the importance of partnership working for authorities and other bodies. It also stresses the importance of consultation, communication and public engagement generally. The policy remains a key objective.</p>

Policy	Policy Description	Relevance	Rationale
Policy 3	We will promote education programmes and awareness campaigns to increase knowledge of waste issues and participation in waste management initiatives throughout Suffolk. We will participate in similar schemes at the regional level and ensure that a consistent message is given to promote sustainable waste management practice.	Still relevant	Chapter 7 of the Waste Strategy for England 2007 places emphasis on 'Helping to change the behaviour of business and the public through information, advice and awareness raising...'. This message is also present in RSS Policy WM1. The existing policy is consistent with these objectives and remains relevant.
Policy 4	We will promote and encourage waste reduction wherever possible to minimise the amount of waste that is produced. We will also make representations seeking changes to national taxation and regulation regimes in order encourage waste reduction.	Still relevant	The current policy aims to encourage and to promote waste reduction. A focus on waste prevention is recognised in both the RSS (Policies WM1 and WM8) and the Waste Strategy for England 2007 with the aim of decoupling waste growth from economic growth. This policy in conjunction with Policy 5 aligns with the regional and national strategy.
Policy 5	We will promote and encourage waste re-use wherever possible. In particular we will: a) support community re-use schemes with advice and funding where resources allow; b) promote awareness of what people can do to re-use waste in the community at large; and c) encourage the re-use of waste collected through the Household Waste and Recycling Centres and bulky waste collections.	Still relevant	Reuse is recognised in the RSS as well as Waste Strategy for England 2007 as a key element in the decoupling of waste growth from economic growth. This is reflected in the new target (WS2007) to reduce the amount of household waste not re-used, recycled or composted from over 22.2 million tonnes in 2000 by 29% to 15.8 million tonnes in 2010, with an aspiration to reduce it 12.2 million tonnes by 2020. This is the equivalent of a fall of 50% per person (from 450kg per person in 2000 to 225kg per person in 2020). Therefore the current policy is still relevant.
Policy 6	We will seek to maximise the proportion of waste that is recycled or composted, aiming to achieve at least 60% by 2010.	Requires amendment	See below

Policy	Policy Description	Relevance	Rationale
Policy 7	<p>We will seek to introduce 'three-stream' collection systems from the kerbside of at least 80% of the households in Suffolk by 2010.</p> <p>These systems will vary across the County to take into account different circumstances and views. It is likely that the capacity available for residual waste collection will be constrained either by frequency of collection and/or receptacle in order to promote waste re-use and participation in recycling and composting schemes.</p>	Still relevant	The "three stream" collection system is well advanced in Suffolk and the policy remains relevant. Given existing plans by WCAs, it is hoped that the target will be exceeded.
Policy 8	<p>We will investigate the possibility of introducing the kerbside collection of glass. Options that will be investigated include:</p> <p>a) the introduction of a separate kerbside collection of glass; and</p> <p>b) investing in infrastructure to enable glass to be collected in the mixed dry recyclable collection.</p>	Still relevant	The Waste Strategy for England 2007 specifies a set of 'key waste materials', of which glass is one. It encourages re-use and re-manufacture of products and material resources with support from Defra's BREW Programme.
Policy 9	<p>We will continue to promote home composting in all areas of the County through promotional and educational campaigns and by ensuring compost bins are available at competitive rates. In areas where the kerbside collection of compostable waste is introduced special care will be taken to minimise the amount of waste collected that would otherwise have been composted at home.</p>	Still relevant	The promotion of home composting diverts BMW from the household waste stream and therefore contributes to targets set in Waste Strategy for England 2007 for reducing the amount of waste not reused, recycled and composted. The LATS seeks to reduce the amount of BMW being sent to landfill and, as such, this policy is still relevant to meeting LATS obligations.
Policy 10	<p>We will support community composting initiatives. Support will be provided by:</p> <p>a) supplying advice and information; and</p> <p>b) funding where available and appropriate.</p> <p>Priority will be given to schemes serving areas where the kerbside collection of compostable waste is not planned.</p>	Still relevant	Community composting helps to divert BMW from landfill and is therefore still relevant with relation to LATS obligations.

Policy	Policy Description	Relevance	Rationale
Policy 11	We will increase the number of bring sites for the collection of glass throughout the County. The number of bring sites and the range of materials they collect will be increased in areas where it is not planned to introduce the separate kerbside collection of dry recyclables. The role of bring sites will be kept under review in areas where kerbside collections are introduced. Wherever bring sites are provided effort will be made to ensure a high level of awareness of their location and range of materials collected. Steps will be taken to ensure that they are managed to a high standard.	Still relevant	The SWP recognises the increased role of kerbside collections over the past five years. As a result, bring sites have not had to play as large a contribution to recycling and composting rates as they did previously, but the role of bring sites remains important, especially in those areas where it is the most practical form of collecting recyclable materials such as glass. This policy is compliant with RSS policy WM8 and remains relevant.
Policy 12	We will work to optimise the number and location of Household Waste and Recycling Centres and enhance the quality of service provision to Suffolk householders. We will increase the quantity and range of materials recycled aiming to recycle 55% of waste taken to the sites by 2004/05. Improvements to the Centres will have regard to existing and planned kerbside waste collection schemes. We will work with the Environment Agency and other relevant bodies to investigate how best to develop and promote services to assist small and medium sized businesses.	Requires amendment	See below

Policy	Policy Description	Relevance	Rationale
Policy 13	<p>We recognise that there will be a need to introduce non-landfill facilities for the treatment of residual waste over the life of this strategy. The need for such facilities will be kept under constant review. In making decisions about such facilities particular regard will be paid (not in priority order) to:</p> <p>a) government targets, policy and guidance;</p> <p>b) the availability of landfill capacity;</p> <p>c) the amount and composition of waste expected to arise over the life of facilities;</p> <p>d) the desire to maximise the recovery of energy from residual waste;</p> <p>e) the range of available technologies to deal with such waste;</p> <p>f) the cost and minimum contract length associated with such technologies;</p> <p>g) public views on the acceptability of technologies;</p> <p>h) the importance of not squeezing out recycling and composting initiatives; and</p> <p>i) the letting of new disposal contracts with effect from between May 2007 to May 2009 and from 2012.</p>	Still relevant	<p>The JMWMS does not set out what form residual waste treatment will take but recognises that it will not be possible to rely on landfill for the disposal of all Suffolk's residual municipal waste until 2020. Policy 13 in the JMWMS states that the SWP will keep the need for such facilities under constant review.</p> <p>The SWP has reviewed the need for residual waste treatment facilities and has considered several options. The Residual Waste Action Plan sets out the procurement plan that Suffolk will be following throughout the coming years.</p> <p>The Waste Strategy for England 2007 states that recovering energy from waste is an essential component of a well-balanced energy policy and is expected to be used for the management of 25% of municipal waste by 2020 compared to approximately 10% currently. The policy is consistent with RSS Policies WM1 and WM2 and the Waste Strategy for England 2007 and remains relevant.</p>

Policy	Policy Description	Relevance	Rationale
Policy 14	<p>We will seek to minimise the amount of waste landfilled by maximising reduction, re-use, recycling and composting, and in the longer term by introducing non-landfill residual waste treatment facilities. Where waste is landfilled we will seek to minimise environmental impacts by:</p> <p>a) requiring best practice at landfill sites;</p> <p>b) landfilling waste near to where it is generated; and</p> <p>c) maximising the recovery of energy from landfilled waste.</p> <p>We will aim to landfill less than the level of our landfill allowances each year until at least 2012.</p>	Still relevant	This policy is in line with the waste hierarchy and with the Waste Strategy for England 2007 new increased recovery targets. It is also in line with the requirements of LATS for the diversion of waste (containing BMW) from landfill and Policies WM 1, WM 2 and WM8 of the RSS. The policy remains relevant.
Policy 15	<p>We recognise that all authorities will see significant increases in the costs of providing waste management services. We will work together to seek to minimise these increases by:</p> <p>a) securing best value through joint procurement and tendering where possible; and</p> <p>b) maximising funding that can be obtained from external sources.</p> <p>Where possible we will be flexible and share costs to minimise disruption to other services provided by the local authorities.</p>	Still relevant	Waste Strategy for England 2007 encourages the joint working of authorities and the sharing of financial burdens will help to secure best value results. Defra guidance for Municipal Waste Management Strategies highlights the importance of partnership working for authorities and other bodies. The policy remains relevant.
Policy 16	<p>We will work with the Waste and Resource Action Programme, businesses and the community in order to develop markets for recyclable waste and outlets for waste derived compost and products made from recycled materials.</p>	Still relevant	A key proposal from the Waste Strategy for England 2007 is to stimulate markets for recovered materials, it is also reflected in the RSS. This shows the continued relevance of this policy in ensuring there is a market to support the supply of materials from composting and recycling.

Policy	Policy Description	Relevance	Rationale
Policy 17	We will publish a report monitoring this strategy every year starting in 2004.	Still relevant	Defra guidance for Municipal Waste Management Strategies states <i>'It is vital that the delivery of the Strategy is properly monitored and its success properly evaluated. The Strategy should set clear indicators and targets against which to measure progress and should identify the triggers for a fundamental review.'</i> The annual monitoring report on the strategy indicators and performance fulfils this requirement and ensures the ongoing relevance of the policy.

3.3.3 Policies Requiring Amendment

3.3.3.1 Policy 6: Waste recycling and composting

The SWP recognises the new targets in the Waste Strategy for England 2007 and will aim to exceed these. The JMWMS aspirational target of 60% is retained, in line with its vision. This aim of achieving high levels of recycling and composting will go a long way to diverting BMW from landfill and will therefore help with meeting LATS targets. It will also make a significant contribution to meeting regional recovery targets.

The JMWMS aimed to achieve a 60% recycling and composting rate by 2010. This target date will not be achieved. There have been marked increases in performance and changes in service provision in the strategy period owing to substantial injections of new funding and the recycling rates envisaged in the JMWMS have been exceeded up to 2006/07. Raising recycling rates still higher becomes progressively more difficult to achieve and progress is not forecast to be at a sufficiently fast rate to deliver 60% in 2010. As such, the target date has been moved to 2015 which is believed to be an achievable timescale and one that exceeds the targets in Waste Strategy for England 2007. Further planned and potential increases in performance to 2012 are detailed within the Action Plans in Annex A.

In the interim period before 2015, recycling rates and target levels are likely to be examined again in more detail in the light of legislative developments at European, national and regional levels, outcomes in terms of waste growth and the future revision of the JMWMS. The SWP authorities have committed to reviewing the JMWMS no later than 2012, a process that would include an appraisal of the sustainability of possible options. At this point, any changes with respect to the cost-effectiveness of recycling and composting and the impacts of measures that could be introduced by Government, such as direct variable charging (DVC), could be accommodated in the recycling targets and timeline that are adopted. To be clear, DVC is not a current JMWMS policy.

The recycling and composting rate is at 43% for household waste in 2006/07 and this, together with

the recent rate of waste growth, means that Suffolk is facing a less demanding situation than the JMWMS originally forecast. Nonetheless, the target of 60% remains the aspiration for the SWP but is now set at a more realistic target date. Achievement will depend in part on the measures taken at a national level by implementation of Waste Strategy for England 2007.

New policy:

Policy 6 – We will seek to maximise the proportion of waste that is recycled or composted, aiming to exceed the Waste Strategy for England 2007 targets, and aim to achieve at least 60% recycling and composting by 2015.

3.3.3.2 Policy 12: HWRC Provision and Performance

There have been increases in performance and changes in service provision at HWRCs in the strategy period to date and further increases in performance are forecast to 2012 within the Action Plan in Annex A. Funding streams have been orientated towards kerbside collection systems and progress on HWRC performance has not been at a sufficiently fast rate to deliver 55% in 2005 (48.9% in 2006/7).

The SWP has been advised that the level of recycling at HWRCs, given the current composition of waste entering the sites, cannot exceed 54% with current arrangements and as reported according to Defra's guidance on BVPIs. This is not substantially short of the original target. The target was not achieved because the composition of waste arising at HWRCs did not include sufficient recyclable material that could be successfully extracted and recycled.

The lack of suitable outlets for wood waste is a key factor. Although current arrangements achieve a beneficial use for this material such use does not qualify as recycling under Defra's guidance. An outlet for wood waste is key to the delivery of a higher recycling rate, as defined by the BVPI metrics.

The assessment of performance to date has disclosed the need for a substantial programme of investment to achieve the policy objective. With this investment a progressive increase in the recycling rate is forecast, and it is expected that the target will now be met by 2015. Performance on this policy directly impacts on performance in relation to Policy 6. A review of the JMWMS is committed for 2012, and this would be expected to take account of performance outcomes and an analysis of the sustainability of higher rates of recycling and composting at HWRCs.

New policy:

Policy 12 – We will work to optimise the number and location of Household Waste and Recycling Centres and enhance the quality of service provision to Suffolk householders. We will increase the quantity and range of materials recycled aiming to recycle 55% of waste taken to the sites by 2015. Improvements to the Centres will have regard to existing and planned kerbside waste collection schemes. We will work with the Environment Agency and other relevant bodies to investigate how best to develop and promote services to assist small and medium sized businesses.

3.3.4 Summary of Current JMWMS Policies

Table 3.2

Policy	Policy Description
Policy 1	<p>We will enhance joint working between authorities to improve waste management services in Suffolk. Joint working will include:</p> <ul style="list-style-type: none"> a) sharing information; b) responding jointly to outside bodies; c) participating on joint educational/promotional initiatives; d) co-operating to deliver funding for initiatives; and e) jointly awarding contracts where advantageous to improve performance and minimise costs by providing economies of scale.
Policy 2	<p>We will involve the public, community groups, waste management industry and governmental bodies in all aspects of waste management in Suffolk. Means of doing this are likely to include:</p> <ul style="list-style-type: none"> a) widespread consultation on emerging policies; b) seeking the views of key stakeholders; c) providing advice and support for community groups; d) supporting a community recycling network; and e) having regard to and influencing the formulation of Community Strategies.
Policy 3	<p>We will promote education programmes and awareness campaigns to increase knowledge of waste issues and participation in waste management initiatives throughout Suffolk. We will participate in similar schemes at the regional level and ensure that a consistent message is given to promote sustainable waste management practice.</p>
Policy 4	<p>We will promote and encourage waste reduction wherever possible to minimise the amount of waste that is produced. We will also make representations seeking changes to national taxation and regulation regimes in order encourage waste reduction.</p>

Policy	Policy Description
Policy 5	<p>We will promote and encourage waste re-use wherever possible. In particular we will:</p> <ul style="list-style-type: none"> a) support community re-use schemes with advice and funding where resources allow; b) promote awareness of what people can do to re-use waste in the community at large; and c) encourage the re-use of waste collected through the Household Waste and Recycling Centres and bulky waste collections.
Policy 6	<p>We will seek to maximise the proportion of waste that is recycled or composted, aiming to exceed the Waste Strategy for England 2007 targets, and aim to achieve at least 60% recycling and composting by 2015.</p>
Policy 7	<p>We will seek to introduce 'three-stream' collection systems from the kerbside of at least 80% of the households in Suffolk by 2010.</p> <p>These systems will vary across the County to take into account different circumstances and views. It is likely that the capacity available for residual waste collection will be constrained either by frequency of collection and/or receptacle in order to promote waste re-use and participation in recycling and composting schemes.</p>
Policy 8	<p>We will investigate the possibility of introducing the kerbside collection of glass. Options that will be investigated include:</p> <ul style="list-style-type: none"> a) the introduction of a separate kerbside collection of glass; and b) investing in infrastructure to enable glass to be collected in the mixed dry recyclable collection.
Policy 9	<p>We will continue to promote home composting in all areas of the County through promotional and educational campaigns and by ensuring compost bins are available at competitive rates. In areas where the kerbside collection of compostable waste is introduced special care will be taken to minimise the amount of waste collected that would otherwise have been composted at home.</p>
Policy 10	<p>We will support community composting initiatives. Support will be provided by:</p> <ul style="list-style-type: none"> a) supplying advice and information; and b) funding where available and appropriate. <p>Priority will be given to schemes serving areas where the kerbside collection of compostable waste is not planned.</p>

Policy	Policy Description
Policy 11	<p>We will increase the number of bring sites for the collection of glass throughout the County. The number of bring sites and the range of materials they collect will be increased in areas where it is not planned to introduce the separate kerbside collection of dry recyclables. The role of bring sites will be kept under review in areas where kerbside collections are introduced. Wherever bring sites are provided effort will be made to ensure a high level of awareness of their location and range of materials collected. Steps will be taken to ensure that they are managed to a high standard.</p>
Policy 12	<p>We will work to optimise the number and location of Household Waste and Recycling Centres and enhance the quality of service provision to Suffolk householders. We will increase the quantity and range of materials recycled aiming to recycle 55% of waste taken to the sites by 2015. Improvements to the Centres will have regard to existing and planned kerbside waste collection schemes. We will work with the Environment Agency and other relevant bodies to investigate how best to develop and promote services to assist small and medium sized businesses.</p>
Policy 13	<p>We recognise that there will be a need to introduce non-landfill facilities for the treatment of residual waste over the life of this strategy. The need for such facilities will be kept under constant review. In making decisions about such facilities particular regard will be paid (not in priority order) to:</p> <ul style="list-style-type: none"> a) government targets, policy and guidance; b) the availability of landfill capacity; c) the amount and composition of waste expected to arise over the life of facilities; d) the desire to maximise the recovery of energy from residual waste; e) the range of available technologies to deal with such waste; f) the cost and minimum contract length associated with such technologies; g) public views on the acceptability of technologies; h) the importance of not squeezing out recycling and composting initiatives; and i) the letting of new disposal contracts with effect from between May 2007 to May 2009 and from 2012.

Policy	Policy Description
Policy 14	<p>We will seek to minimise the amount of waste landfilled by maximising reduction, re-use, recycling and composting, and in the longer term by introducing non-landfill residual waste treatment facilities. Where waste is landfilled we will seek to minimise environmental impacts by:</p> <p>a) requiring best practice at landfill sites;</p> <p>b) landfilling waste near to where it is generated; and</p> <p>c) maximising the recovery of energy from landfilled waste.</p> <p>We will aim to landfill less than the level of our landfill allowances each year until at least 2012.</p>
Policy 15	<p>We recognise that all authorities will see significant increases in the costs of providing waste management services. We will work together to seek to minimise these increases by:</p> <p>a) securing best value through joint procurement and tendering where possible; and</p> <p>b) maximising funding that can be obtained from external sources.</p> <p>Where possible we will be flexible and share costs to minimise disruption to other services provided by the local authorities.</p>
Policy 16	<p>We will work with the Waste and Resource Action Programme, businesses and the community in order to develop markets for recyclable waste and outlets for waste derived compost and products made from recycled materials.</p>
Policy 17	<p>We will publish a report monitoring this strategy every year starting in 2004.</p>

3.3.5 Strategy Indicators

The JMWMS includes the eight indicators listed below:

- number of people expressing opinions on waste management consultations;
- number of Suffolk primary schools presented with specific information about recycling and composting;
- kilograms of household waste collected per head (BVPI 84) – Waste Disposal Authority (WDA) and seven Waste Collection Authority (WCA) figures combined;
- tonnage and percentage of household waste recycled and composted, including HWRC (BVPIs 82a and 82b);
- percentage of householders that have a separate kerbside collection of dry recyclable and compostable waste;

- number of home composters distributed via partnership scheme;
- recycling rate at HWRCs; and
- tonnage of municipal waste landfilled.

The current indicators will continue to be employed but they will be reviewed within 12 months. This will take account of the changes detailed in Waste Strategy for England 2007 and the Government's new Performance Framework and ensure a robust reporting procedure is in place.

The following Performance Framework indicators with a direct or potential impact on management of municipal waste have been published as part of the Comprehensive Spending Review (CSR) 2007¹¹, the technical definitions are due to be consulted on by Government. The consultation will give SWP the opportunity to continue to engage with Government in developing the methodology, frequency of reporting and data source of each indicator.

- National Performance Indicators from CSR directly relating to municipal waste:
 1. Residual household waste head ;
 2. Household waste recycled and composted; and
 3. Municipal Waste landfilled;
- National Performance Indicators from CSR with a potential impact on municipal waste management:
 1. CO2 reduction from Local Authority operations; and
 2. Per capita CO2 emissions in the LA area;

When the technical details of the new Government indicators are confirmed, a revised set of indicators will be published as part of the JMWMS annual monitoring report. The range of indicators will ensure data that is fundamental to monitoring the achievements of the JMWMS is reported on an annual basis.

3.4 Future Actions

The next JMWMS review will be completed by the end of 2012. Its exact timing will be kept under review as depending on relevant legislation, policy, guidance and the factors listed in Policy 13.

A major influencing factor could be the potential granting of Unitary Status to councils within Suffolk in 2009/10. Depending on the decisions taken with regard to waste management, the JMWMS may require a review at that stage.

¹¹ The New Performance Framework for Local Authorities & Local Authority Partnerships, DCLG, 2007.